PARLIAMENT OF ZIMBABWE

Tuesday, 1st September, 2026

The National Assembly met at a Quarter-past Two o'clock p.m.

PRAYERS

(THE HON. SPEAKER *in the Chair*)

THE HON. SPEAKER: Both sides of the House are very thin today. Sergeant-at-Arms and the Office of the Clerk, can you make sure that we do not have more than three Committees out on business? All right? Thank you.

ANNOUNCEMENTS BY THE HON. SPEAKER

ADVERSE REPORT RECEIVED FROM THE PARLIAMENTARY LEGAL COMMITTEE

THE HON. SPEAKER: I have received an Adverse Report from the Parliamentary Legal Committee on the following Bills: Whistleblowers and Witness Protection Bill [H. B. 4, 2026]; Deposit Protection Cooperation Amendment Bill [H. B. 2, 2026].

NON-ADVERSE REPORT RECEIVED FROM THE PARLIAMENTARY LEGAL COMMITTEE

THE HON. SPEAKER: I have also received a Non-Adverse Report from the Parliamentary Legal Committee on the following Statutory Instruments: 107, 108, 109, 110, 111, 112, 113, 114, 115, 116, 117, 118, 119, 120, 121, 122, 123, 124, 125, 126, 127, 128, 129, 130 and 131 published in the *Gazette* during the month of July 2026.

INVITATION TO THE OFFICIAL LAUNCH OF THE COMMITTEE FOR THE FUTURE

THE HON. SPEAKER: I wish to inform the House that all Members of Parliament are invited to the official launch of the Committee for the Future on 3rd September, 2026, that is tomorrow, from 0930 hours in the Multi-Purpose Hall. You are encouraged to attend.

THE HON. SPEAKER: As I said in my third announcement, the 3rd September, I said tomorrow? Why did you not raise a point of correction? – [HON. MEMBERS: *Inaudible interjections.*] – I beg your pardon? The 3rd September, 2026 is on Thursday, time 0930hrs.

There have been some requests for some points of national interest. The first is Hon. Jere. Now, Hon. Jere, is your committee back from Eswatini?

HON. JERE: Not yet Mr. Speaker Sir, they are due back tomorrow.

THE HON. SPEAKER: They are coming back tomorrow?

HON. JERE: Yes.

THE HON. SPEAKER: Please persuade them to be in the House. Tell them we have been missing them.

HON. JERE: Thank you Mr. Speaker. They are also missing you a lot here. Thank you Mr. Speaker. Good afternoon.

Mr. Speaker Sir, I rise on a point of national interest and to thank His Excellency, Dr. E. D. Mnangagwa regarding the historic return on the Zimbabwe National Youth and Paralympic Games which resumed in 2026 after a six-year interruption due to the COVID-19 pandemic. The 2026 Games which were officially opened by the Vice President, Dr. K. C. D. Mohadi on 16th August, were being held in Marondera, Mashonaland East, with the Youth Games running from 12th to 18th August and the Paralympic Games from 20th to 26th August, 2026.

This is a welcome development for our nation. The National Games have historically provided an important platform for talent identification, youth development, social cohesion and promotion of sport across Zimbabwe's provinces. The Sports and Recreation Commission indicates that the Games have traditionally reached approximately 40 000 young people countrywide and have been conducted on a rotational basis among provinces.

The return of the Zimbabwe National Youth and Paralympic Games under the theme, “Breaking the Silence through Sport”, is particularly significant. The whole nation was concerned by the absence of these games for six years. Sport is not merely about competition and medals; it provides a powerful platform through which our young people can confront and speak openly about challenges affecting them including drug and substance abuse, gender-based violence, stigma and social challenges.

Mr. Speaker Sir, of even greater significance is the decision to incorporate the Paralympic Games into the 2026 national platform. This is a major step towards ensuring that sport becomes genuinely inclusive and accessible to all Zimbabweans, including young persons living with disabilities.

The Paralympic Games provide pathways for talent identification and development while promoting the principle of sport for all. The initiative is also consistent with the vision and mantra of His Excellency the President, Dr. Emmerson Dambudzo Mnangagwa, of leaving no one and no place behind. In the context of sport, this means that a talented child from Matabeleland North, Matabeleland South, Bulawayo, Midlands, Masvingo, Manicaland, Mashonaland East, Mashonaland West and Mashonaland Central or Harare must have an equal opportunity to participate, be identified, nurtured and ultimately represent our country, Zimbabwe.

We therefore commend the Government, the Ministry of Sports, Recreation, Arts and Culture, the Sports and Recreation Commission, Sporting Associations and all stakeholders for bringing back this important national programme. Thank you Mr. Speaker Sir. I so submit.

THE HON. SPEAKER: Thank you very much. Some of us watched the games and they were well organised indeed. Of course, they were very inclusive in terms of the spread, including those paraplegics who participated.

HON. NYANDORO: Mr. Speaker, I rise today to give a point of national interest regarding the continued leakages and smuggling of our mineral resources. The alarming increase in mineral leakages and smuggling continues to rob Zimbabwe of its national wealth and deny our people the benefits of our abundant natural resources.

According to the recent document published by the Minerals Marketing Corporation of Zimbabwe (MMCZ), Mineral Resource Accounting and Surveillance Update, 18 cases of suspected mineral smuggling and irregular mineral movements involving 2 658.88 tonnes were recorded between the period of January and 20 August 2026.

These cases involve strategic minerals such as lithium, chrome and silica. What is even more worrying is that these cases involved falsified export documents, cargo misdeclaration and attempts to export unbeneficiated mineral ore. This shows that the criminal syndicates are exploiting weaknesses in our regulatory and border control systems.

Hon. Speaker, every truck of minerals that leaves this country illegally is a classroom not built, a hospital not equipped, a road not repaired and jobs lost for our young people. Mineral leakages are not just a mining issue. They are a national economic security issue. Zimbabwe cannot achieve Vision 2030 while our mineral wealth continues to benefit smugglers instead of citizens.

It is my considered view that the true measure of mineral wealth is not what we extract from the ground but what reaches the lives of the people of Zimbabwe. Our minerals should build Zimbabwe before they leave Zimbabwe.

Having said that, Mr. Speaker, I therefore urge this House and Government to act with urgency by strengthening penalties for mineral smuggling and fraudulent export documents, introducing a fully traceable mine-to-market mineral tracking system backed by AI systems, enhance coordination between MMCZ, ZIMRA, the Zimbabwe

Republic Police and Zimbabwe Anti-Corruption Commission and lastly, to accelerate beneficiation and value addition so that our minerals create industries and jobs here in Zimbabwe. I so submit, Mr. Speaker.

THE HON. SPEAKER: Thank you very much Hon. Nyandoro. You raise a very critical issue of smuggling that impinges on our economy. I suggest that this should have been brought by way of a motion or a question so that we can hear from the side of the Executive what measures are being put in place to stop this scourge of smuggling. You may want to revisit that.

HON. MAONEKE: I rise to bring to this august House a matter of national importance. It is with a sense of guided optimism that I address the recent and significant development regarding our nation's standing on the global stage. The World Bank has officially delisted Zimbabwe from its list of Fragile and Conflict-affected Situations (FCS). This removal is not merely a bureaucratic adjustment. It is a critical recognition of our nation's progress towards stability and a monumental signal to the international community.

For too long, the label of a fragile economy has acted as a deterrent to foreign direct investment. By shedding this classification, we are effectively opening the door to a new era of investor confidence. This development sends a clear message that Zimbabwe is a reliable, predictable and maturing destination for capital.

Furthermore, this shift will have tangible impacts on our governance and social fabric. Being viewed as a stable transition economy allows us to focus our policy efforts on sustainable development and social cohesion rather than crisis management.

Perhaps most importantly, Mr. Speaker, this delisting unlocks access to vital financial avenues. It positions our nation to engage with international lenders on more favourable terms, granting us access to capital markets and development financing that were previously constrained or unavailable due to our former classification.

Mr. Speaker, as we move forward, let us leverage this renewed credibility. We must ensure that this improved standing is matched by continued fiscal discipline, transparency and steadfast commitment to the reforms that brought us to this turning point. I thank you. I so submit.

THE HON. SPEAKER: Thank you very much for your observations. I see that there is only one Minister of State, that is Hon. R. Moyo from Matabeleland North Province. I am sending you as *idombo.* Tell your colleagues to be present. You have been consistent every week. When the House is sitting, you are there but your colleagues are not there. Just whisper to them that they must respect the House and attend, as you have been doing consistently.

Also, I have made an observation that there is an increase in the number of Deputy Ministers attending. Yes, there are others who are in the habit of not attending. They are not in Cabinet and they are not assigned national duties. So, colleagues, can you also send a message to your counterparts and ensure that they attend the House – [HON. MUTSEYAMI: *Inaudible interjection.*] - Pardon? Was someone speaking? Hon. Mutseyami, can you repeat what you said?

HON. MUTSEYAMI: My apologies, Hon. Speaker. I just said the message is coming from the Secretary for Administration, so they need to heed it.

THE HON. SPEAKER: You have demoted me – [*Laughter*.] - It is coming from the Hon. Speaker, who happens to be Secretary General of the ruling party. It is not surprising we had the Hon. Lovemore Moyo who was the National Chairman of MDC, but at the same time he was Speaker of the House. Yes, from the other hat, we may start thinking of recalling some people *vanonozorora mbichana kumba*. They come in based on the political ticket of the party. The same on my left. People are not behaving in terms of attendance. Section 129 of the Constitution is very clear. You can be recalled to go and rest a bit. So, people must take parliamentary business very seriously.

MOTION

BUSINESS OF THE HOUSE

HON. TOGAREPI: Mr. Speaker, I move that Orders of the Day, Numbers 1 to 36 be stood over until Orders of the Day Numbers 37 and 42 have been disposed of.

HON. NYANDORO: I second.

Motion put and agreed to.

MOTION

REPORT OF THE PORTFOLIO COMMITTEE ON TRANSPORT AND INFRASTRUCTURAL DEVELOPMENT ON THE 2025 THIRD AND FOURTH QUARTER BUDGET PERFORMANCE

Thirty-Seventh Order read: Adjourned debate on motion on the Report of the Portfolio Committee on Transport and Infrastructural Development on the 2025 Third and Fourth Quarter Budget Performance Reports for the Ministry of Transport and Infrastructural Development.

THE DEPUTY MINISTER OF TRANSPORT AND INFRASTRUCTURAL DEVELOPMENT (HON. SACCO): Good afternoon Mr. Speaker Sir. I rise to respond to the Report of the Portfolio Committee on Transport and Infrastructural Development on the Third and Fourth Quarter Budget Performance Reports for 2025 for the Ministry of Transport and Infrastructural Development. Allow me to thank the Committee for submitting this report to Parliament and to the Ministry for the Third and Fourth Quarter Budget Performance Reports. The Ministry acknowledges receipt of the report and appreciates the Committee's thorough review and oversight in accordance with Section

299 of the Constitution and the Public Finance Management Act [Chapter 22:19].

The Ministry takes the Committee's findings and recommendations seriously and hereby submits its responses, numbered in line with the report as requested. Section 4 (1) of the report on the Ministry's mandate, the Ministry acknowledges the Committee's accurate restatement of our mandate to develop sustainable integrated transport infrastructure networks and services. We confirm that our Strategic Plan from 2026 to 2030 is aligned with Vision 2030 and the National Development Strategy 2. The Ministry remains fully committed to delivering on the priority areas of corporate governance, transport infrastructure development and transport safety and security.

I move on Mr. Speaker Sir, to Section 4.2, which deals with resource allocation.

4.2.1 talks about programme allocation and we note the Committee's observation that 86% of the budget was allocated to Programme 2, which is road infrastructure and transportation. This allocation was deliberate and strategic, given the poor state of the national road network and the critical role of road transport in regional integration and economic growth.

Moving to inland waters allocation, the Ministry acknowledges the Committee's concern that inland waters infrastructure received a small fraction of the total budget, continuing a pattern of underfunding. We accept that this limits opportunities for intermodal integration and climate resilience. Future budgets will consider this concern.

On 4.2.4, where there is need for balanced investment, the Ministry agrees with the Committee that roads must be complemented by other modes of transport. We accept the recommendation that fair investment across all programmes is essential for a balanced, integrated and sustainable transport network. This will be reflected in our future budget planning.

Moving on to budget allocation by economic classification, where we talk about capital spending, the Ministry confirms that 82% of the budget was allocated to the acquisition of non-financial assets, reflecting a strong focus on capital development, particularly major road construction and rehabilitation projects under Programme 2. This reflects our commitment to ensure expenditure is strictly prioritised towards key infrastructure development, minimising non-essential administrative overhead.

On capital transfers and compensation of employees, the Ministry confirms that 7% was allocated to capital transfers to State-owned enterprises to support infrastructure upgrades. We note the Committee's observations, and the Ministry will continue to monitor State-owned enterprises to ensure effective use of these transfers.On expenditure management, cumulative expenditure had 82% absorption, and the Ministry confirms that cumulative expenditure by the end of the fourth quarter stood at 7.5 billion ZiG, representing 82% of the revised annual budget. We acknowledge the Committee's tracking of overall utilisation. On road infrastructure performance, we had 91.7% absorption, and the Ministry is pleased that the Road Infrastructure and Transportation Programme achieved a 91.7% absorption rate. On inland waters underperformance, where we had 2.6% absorption, the Ministry acknowledges low absorption rates in inland waters infrastructure. We continue to engage with Treasury to improve the absorption in future periods.

Moving to human resources, the Ministry has a vacancy rate of 30%, and we continue to engage Treasury for concurrence to fund vacant posts. Interviews are being taken for the funded posts as we speak, and the engagement of contract workers is ongoing in an effort to enable sustainable service delivery. On the issues about reasons for vacancies and mitigation, the Ministry agrees with the Committee's observation that high staff turnover, unattractive conditions of service and limited funding are the major causes. We confirm that we have resorted to engaging contract workers in critical shortage areas as a short-term measure.

Moving on to performance management, the Road Accident Fund Bill, the Ministry acknowledges that the Road Accident Fund Bill was not finalised by the end of the fourth quarter. We confirm that public consultations covering all provinces were concluded by the end of the first quarter of 2026. The Bill is expected to be tabled in Parliament before the end of the year.

On ZIMTIS Integration, the Ministry acknowledges the delays in integrating the Zimbabwe Transport Information System modules with ZIMRA and PFMS. The revised target for implementation is the end of the year 2026. Once completed, this integration will reduce revenue leakage and improve service delivery.

The Harare-Beitbridge Road, the Ministry acknowledges that only 43km out of the targeted 88km was completed by the end of the fourth quarter. The shortfall was due to competing funding priorities. So far, 551km of the project have been completed and the remaining 31km will be completed before the end of the year.

Tollgate construction, the Ministry confirms progress on tollgate construction as follows: the Norton Tollgate is now 100% complete. The Juru Tollgate is 25% complete, whilst the Dema Tollgate is at 70% completion.

Moving to other sources of revenue, total revenue collected is ZiG285.7 million. The Ministry confirms this was collected from the sale of goods and services in the fourth quarter of 2025, in accordance with Section 36(1) (a) of the Public Finance Management Act [Chapter 22:19].

In compliance with audit issues, the Ministry acknowledges the qualified audit opinion for the fiscal year ending 31st December 2024. The Ministry confirms that statutory deadlines for financial reporting are now being adhered to, with management continuously monitoring the production and submission of reports as guided by the Public Finance Management Act.

I now come Madam Speaker Ma'am, to responses to the Committee recommendations which are in Section 5 of the report. The Ministry should ensure the vacant posts are filled by 31st July 2026. Furthermore, the Ministry should adopt a comprehensive gender-sensitive recruitment strategy that ensures women are equally represented at all levels. The Ministry responds that we have managed to fill 13 vacant posts from the first quarter to 31st July 2026. Four were males and nine were females. – [HON. MEMBERS: *Hear, hear.*] –

The Ministry commits to filling the eight funded vacant posts by 31st December 2026 and will adopt a comprehensive gender-sensitive recruitment strategy to ensure equal representation of women at all levels, in alignment with the Government's broader vision for inclusivity and equality. Engagements with Treasury continue for Treasury concurrence on the unfunded posts.

The Ministry should revise its budget allocation strategy by 30th September 2026 to ensure a more equitable distribution of funds across all transport sectors during the budget planning phase. The Ministry responds that we accept this recommendation and will submit a revised budget allocation strategy for 2027 that promotes a more balanced approach across road, rail, aviation and inland waters to support a fully integrated multimodal transport system.

Madam Speaker Ma'am, the Ministry of Finance, Economic Development and Investment Promotion should ensure timely and consistent disbursements throughout each financial year. We respond that we will continue to engage with the Ministry of Finance, Economic Development and Investment Promotion on this matter and will advocate for timely and consistent disbursements to allow for effective planning and project implementation.

The Ministry should expedite the finalisation of the Road Accident Fund Bill by 30th September 2026. We respond that we are actively pursuing this with the Cabinet Committee on Legislation and we expect the Bill to be tabled in Parliament by the end of the year. The Ministry should prioritise the draft National Transport Policy by 31st December 2026 and our response is that we will prioritise finalisation of the draft National Transport Policy and commit to completing this by 31st December 2026.

The Ministry should address the delays and underperformance, particularly concerning the Harare-Beitbridge Road, by 30th September 2026 and we respond that we commit to addressing the delays and underperformance on the Harare-Beitbridge Road project. We recognise its strategic importance for regional connectivity and economic integration and will take all necessary steps to accelerate progress and restore public confidence. We are engaging Treasury on a funding model that will allow the Ministry to expedite works.

In conclusion Madam Speaker Ma'am, the Ministry appreciates the Portfolio Committee's comprehensive review and constructive recommendations. We remain fully committed to delivering our mandate of developing sustainable integrated transport infrastructure networks and services. We will continue to monitor progress, provide regular updates to the Committee and take data-driven actions to improve performance. We look forward to continued collaboration in serving the people of Zimbabwe and achieving the goals of Vision 2030 and the National Development Strategy 2 which runs from 2026 to 2030. I so submit.

HON. KARIKOGA: Thank you Madam Speaker. Earlier, the Hon. Speaker, I am sure by mistake, promoted me to be a doctor and I take the recognition.

I want to thank the Hon. Minister for the very detailed response to our report and I therefore move for its adoption.

Motion that this House adopts the report of the Portfolio Committee on Defence, Home Affairs, Security Services and War Veterans Affairs on the Fourth Quarter 2323 20th August, 2026 Budget Performance Report for the Ministry of Veterans of Liberation Struggle Affairs, put and adopted.

HON. MUSHORIWA: Point of order, Madam Speaker.

THE HON. DEPUTY SPEAKER: What is your point of order?

HON. MUSHORIWA: Madam Speaker, I wanted to rise on point of order, Standing Order Number 27 (2), regarding the issue of ministers responding to committee reports. I want to uphold the Minister of Transport that they have done – [HON. MEMBERS: *Hear, hear.*] – something commendable because the Standing Order says the Minister should respond within 10 days. It must respond within 10 days. We have not been seeing ministries respond to Committee reports within the specific 10 days mandated by the Standing Order. To that end, I just thought what Hon. Sacco has done, on behalf of the Ministry of Transport, is commendable and I hope other ministries will respond. – [HON. MEMBERS: *Hear, hear.*] –

MOTION

REPORT OF THE PORTFOLIO COMMITTEE ON PUBLIC SERVICE, LABOUR AND SOCIAL WELFARE ON THE MINISTRIES OF PUBLIC SERVICE, LABOUR AND SOCIAL WELFARE AND SKILLS AUDIT DEVELOPMENT AND PUBLIC

SERVICE COMMISSION'S FIRST AND SECOND QUARTER BUDGET PERFORMANCE

Forty-First Order read: Adjourned debate on motion on the Report of the Portfolio Committee on Public Service, Labour and Social Welfare on the Ministries of Public Service, Labour and Social Welfare and Skills Audit Development and Public Service Commission's First and Second Quarter Budget Performance Reports.

Question again proposed.

THE MINISTER OF SKILLS AUDIT AND DEVELOPMENT (HON. DR. MUSWERE): Thank you Madam Speaker Ma'am. I rise to respond to the Portfolio Committee Report. In the budget overview, the Ministry was allocated a budget of 253.2 million. A significant proportion of the budget was earmarked for the acquisition of non-financial assets, largely because the Ministry had been established for the first time and required substantial investment in terms of the tools of trade and other operational aspects. At the time of the establishment, priority was given to providing tools of trade to staff who had just been recruited.

However, recruitment has continued to increase during 2026, resulting in additional requirements for tools of trade. Some of the staff members currently are sharing desktops, computers and laptops and this is being corrected. The compensation of employees' budget was aligned to the number of employees who were in post at the time the budget was prepared. The subsequent increase in staffing levels has created additional resource requirements. The Ministry was established in September 2023 with a staff complement of 12 employees.

In 2024, an approved detailed establishment was tabled for 177 posts, of which 62 officers were in post. Treasury concurrence was subsequently obtained to fill 40 additional posts with effect from 1 April 2025. Staff levels increased to 72 officers by June 2025 and 93 officers by December 2025. While the Ministry was able to fill most junior-level positions, several senior management positions remained vacant due to delays in terms of the Public Service Commission's recruitment processes.

Furthermore, the Ministry received 177 to 189 posts in February 2026. The Ministry concurrence to fill a further 30 posts and the recruitment process is currently underway. The number of officers in post has increased to 108, with notable progress in filling senior management positions, including appointments made from January 2026.

Treasury has further concurred to the filling of 15 additional posts with effect from September 2026. The progressive increase in staffing levels has placed additional pressure on the Ministry's requirements for tools of trade, office accommodation, operational resources and compensation of employees' budgets. The Ministry's establishment summary is as at August 2026. The authorised establishment is 189 and in post 108. In terms of gender, males are 53, females 55 and the vacant posts are 81.

During the first quarter of 2025, the Ministry utilised 11% of the approved budget, likely due to inadequate and delayed releases of funds by Treasury. The performance by major expenditure category was as follows; acquisition of non-financial assets 6% utilisation amounting to ZiG 6.122 million against a target of ZiG 109.82 million. The use of goods and services was 22% utilisation. The low level of expenditure during the first quarter was therefore not primarily attributable to lack of planned activities but to insufficient and delayed budget and cash releases which constrained the ministry's ability to implement planned programmes and procure essential assets.

The second quarter allocation amounted to ZiG 59 million, representing approximately 23.3 of the annual budget. Of this allocation, 69% was directed towards policy and administration and 31% was allocated towards skills audit and development. The relatively high allocation to policy and administration was largely influenced by the human resources situation prevailing at the time.

The Ministry had limited middle management capacity to drive the implementation of programmes, whereas the Public Service Commission recruitment process was also taking longer than anticipated. However, there has been significant improvement in 2026. The Public Service Commission has filled several key vacancies, including the Chief Director responsible for the Skills Audit and Development Directorate. This is expected to strengthen programme management and improve the ministry's capacity to implement its mandate.

The persistent underfunding and low utilisation of Programme 2 presents challenges in terms of the Ministry's outcomes and the Ministry will continue to engage Treasury on the need for adequate and timely budget and cash releases. Improved funding predictability is essential to enable the Ministry to implement its approved programmes within the planned financial periods and also minimise the accumulation of areas.

In terms of the arrears in fiscal transparency, the Ministry did not report arrears to service providers during the period under review. However, as of 30 June 2026, the Ministry had outstanding obligations amounting to ZiG37 million. The majority of the arrears relate to programme 2, which is Skills Audit and Development, particularly on the point of holistic allowances.

HON. MADZIVANYIKA: On a point of order! Thank you Madam Speaker Ma’am. I thought maybe it was important for the Hon. Minister to concentrate on the recommendations, to respond to the recommendations. It appears he is reading the same report that he produced for you in this House. I thank you.

THE HON. DEPUTY SPEAKER: It is in order, Hon. What is your name? I have forgotten your name.

HON. MADZIVANYIKA: Hon. Madzivanyika.

THE HON. DEPUTY SPEAKER: Hon. Madzivanyika, the Minister is in order. Hon. Minister, you may proceed.

THE MINISTER OF SKILLS AUDIT AND DEVELOPMENT (HON. DR. MUSWERE): Thank you Madam Speaker. The key issues arising from the Committee's observation and the Ministry's assessment are inadequate and erratic budget and cash releases, prior areas which are consuming resources allocated, staffing levels and delays in filling critical positions. Madam Speaker, the Ministry acknowledges the concerns raised by the Parliamentary Portfolio Committee and the principal constraint affecting the Ministry's performance remains with such challenges.

Given the fact that we are now engaging Treasury, there has been an improvement in terms of budget releases. The Ministry has made progress in strengthening its institutional capacity during 2026 and through the filling of critical vacancies and the expansion of its establishment. The Ministry will continue to engage Treasury for improved budget and cash releases, while it is also strengthening expenditure planning and prioritisation.

Going forward, timely settlement of prior-year areas, adequate funding of Programme 2, provision of tools of trade and cash releases will be critical in terms of enabling the Ministry to fully implement its mandate and improve programme performance. As a Ministry, we remain committed to skills mapping, global partnerships, upskilling, skilling and reskilling as we work towards Vision 2030. I thank you.

HON. MALINGANISO: Thank you Madam Speaker. I would like to thank the Hon. Members who enriched our report and also the Minister for especially, acknowledging that our recommendation to keep engaging Treasury has yielded results. Having said that Madam Speaker, I move that the motion be now adopted.

Motion that this House considers and adopts the Report of the Portfolio Committee on Public Service, Labour and Social Welfare on the Ministries of Public Service, Labour and Social Welfare and Skills

Audit Development and Public Service Commission's First and Second Quarterly Budget Performance Reports, put and agreed to.

THE HON. DEPUTY SPEAKER: Hon. Malinganiso, please may you approach the Chair.

Hon. Malinganiso approached the Chair.

MOTION

BUSINESS OF THE HOUSE

HON. TOGAREPI: Madam Speaker, I move that we revert to Order of the Day, Number 15.

HON. NYANDORO: I second.

Motion put and agreed to.

MOTION

REPORT OF THE PORTFOLIO COMMITTEE ON FOREIGN AFFAIRS AND INTERNATIONAL TRADE ON THE 2025 FOURTH QUARTER BUDGET PERFORMANCE REPORT FOR THE MINISTRY OF FOREIGN AFFAIRS AND INTERNATIONAL TRADE

HON. SHAMU: Madam Speaker, I move the motion standing in my name that this House considers and adopts the Report of the

Portfolio Committee on Foreign Affairs and International Trade on the 2025 Fourth Quarter Budget Performance Report for the Ministry of Foreign affairs and International Trade.

HON. L. NCUBE: I second.

HON. SHAMU:

INTRODUCTION: Madam Speaker, pursuant to Standing Order No. 21, the Portfolio Committee on Foreign Affairs and International Trade analysed the Ministry of Foreign Affairs and International Trade's budget performance for the Fourth Quarter of 2025. The assessment focused on the Ministry's progress in realising the strategic objectives outlined in its Institutional Strategic Plan, the chief objective being to identify strengths, challenges and areas for improvement with a view to proffer palatable recommendations to enhance the Ministry's capacity to discharge its mandate in fostering international relations, promoting trade and advancing national interests on the global stage.

METHODOLOGY

The Portfolio Committee on Foreign Affairs and International Trade (hereinafter referred to as "the Committee") thoroughly examined the Fourth Quarter Budget Performance Report for the year 2025, submitted by the Ministry of Foreign Affairs and International Trade. The analysis was conducted with the valuable technical assistance of the Parliament Budget Office. The Committee held oral evidence sessions with the Permanent Secretary for the Ministry and solicited written submissions to clarify specific areas of concern. These engagements provided essential insights that informed the Committee's deliberations, findings and recommendations.

COMMITTEE FINDINGS

Resource Allocation, Disbursements and the overall impact on the Ministry budget Performance ***Overview of the Annual Voted Funds***

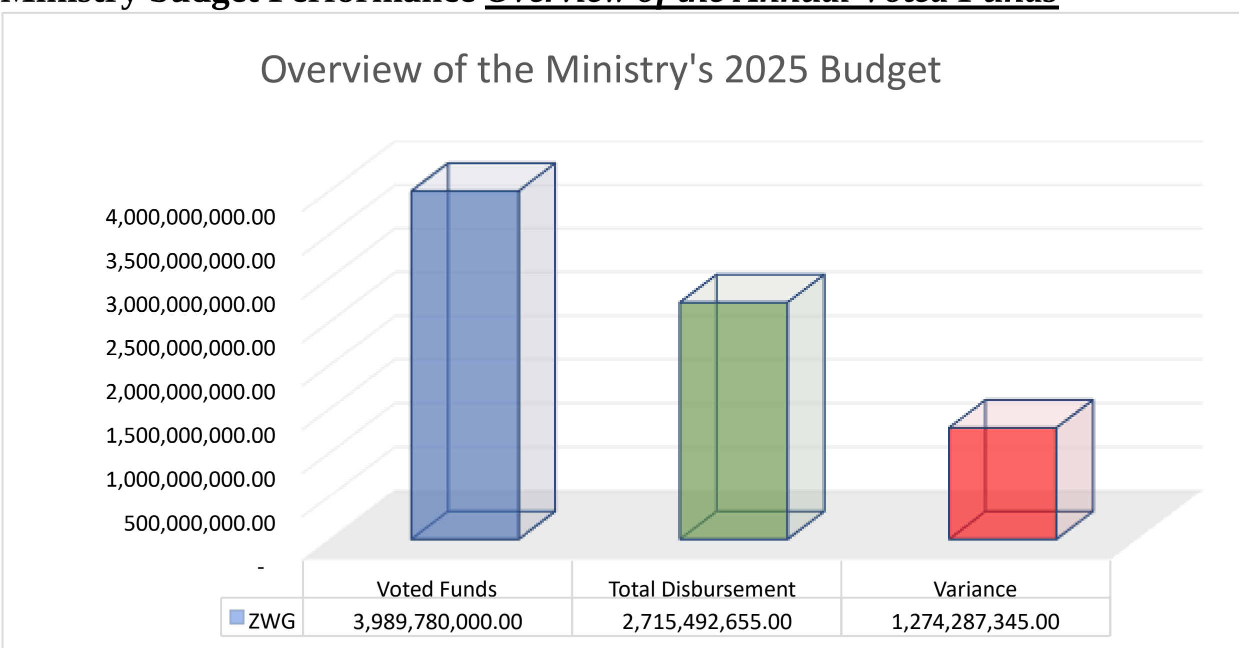


Figure 1

Figure 1 provides a graphical overview of the voted funds, disbursements and variance for the year 2025. The Ministry of Foreign Affairs and International Trade (Vote 12) was allocated **ZiG3 989 780 000** in the 2025 Appropriation Act. Of this allocation, **ZiG2 715 492 655** was disbursed, resulting in a disbursement rate of **68. 07%.** The variance between the voted funds and actual disbursements was **ZiG1 274 287 345** indicating a 31. 93% shortfall. Ideally, Treasury should have disbursed over 90% of the voted funds to enable the Ministry to fulfil its mandate, which includes but not limited to foreign policy implementation, image building, consular services and promotion of international trade and investment.

Disbursements, 1st to 3rd Quarters and 4th Quarter

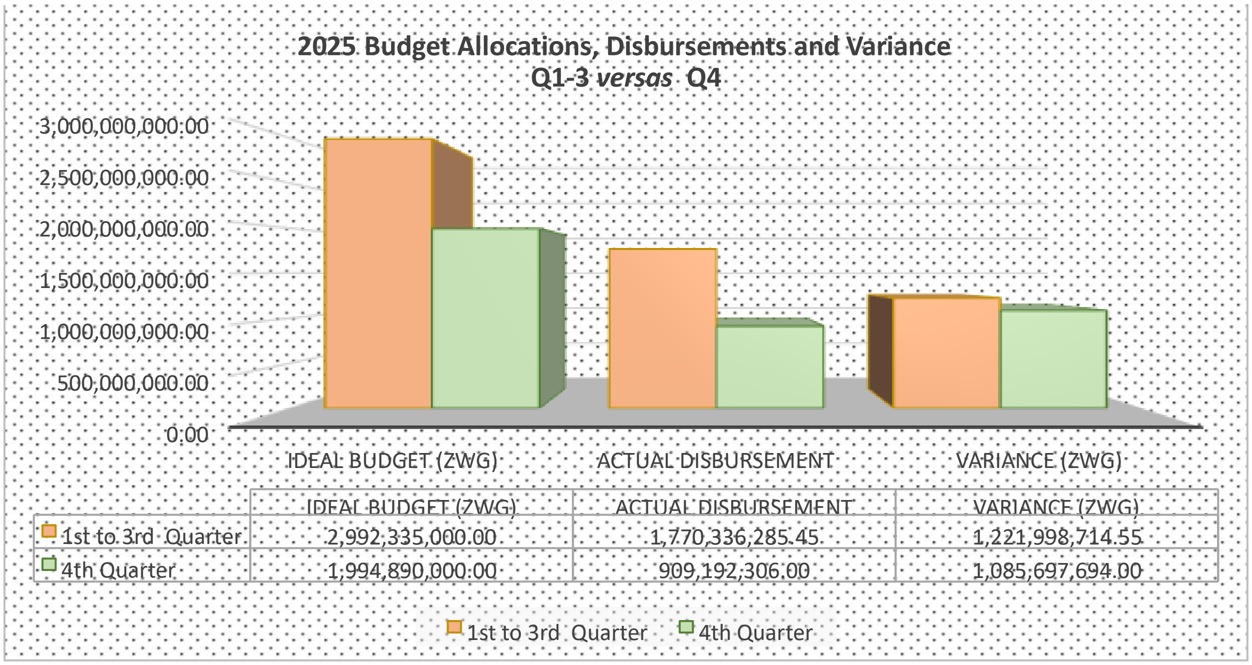


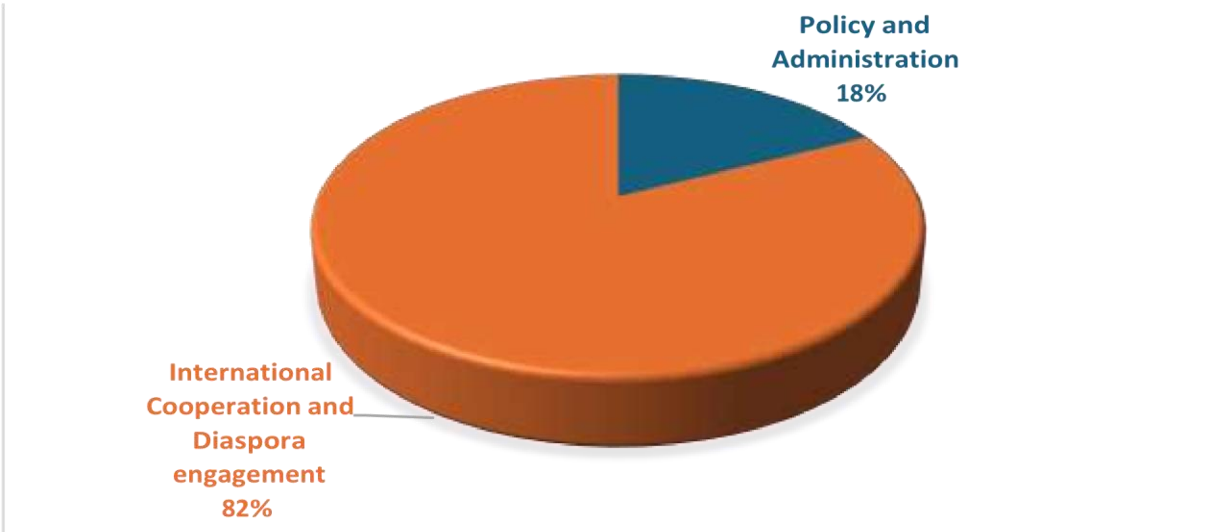
Figure 2

Treasury disbursed ZiG2 715 492 655 to the Ministry in 2025. Fig. 2 highlights that during the first three quarters of the year, Treasury’s payments cumulatively amounted to ZiG1770 336 285, which constitutes approximately 65% of the annual disbursement. The remaining balance of ZiG909 192 306 was disbursed during the fourth quarter representing roughly 35% of the annual payments indicating a significant uptick relative to the preceding quarters. The distribution pattern suggests a front-loaded disbursement strategy in the first three quarters to facilitate ongoing renovation/construction projects at missions, subscriptions to international organisations especially the United Nations (UN) wherein Zimbabwe was campaigning for the non-permanent seat in the Security Council and operational commitments. While the substantial increase in the final quarter reflected, a strategic acceleration of disbursements to meet annual targets set forth in the Ministry’s Strategic Plan, as indicated in the following paragraphs.

Resource Allocation

The Ministry had **ZiG 909 192 3036** to expend during the fourth quarter, which was disaggregated between its two main programmes, namely Policy and Administration (ZiG50 510 684) and International Cooperation and Diaspora Engagement (ZiG858 681 622) as shown in figure 3 below.

Figure 3: Fourth Quarter Resource Allocation by Programme, 2025



The allocation predominantly prioritised the International Cooperation and Diaspora Engagement Programme as it constitutes the primary expenditure driver, accounting for approximately 80% of the Ministry's annual budget in United States Dollars. This substantial allocation reflects the programme's critical role in advancing the country's foreign policy objectives, fostering diaspora engagement, enhancing national image and supporting the construction and renovation of 52 diplomatic missions. Additionally, it encompasses the Ministry's overall contributions to international organisations.

IMPACT OF DISBURSED FINANCIAL RESOURCES ON THE MINISTRY'S PROJECTS/ PROGRAMMES

Missions

Capital Projects

During the fourth quarter, the Ministry set forth objectives to conclude the construction of a Chancery, an Official Residence and six Staff apartments in Abuja; to undertake renovations of the Ambassadors' Official Residences in London, United Kingdom and Berlin, Germany; and to refurbish two staff houses in Pretoria, South Africa, with a target completion date of December 2025. The Committee was pleased to observe that the Ministry completed three missions by the end of the year and reaffirmed its commitment to wind down the remaining works in Abuja by May 2026. Additionally, the Committee noted with satisfaction that renovations at the Ambassador's Official Residence in Berlin were approximately 90% complete by year-end, with only kitchen flooring and plumbing remaining.

Furthermore, the Ministry completed the installation of the heating system and water reticulation for the Chancery in Geneva. Table 1 below provides an overview of the status of construction and renovation activities as at 31st December 2025.

Mission	**Description of property**	**Targeted Completion date**	**Status**	**Cost (USD)**
Abuja	Chancery and Six staff apartments	December 2025	75% complete (To be completed by May 2026)	3 762 462.29
Abuja	Official Residence	December 2025	75% complete (To be completed in May 2026)	2 019 400.49
London	Official Residence	December 2025	85% complete (To be completed in April 2026)	1 700 000.00
Pretoria	2 x staff houses	December 2025	Completed December 2025	300 000.00
Berlin	Official Residence	December 2025	90% compete. Kitchens, floors and plumbing work still outstanding (To be completed in March 2026)	1 200 000.00

Table 1.

Vehicle Fleets

At the outset of the year, the Ministry of Finance, Economic Development and Investment Promotion committed to disburse USD100 million each month to the Ministry of Foreign Affairs and International Trade for the procurement of mission vehicles. The Ministry in turn, established a target to acquire twenty (20) vehicles in 2025, with a planned acquisition of five (5) vehicles per quarter. The vehicles comprised of both representational and operational types. However, due to insufficient funding from the Treasury, the Ministry was only able to purchase six (6) vehicles and a motorcycle during the fourth quarter. The detailed breakdown of the targeted vehicle acquisitions for 2025 is summarised in Table 2 below.

Mission	**Description**	**Status**
Beira	Utility	Purchased
Berlin	Utility	Purchased
Dakar	Utility	Purchased
Dar es Salaam	Representational	Purchased
Islamabad	Motor cycle	Purchased
Lusaka	Utility	Purchased
Tehran	Utility	Purchased
Abuja	Utility	Outstanding
Addis Ababa	Utility	Outstanding
Algiers	Utility	Outstanding
Dubai	Utility	Outstanding
Hong Kong	Utility	Outstanding
Juba	Utility	Outstanding
Khartoum	Utility	Outstanding

Kuwait	Utility	Outstanding
Luanda	Utility	Outstanding
Lusaka	Utility	Outstanding
Maputo	Utility	Outstanding
New Delhi	Utility	Outstanding
Rome	Utility	Outstanding
Tokyo	Utility	outstanding

Table 2

The Committee commended Treasury for allocating funds towards the procurement of vehicles for diplomatic missions, acknowledging that although the resources remain limited, this initiative demonstrates a genuine commitment to enhancing the nation's image. Diplomatic embassies serve as vital representatives of Zimbabwe's identity and prestige, acting as microcosms of the country's broader diplomatic and cultural footprint. Ideally, equipping all missions with a complete fleet of vehicles would enable Zimbabwean ambassadors to effectively promote the country's brand and reputation effortlessly, often without the need for extensive verbal communication. In diplomacy, first impressions are crucial as they can significantly influence perceptions and foster goodwill. Consequently, the Committee urges Treasury to sustain and build upon the positive momentum established in 2025, emphasizing the importance of continued investment in diplomatic infrastructure to bolster Zimbabwe’s international standing.

Head Office

The Committee commended the Ministry for the successful completion of renovation projects at the Head Office in Harare, which have been on the cards since 2023. As of 31st December 2025, the Ministry completed renovations of five offices, the Minister’s boardroom, and a diplomatic lounge. Such infrastructure is vital as it enhances institutional image and elevates the hospitality standards necessary for fostering international relations.

International Subscriptions

The Ministry targeted to pay international subscriptions to three organisations during the fourth quarter, namely, the Organisation of African Caribbean and Pacific States (OACPS), South Centre 2017-2025 Subscriptions and International Energy Forum 2024 and 2025 Subscriptions to the tune of $297 291. The Ministry only managed to subscribe $69 582 to the Organisation of African, Caribbean and Pacific States (OACPS). Consequently, as at 31 December 2025, Zimbabwe owed the South Centre $180 000 and the International Energy Forum $47 710 in subscriptions. It is of paramount interest to recognise the significant implications of unpaid subscriptions within the ecosystem of transnational organisations as non-payment results in suspension of certain privileges. Sometimes member states with unpaid dues attend meetings solely to satisfy quorum requirements as their rights to speak are revoked. Therefore, timely subscriptions are instrumental in ensuring the nation's continued active participation in global governance processes.

Consular Services

The Ministry of Foreign Affairs and International Trade, through its missions, provided 345 812 consular services, surpassing the target of 310 000 by 11. 5%. These services fostered trust and goodwill between citizens and their home country. Additionally, the Committee noted with satisfaction that to enhance access to consular services, the Ministry, in collaboration with the Ministry of Home Affairs and Cultural Heritage, established E-Consular systems at missions from 2024. Consequently, receipts from consular services in the fourth quarter, particularly from E-Passports, amounted to ZAR30 966 900. The Committee reaffirmed its commendation to the Ministry for expanding the E-Consular system to London, Cape Town, Gaborone, Zambia and Washington, and for its commitment to operationalise the system in all five jurisdictions by 30 September 2026.

Diaspora Remittances

The Ministry fostered a conducive environment for the Diaspora community's participation in the country's economic development through regular engagements and interactions conducted by Missions, political leadership and Diaspora Conferences held across the country's ten provinces annually. The Committee commended the Ministry's effective diaspora engagement strategies which resulted in a significant increase in remittances, reaching USD2. 45 billion in 2025, a 14% rise from the previous year, along with an estimated USD650 million collected in the fourth quarter alone. This upward trend in remittance flows underscored the pivotal role of the diaspora as a vital source of foreign exchange, directly contributing to the enhancement of the nation’s foreign reserves and overall economic stability.

<u>Zimbabwe Foreign Services Institute (ZFSI)</u>

The Zimbabwe Foreign Services Institute (ZFSI) faced significant financial constraints that impeded the full realisation of its operational objectives, as reported by the Committee in the 2025 First, Second and Third Quarter Budget Performance report presented to Parliament. However, during the fourth quarter of 2025, the Committee observed some improvements in the institution's condition despite the ongoing financial challenges. As an institution established with a specific mandate to support the Ministry and the Government through capacity building and research, ZFSI developed its Strategic Plan and was in the process of conducting a training needs analysis to inform the development of a prospectus (curriculum) that would guide the human capital and physical infrastructure requirements. The Ministry had planned to engage an expert to develop a master plan for ZFSI which would facilitate the construction of offices, lecture rooms and student accommodation. The estimated cost of the master plan was USD150 000.

The Committee noted with satisfaction that, through the efforts of the Secretary for Foreign Affairs and International Trade, ZFSI possessed eight (8) vehicles, including three (3) purchased through the Ministry and five (5) allocated from ZIMRA. The Institute also succeeded in employing two additional staff members from the seven reported during the third quarter, bringing its total staffing to nine (9) out of a total of thirty-seven (37) employees.

Progress in implementing the 2024 Auditor General's Recommendations

Outstanding Salary Advance Balance of USD1 846 624.82

The Committee commended the Ministry for making substantial progress in the recovery of the outstanding salary advance balance. As of 31st December 2025, the outstanding advances amounted to USD888 962. 56, representing a 52% reduction from the third quarter's figure of USD1 846 624.82. The Ministry had initiated the process of garnishing salaries to facilitate the recovery of the full amount by 31st December 2026.

4.0 RECOMMENDATIONS

The Committee recommends:

That the Ministry of Foreign Affairs and International Trade should operationalise E-consular systems in London, Cape Town, Gaborone, Zambia and Washington by 30th September 2026.

To improve operational efficiency and capacity at the Zimbabwe Foreign Services Institute and ZimTrade, the Ministry of Finance, Economic Development and Investment Promotion should timeously disburse the budgeted grants for the two institutions by 31st December 2026.

The Ministry of Foreign Affairs and International Trade should urgently purchase utility and operational vehicles for the embassies in Russia and Iran by 30th November 2026.

CONCLUSION

The Ministry demonstrated effective project execution, notably in completing diplomatic missions and renovating key infrastructure, thereby bolstering Zimbabwe’s diplomatic footprint. The significant increase in diaspora remittances and the expansion of consular services exemplify the Ministry’s commitment to fostering international relations and citizen engagement. To sustain and accelerate progress, timely disbursement of funds and the full operationalisation of E-Consular services are key in ensuring that Zimbabwe’s foreign policy aspirations are translated into tangible outcomes on the global stage. However, the persistent shortfall in resource disbursement and unpaid international subscriptions highlight systemic challenges that impeded the realisation of strategic objectives.

HON. L. NCUBE: Thank you Madam Speaker. I rise to second the motion concerning the 2025 Quarter Budget Performance Report of the Ministry of Foreign Affairs and International Trade and I wish to emphasise five critical issues that warrant this House's attention and consideration.

Resource disbursement and financial shortfalls remain a significant concern. The Ministry was allocated ZiG3 989 780 but received only ZiG2 154 492, representing a disbursement rate of approximately 68%.

This shortfall of nearly 32% hampers the Ministry's capacity to fully execute its mandate, including foreign policy implementation, international image-building and trade promotion. The uneven disbursement pattern with a front-loaded strategy underscores systemic funding challenges that need urgent resolution to ensure consistent operational effectiveness.

Incomplete and delayed infrastructure projects and diplomatic missions continue to pose operational and diplomatic risks. While notable progress was achieved, such as the completion of renovations at several missions and ongoing works in Abuja and Berlin, remaining projects, including the Abuja Chancery and staff accommodation are behind schedule. These infrastructural deficits undermine Zimbabwe's diplomatic structure and operational readiness abroad, necessitating accelerated funding to meet targeted deadlines.

Limited procurement of diplomatic vehicles has constrained the Ministry's ability to effectively represent Zimbabwe internationally. Despite a target of 20 vehicles, only six were procured due to funding limitations. This deficiency affects the mobility, security and image of

Zimbabwe's diplomatic missions which, in diplomacy as we know, hinges significantly on first impressions and operational capacity.

I, therefore, propose that this House must advocate for sustained investment in diplomatic infrastructure, including vehicle fleets to improve international engagement.

Unpaid international subscriptions threaten Zimbabwe's active participation in global governance. The ministry paid only a fraction of its subscriptions to key organisations like the South Centre and the International Energy Forum, resulting in potential suspension of the privileges and reduced influence in international decision-making. Timely payments are essential to maintain diplomatic credibility and ensure Zimbabwe's full engagement in multilateral platforms.

Lastly, operational constraints at the Zimbabwe Foreign Services Institute, ZFSI, highlight the need for enhanced capacity building. Despite some progress, the Institute faces financial and infrastructural challenges that impede its mandate to support diplomatic training and research. Strengthening ZFSI through timely funding and strategic planning is vital to capacity development in our diplomatic corps and essential to advancing our foreign policy objectives.

In conclusion, these issues are resource disbursement infrastructure development, operational capacity, international engagement and lastly, institutional strengthening. These are interconnected and critical for elevating Zimbabwe's diplomatic and trade pursuits. I urge the House to support the recommendations aimed at addressing these systemic challenges, ensuring that our foreign service is adequately resourced, operationally capable and globally influential. I so submit.

HON. SHAMU: I move that the debate do now adjourn.

HON. NYANDORO: I second.

Motion put and agreed to.

Debate to resume: Wednesday, 2nd September, 2026.

MOTION

REPORT OF THE PORTFOLIO COMMITTEE ON PUBLIC SERVICE, LABOUR AND SOCIAL WELFARE ON THE MINISTRIES OF PUBLIC SERVICE, LABOUR AND SOCIAL

WELFARE AND SKILLS AUDIT AND DEVELOPMENT'S THIRD AND FOURTH QUARTER BUDGET PERFORMANCE REPORTS

HON. MALINGANISO: I move the motion standing in my name that this House considers and adopts the Report of the Portfolio Committee on Public Service, Labour and Social Welfare on the Ministries of Public Service, Labour and Social Welfare and Skills Audit and Development's 2025 Third and Fourth Quarter Budget Performance Reports.

HON. CHIDUWA: I second.

HON. MALINGANISO: Thank you Madam Speaker Ma'am.

INTRODUCTION

This report presents a consolidated and analytical summary of the Portfolio Committee on Public Service, Labour and Social Welfare's review of the 2025 Third and Fourth Quarter Budget Performance reports for the Ministries of Public Service, Labour and Social Welfare and the Skills Audit and Development. The quarterly budget performance reports are an important accountability instrument under the Public Finance Management framework. They enable Parliament to assess whether appropriated resources were utilised in line with approved priorities, whether service delivery outputs were achieved and whether financial management weaknesses require corrective action before they become entrenched.

Objectives

To assess the extent to which the ministries implemented their third and fourth quarter budget performance targets and whether reported outputs were aligned to national development priorities.

To evaluate resource utilisation against quarterly targets and annual allocations by programme and by economic classification.

To make recommendations for strengthening budget execution, reporting credibility, internal controls and oversight follow-up.

Methodology

The Committee analysed the Third and Fourth Quarter Budget Performance reports for the two ministries with the assistance of the Parliamentary Budget Office. The Committee also sought clarification from the two ministries on the reports submitted. The review focused on strategic planning, resource allocation, expenditure management, arrears, performance management, revenue, public integrity management and audit issues.

Committee Findings: Ministry of Public Service, Labour and Social Welfare

Strategic Planning and Resource Allocation

The Ministry reported 1 338 approved posts, of which 220 were vacant, representing a vacancy rate of 16.44%. The Committee was informed by the Ministry that failure to recruit was due to Circular No. 10 of 2025 on expenditure containment measures and recruitment controls. The Ministry explained that these vacancies were increasing the workload of officers in post and weaken decentralised service delivery.

Third Quarter Performance - Ministry of Public Service, Labour and Social Welfare

The Ministry's budget for 2025 was ZiG11.759 billion. The Third Quarter's Programme 1 recorded an absorption rate of 25%, which is (ZiG2.940 billion), due to low and late releases of allocated funds. The third quarter's achievements were reported as follows: 136 623 career guidance counselling sessions against an annual target of 500 000; 84 private employment agencies against a target of 165; the Employment Policy remaining at 10% completion and 100% inspection of 106 residential child care facilities inspected. Development partner support was higher in third quarter than in the fourth quarter. The Development Partner support was USD181 657.04 in the fourth quarter, compared to USD2 224 685.14 in the previous quarter. This reduction was caused by the withdrawal of financial support by most donors. The Ministry informed the Committee that this sharp decline will affect complementary financing for social protection and labour-related interventions, especially where Treasury cash releases remained constrained.

Fourth Quarter Expenditure by Programme

The Ministry's Fourth Quarter expenditure showed a sharp divergence across programmes. Policy and Administration utilised ZiG62.174 million against a target of ZiG194.385 million, while Labour Administration utilised ZiG70.723 million against a target of ZiG231.478 million. The two programmes therefore, recorded low absorption rates of 31.96% and 30.74% respectively. Social Welfare Programme by contrast, utilised ZiG2.839 billion against a target of ZiG1.975 billion, translating to an absorption rate of 143.75%. Overall, fourth quarter expenditure was ZiG2.972 billion against a target of ZiG2.400 billion, which translates to 123.83%. The over-expenditure under Social Welfare indicates prioritisation of critical social protection obligations. The Ministry explained that Treasury released the bulk of the budget during the third and fourth quarters of the 2025 financial year. This was attributed to continuous collaboration with Treasury and key stakeholders. However, the Ministry explained that the releases lacked the requisite cash support to execute planned operations efficiently. Furthermore, although there was a marked increase in funding the fourth quarter, the overall disbursement remained relative low to the ideal annual expenditure targets for that period.

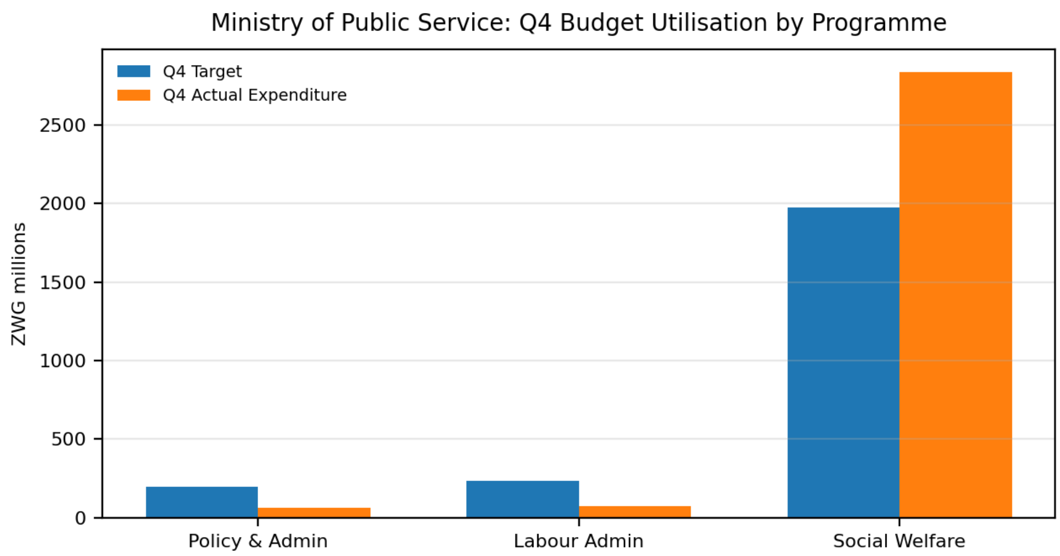


Figure 1: Public Service, Labour and Social Welfare Q4 budget utilisation by programme. Source: 2025 Q4 Ministry Budget Performance Report.

Fourth Quarter Expenditure by Economic Classification

Compensation of Employees exceeded the fourth quarter target by 78.26%, with actual expenditure of ZiG123.156 million against a target of ZiG68.957 million. Use of Goods and Services performed poorly at 32.64%, leaving a significant unspent balance. Social benefits dominated expenditure, utilising ZiG2.620 billion against a target of ZiG1.876 billion, representing 139.66% absorption.

Cumulative Performance and Service Delivery

Despite high fourth quarter expenditure, cumulative resource utilisation remained low. Policy and Administration utilised approximately ZiG180.3 million out of ZiG814.2 million, or 22%.

Labour Administration utilised ZiG169.4 million out of ZiG952.0 million or 18%. Social Welfare utilised ZiG4.797 billion out of ZiG9.993 billion or 48%. Aggregate expenditure across the Ministry was approximately 40% of the total 2025 budget.

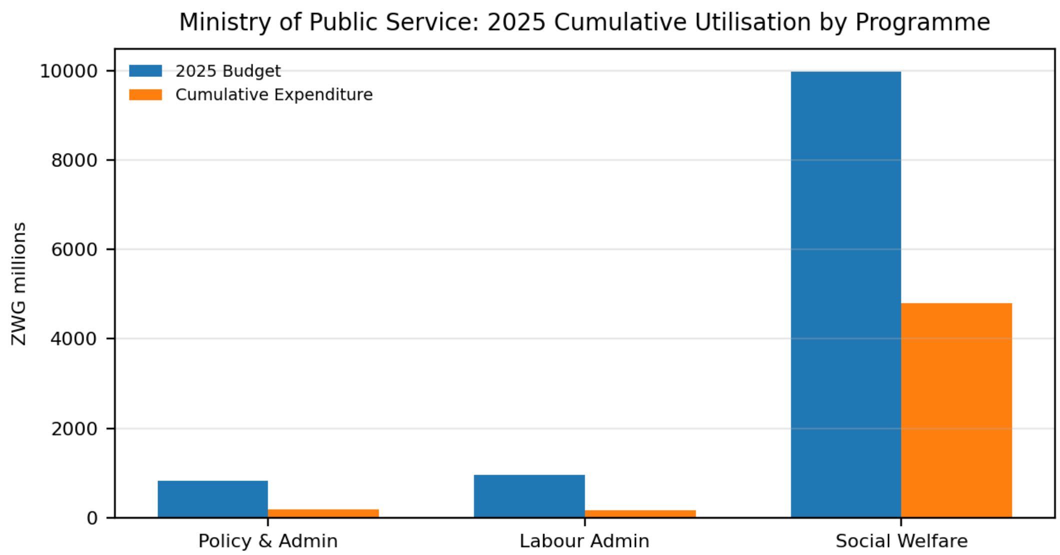


Figure 2: Public Service, Labour and Social Welfare cumulative utilisation by programme. Source: 2025 Q4 Ministry Budget Performance Report.

The low annual absorption had significant implications. Under-expenditure in Labour Administration weakened labour inspections, dispute resolution, labour market information systems and employment promotion. Under-expenditure in Social Welfare translated into reduced beneficiary coverage, delayed support and accumulated obligations to service providers, even where fourth quarter spending appears high.

The Ministry exceeded targets for children reached with care and protection services, persons with disabilities supported with rights-based services and survivors of drug and substance abuse rehabilitated. However, it underperformed on vulnerable persons supported with cash transfers, compliant Private Voluntary Organisations monitored, children assisted with school fees and education-related support, career guidance counselling and registration of private employment agencies. The Committee was informed that the Employment Policy remained at 10% completion and the Formalisation Strategy at 20%, the same levels reported in the previous quarter. This was attributed to non-release of funds.

Revenue

Fourth quarter revenue amounted to ZiG553 826.34 against a target of ZiG87 072.26. Cumulative revenue for 2025 was ZiG1 030 945.29. Most revenue came from miscellaneous revenue. Development partner funding in the fourth quarter amounted to USD181 657.04, lower than the third quarter reference of USD2 224 685.14. This was attributed to the withdrawal of funding by some development partners.

Audit Issues

The Ministry's 2024 appropriation account received a qualified audit opinion. Outstanding issues included unsupported expenditure, low budget utilisation and arrears, absence of a Disaster Recovery Plan, advances from funds without Treasury approval, non-submission of returns, non-disclosure of a Nostro Sub-Exchequer Account, BEAM and cash transfer payments processed outside PFMS using unsecured spreadsheets, outdated asset registers and inadequate documentation for donations and boards of inquiry. The Ministry reported progress as follows:

The variances relating to the Sub-Paymaster General's Account had been resolved through reconciliation with the Salary Service Bureau and also Employment costs had been reconciled with the Salary Service Bureau.

The Financial Returns that had been omitted were subsequently submitted and work on the Disaster Recovery Plan was at an advanced stage, awaiting approval only.

The audit also noted weaknesses in vacation leave management and the signing of paysheets. The Ministry reported that they developed a vacation leave plan to ensure employees take their annual leave. However, the issue of unsigned paysheets remains outstanding and requires stronger enforcement of internal controls.

Audit findings relating to the Basic Education Assistance Module (BEAM), Harmonised Social Cash Transfer (HSCT), and Programme Standard Operating Procedures indicated weaknesses in programme administration and financial controls. The Ministry reported progress in developing an electronic payment package for BEAM. The Ministry started gathering input from relevant stakeholders on the review of the BEAM Standard Operating Procedures.

Committee Observations

The Committee noted that low and erratic Treasury cash releases emerged as the dominant constraint affecting both the Third and Fourth Quarter Budget Performance.

Misalignment between approved budgets, quarterly targets and actual cash flow undermines planning, disrupts service delivery and increases the likelihood of arrears accumulation.

Underfunding of social protection programmes affected orphans, persons with disabilities, the elderly and food-insecure households. The Committee observed that predictable disbursements are critical for Social Benefits execution. The persistent pattern of low disbursement to social benefits undermines the Ministry's ability to meet statutory and policy obligations in social protection, potentially shifting costs to future quarters and increasing the risk of arrears.

The Committee is concerned over the Ministry's qualified audit opinion arising from unresolved open items in the Public Finance Management System (PFMS), outstanding disallowances and unrecovered advances from public funds.

COMMITTEE'S RECOMMENDATIONS

The Committee, therefore recommends:

Treasury and the relevant line Ministry should agree on predictable cash release frameworks for critical social protection programmes at the beginning of each quarter.

The Ministry of Public Service, Labour and Social Welfare should prioritise payments of Social Benefits, BEAM and cash transfers and provide regular, consolidated performance and arrears reports.

The Ministry of Public Service, Labour and Social Welfare and the Ministry of Finance, Economic Development and Investment Promotion must always treat disability issues as human rights issues rather than as matters of social protection.

The Ministry of Public Service, Labour and Social Welfare should complete the Employment Policy and the compliance strategy and come up with timeframes of inspections with the Ministry of Finance, Economic Development and Investment Promotion to financing the inspections by December 2026.

Outstanding audit findings must be addressed through time-bound remedial action plans to restore financial management credibility and make certain issues of that nature.

The Accounting Officer and all Ministry officials must strictly adhere to the provisions and procedures governing the PFMS in order to safeguard public resources and must ensure that similar financial management deficiencies do not recur.

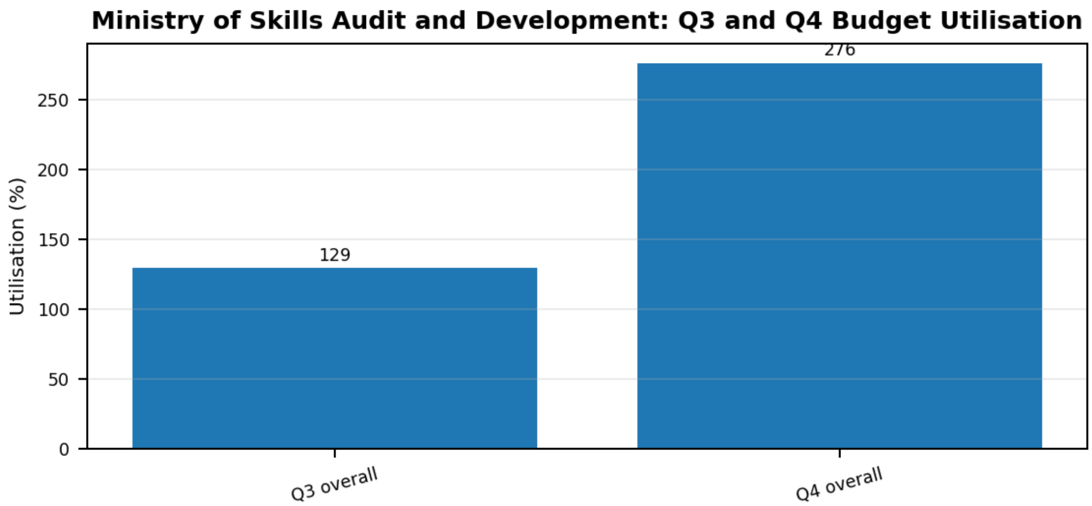
Committee Findings: Ministry of Skills Audit and Development

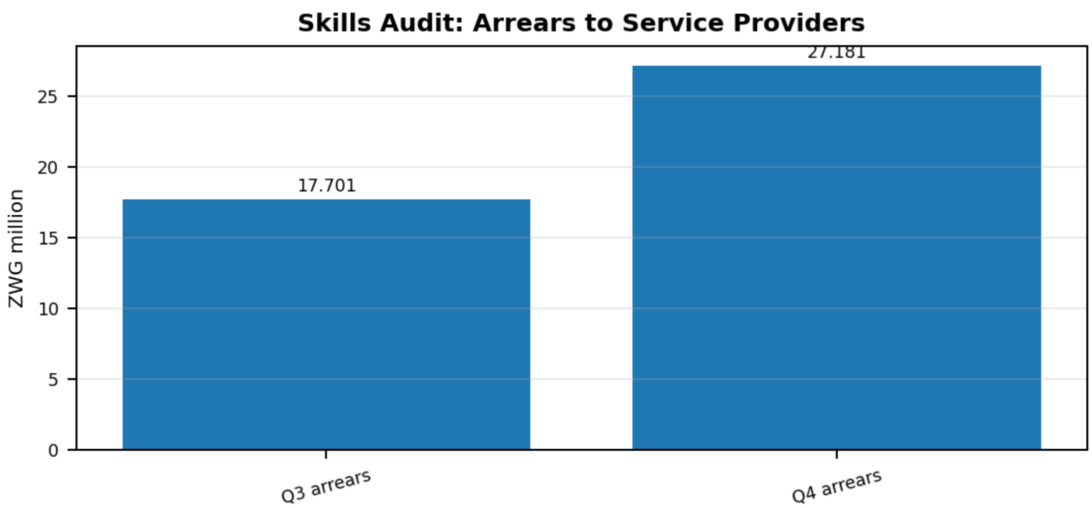
Third Quarter Budget Performance

The Ministry's 2025 budget was ZiG253.175 million. The third quarter position reflected an overall budget utilisation rate of 129% across programmes. This indicates that expenditure had already exceeded the estimated quarterly target before the sharp spending increase observed in fourth quarter.

Resource Allocation Across Programmes – Ministry of Skills Audit and Development (2025 Third Quarter)

Programme 1: Policy and Administration received the larger share of resources, amounting to 57% of the Ministry's total budget, while Programme 2: Skills Audit and Development received 43%. This translates to approximately ZiG144.96 million for Programme 1 and ZiG107.22 million for Programme 2. Arrears to service providers stood at ZiG17.701 million in third quarter and by the end of fourth quarter, these arrears had increased to ZiG27.181 million, representing a 54% increase.





The vacancy rate improved from third quarter to fourth quarter, but the pace of improvement was insufficient to remove implementation risks. The Ministry continued to report the absence of senior management personnel and delays in resources as reasons for missed targets, particularly in the assessment of apprenticeships and graduate trainee programmes and in stakeholder engagements.

Fourth Quarter and Cumulative Expenditure by programme

The Ministry submitted its fourth quarter report within the PFMA timeframe. It also provided a stakeholder analysis covering senior management, officers, ancillary staff, industry, ministries and departments, vocational training centres, labour organisations, persons with disabilities, women, girls, men, boys and school dropouts. This is commendable and should inform future programme design and resource prioritisation.

The Ministry reported 177 approved posts, with 84 vacancies, representing a vacancy rate of 48%. Although this was an improvement from 96 vacancies reported in the previous quarter, the vacancy rate remains high and affects policy implementation, programme coordination and service delivery at national and sub-national levels. Staff in post comprised 45 males and 48 females.

In the fourth quarter, the allocation was heavily skewed towards use of goods and services at 73%, with compensation of employees at

27% and no allocation for Acquisition of Non-Financial Assets. In the fourth quarter, both programmes exceeded their quarterly expenditure targets. Policy and Administration spent ZiG27.269 million against a target of ZiG7.253 million, representing 376% utilisation because the previous quarters were underfunded. Skills Audit and Development spent ZiG19.973 million against a target of ZiG9.885 million, representing 202% utilisation. Total utilisation across the Ministry was 276% of the fourth quarter target, compared to 129% in the previous quarter.

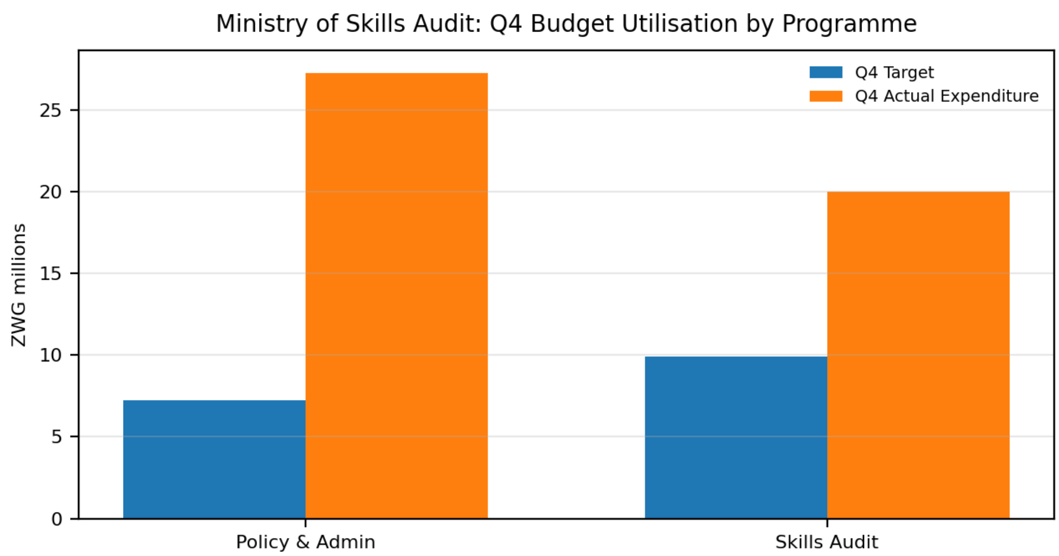


Figure 3: Skills Audit and Development Q4 budget utilisation by programme. Source: 2025 Q4 Ministry Budget Performance Report.

Despite high fourth quarter spending, annual absorption remained low to moderate. Policy and Administration utilised ZiG67.558 million against a budget of ZiG144.955 million or 47 percent. Skills Audit and Development utilised ZiG60.424 million against a budget of ZiG108.220 million or 56%.

Economic Classification, Arrears and Performance Management

Use of Goods and Services exceeded the fourth quarter target by 134%. Acquisition of Non-Financial Assets recorded expenditure of ZiG11.710 million. Cumulatively, Compensation of Employees utilised 89% of its annual budget, Use of Goods and Services utilised 68% and Acquisition of Non-Financial Assets utilised only 31 percent.

Low cumulative capital utilisation due low releases is inconsistent with a Ministry whose mandate requires systems, equipment and institutional capacity to support skills audits, data systems and programme delivery.

Arrears to suppliers increased from ZiG17.701 million in the previous quarter to ZiG27.181 million as at 31st December 2025, representing a 54% increase.

Performance achievements

Programme 1	Target	Achievement	Exceeded Target

Submission of Procurement Plan	1	1	
Policy Frameworks Drafted	4	9	5
Posts Filled	40	36	-4
Development of Policies	4	5	1
Gender and Wellness Programmes conducted	9	9	
Programme 2			
Sectoral Skills	5	1	-4
Skills Awareness Programmes	5	10	5

The Ministry informed the Committee that due to inadequate funding, key outputs fell below target and some recorded no progress, including the diaspora skills database, harmonisation of technical and vocational programmes, certification of informal skills and apprenticeship or graduate trainee assessments. The Ministry reported that only an agricultural sectoral skills audit was conducted during the year. The Committee noted that this limits identification of skills gaps in other sectors and weakens the ability to align skills planning with industry needs.

Update on the implementation of Audit Recommendations

The Ministry of Skills Audit and Development received audit issues on payment of arrears, open items, budget utilisation, risk management and assessment and computerised asset register. The Ministry reported progress as follows:

The Ministry reported that it had arrears amounting to ZiG3 460 687 with some invoices dating back to May 2024. As at 8th April 2025, the arrears were reduced to ZiG1 125 366. The Ministry cleared the 2024 arrears and accumulated new arrears in 2025.

The Ministry cleared most cash book items except for one transaction amounting to ZiG19 655 557.08 related to Paza Buster. The Committee was informed that the issue was being resolved in collaboration with the Accountant General.

On the issue of Risk Management and Assessment issue, the Ministry reported that a risk implementation plan and a risk management policy was in place but no formal risk assessments were done. The Ministry explained that plans were in place to train risk champions and then come up with risk registers.

The last audit issue was on Computerised Asset Register where the Ministry captured assets manually instead of capturing in the Public Finance Management System (PFMS). The Ministry reported that new assets were being automatically captured in the system. However, the Ministry said it sought assistance from PFMS staff to capture donated assets in the SAP system but the issue remained unresolved due to lack of support. As a result, donated assets continue to be recorded manually.

Committee Observations

The Committee noted the Ministry's effort to achieve gender equality.

The Committee noted that vacancies (54) constrained implementation in the Ministry of Skills Audit and Development where Ministry continued to report the absence of senior management and technical personnel.

The Committee observed the Ministry of Skills Audit and Development's effort to achieve gender equality of 45 males and 48 females as staff complement.

Recommendation

Treasury and the Ministry of Skills Audit and Development must agree on predictable quarterly cash release schedules for skills development programmes before the beginning of each quarter.

The Ministry should strengthen performance indicators to emphasise measurable outcomes, quality and beneficial impact rather than merely reporting activities or repeated cumulative figures.

The Ministry must strengthen target-setting and performance indicators to emphasise quality, outcomes, sustainability and aligned to realistic cash flow scenarios at the beginning of each quarter.

Treasury should ensure timely and adequate release of allocated funds to avoid implementation delays.

HON. CHIDUWA: Madam Speaker, I rise in strong support of the report of the Portfolio Committee on Public Service, Labour and Social Welfare on the 2025 Third and Fourth Quarter Budget Performance Reports. As we listened to the Chairperson of the Committee, I noted that this report is sober, evidence-based and necessary. It is a report that is asking for accountability and ensuring that the timely implementation of Ministry programmes is dependent on timely budget releases. It tells a difficult but vital truth that public funds must serve the people predictably, transparently and efficiently, especially where the dignity and survival of vulnerable citizens is concerned.

With regards to the submissions in the report, this House cannot defend weak budget execution, unsupported expenditure or recurring audit findings as if they were minor administrative lapses. They are not. They are failures of stewardship. The report correctly reaffirms that quarterly budget performance reviews are not ceremonial paperwork; they are instruments of accountability under the Public Finance Management framework. The ministries concerned must be held to the standard of converting appropriations into services, not merely into reports.

On social protection, Madam Speaker, the evidence before us shows that the Ministry of Public Service, Labour and Social Welfare operated under severe cash constraints, but the consequences of those constraints fell on the most vulnerable, that is, the orphans, persons with disabilities, the elderly and food-insecure households. That is why this report deserves our full support. It reminds us that social benefits, BEAM and cash transfers are not optional expenditures. These are expenditures that go to the heart of the Government when it looks at bringing the issue of equality and also addressing the issue of market failures.

There are statutory and moral obligations. When disbursements are erratic, the poorest citizens do not receive “delayed support”; they receive hardship, exclusion and insecurity. Predictable cash releases are therefore not a technical preference. They are the backbone of social justice. The Committee has shown that low and erratic Treasury releases distort planning, weaken programme execution and increase the risk of arrears. This is the central lesson of the report.

A budget is not a promise on paper; it is a commitment to action. Where releases are delayed, ministries cannot recruit, inspect, deliver, support or rehabilitate effectively.

The report is therefore right to note that:

- Labour administration suffered from low absorption, weakening inspections, dispute resolution and employment promotion.

- Social welfare spending appeared high in the fourth quarter but annual absorption remained weak.
- Development partner support declined sharply, further exposing funding fragility.
- Underfunding pushed obligations into future quarters, creating pressure on arrears and service delivery.

This is precisely why the recommendations on predictable quarterly cash release frameworks are sound and urgent.

On the audit weaknesses Madam Speaker, a qualified audit opinion is not a footnote. We have noted in the report that the Ministry was given a qualified audit opinion. It is a warning signal. The unresolved PFMS issues, unsupported expenditure, advances without approval, missing returns, weak asset records and insecure processing of social payments outside PFMS represent a serious threat to public trust. The report is commendable for refusing to normalise these weaknesses. It rightly insists that:

- internal controls must be strengthened,

- outstanding audit findings must be resolved through time-bound action plans,
- accounting officers must strictly comply with PFMS procedures,
- and public resources must be protected from recurrence of the same deficiencies.

This House must support such language. Without discipline, the budget becomes vulnerable to leakage, delay and manipulation.

On disability and social welfare, they must be framed as rights, not charity. The Committee's call to treat disability issues as human rights issues is especially important. The position lifts public policy above paternalism and places it where it belongs in rights-based governance. Persons with disabilities must not be viewed as passive recipients of benevolence. They are rights holders entitled to access, dignity, inclusion and reasonable accommodation. That recommendation deserves unanimous support because it aligns public administration with fairness, equality and modern social policy.

The Ministry of Skills Audit and Development needs stronger delivery systems. Madam Speaker, the second part of the report shows a ministry with a significant mandate but uneven execution. There are encouraging signs, including the submission of the fourth quarter report within PFMA timeframes and a useful stakeholder analysis. These are positive administrative steps and should be acknowledged.

However, the report also reveals serious implementation challenges:

- vacancies remain high,
- senior management gaps persist,
- arrears to service providers increased,
- and some key outputs did not progress as planned.

A Ministry that is meant to drive national skills alignment cannot afford persistent underfunding of systems, data, audits and institutional capacity. The report is correct to emphasise that performance indicators must focus on measurable outcomes, quality and impact rather than activity counts alone.

The report shows that both ministries experienced distortions between planned quarterly targets and actual expenditure. In one case there was under-expenditure and in another, over-expenditure to catch up on delayed releases. In both cases, the underlying problem is the same: weak synchronisation between cash flow, planning and implementation.

This House should support the report because it shifts the debate from mere spending to effective spending. Spending more in the final quarter is not the same as delivering well throughout the year nor is low spending automatically a virtue when it reflects failure to deliver services. What matters is whether citizens receive timely, reliable and quality services.

The Committee has not merely criticised; it has proposed solutions. Those solutions are balanced and implementable: predictable cash release schedules for social protection and skills programmes, prioritisation of social benefits, BEAM and cash transfers, stronger target-setting, time-bound remedial action on audit issues and tighter PFMS compliance.

These recommendations are not punitive. They are corrective. They aim to restore confidence in public finance, strengthen delivery and prevent the repetition of avoidable failures. The report contains positive elements. Far from being a record of failure, this report contains important signs of progress, responsible management, institutional learning and a genuine effort to improve public service delivery under difficult fiscal conditions.

The report itself reflects a stronger culture of accountability. The first good in this report is that it exists, and that it is detailed. The Committee has done the nation a service by scrutinising expenditure, outputs, audit matters and performance trends in a disciplined and transparent manner. This is good governance in action. It shows that Parliament is not a passive observer, but an active guardian of the public purse.

The report also demonstrates a useful shift from mere financial reporting to performance-based oversight. That is a positive development because it compels ministries to explain not only what they spent, but what they achieved.

There are clear signs of service delivery in social welfare. Madam Speaker, despite constraints, the Ministry of Public Service, Labour and Social Welfare recorded meaningful achievements in vulnerable groups' support. The report states that the Ministry exceeded targets for children reached with care and protection services, persons with disabilities supported with rights-based services and survivors of drug and substance abuse rehabilitated.

Those are not small accomplishments. They are lives touched, vulnerabilities reduced and dignity restored. In a period where resources were constrained, the Ministry still managed to direct effort toward people who needed support most and that is commendable.

Madam Speaker, the Ministry also showed commitment to the core social protection obligations. One of the strongest positives that I also noted in the report is that social welfare remained prioritised even when the fiscal environment was difficult. The report notes that the fourth quarter expenditure under social welfare was significantly higher than under the administrative programmes, indicating that the Ministry placed the emphasis on social protection obligations. This is a sign of institutional consistency. It shows that when funding was finally released, the Ministry channelled resources towards the public interest, especially social benefits and welfare commitments. In a public service system, that kind of prioritisation must be recognised and encouraged.

Madam Speaker, the report does not only identify problems, it also records progress on correcting them, which is important. The Ministry reported that variances relating to sub-Paymaster General's accounts were resolved through reconciliation. The report also showed that employment costs were reconciled with the Salary Service Bureau. It also showed that omitted financial returns were resubmitted and work on the disaster recovery plan was at an advanced stage. These are significant corrective measures being taken by the Ministry. They show that the Ministry is not ignoring audit issues but engaging with them. In public administration, progress on audit remediation is an important mark of seriousness. It should be applauded and pushed further.

Madam Speaker, let me transition to the issue of electronic payment systems. The report notes progress in the development of an electronic payment system for BEAM and in the gathering of stakeholder input on the review of BEAM standard operating procedures. This is a very positive development. Why this is important? It is because digitalisation improves transparency, reduces leakages, supports traceability and strengthens service delivery. Moving away from manual and insecure processes towards electronic systems is exactly the direction this Parliament should support. It represents reform, modernisation and better protection of public resources.

Madam Speaker Ma’am, the report also records that development partner support was higher in the third quarter and lower in the fourth quarter because of donor withdrawal. While this is a challenge, it also reveals something positive. The Ministry had successfully mobilised external donors earlier in the year, that indicates capacity to engage partners, leverage complementary financing and supplement with domestic resources. In a strained fiscal environment, such partnerships matter greatly. The House should then recognise the Ministry's ability to attract and be in a position to have support with these partner institutions.

Madam Speaker, as I conclude, this report should be adopted because it is faithful to national interest. It defends the vulnerable. It demands discipline from institutions and insists that public money must translate into public value. It is a report that speaks for children awaiting support, workers seeking fair labour administration, persons with disabilities needing rights-based services and communities that depend on efficient State action. For these reasons, Madam Speaker, I fully support this report. I so submit.

HON. MUSHORIWA: Thank you Madam Speaker.

THE TEMPORARY SPEAKER (HON. MAUNGANIDZE): In the future, make sure you communicate with your Chief Whip.

HON. MUSHORIWA: Thank you Madam Speaker. You see, the problem is that some of these reports, we only hear them when they are presented. So, the temptation to then want to debate a report, when you hear the Chairman presenting, then you are triggered to want to debate because the procedure, if these reports were posted earlier, it could then probably make people decide whether they want to debate or not.

In this case, Madam Speaker, I just wanted to say two/three words. The first thing that I want to say is that the report by the Portfolio Committee, I have listened to the Chairperson and I think that the report touches all the four corners in terms of looking into the budget performance in the period that the report touches. Madam Speaker, the Ministry of Public Service and Social Welfare is the ministry that is supposed to save everyone in this country. In fact, Madam Speaker, the Government's motto of saying leaving no one and no place behind, should actually be demonstrated by this ministry. If you listened to what the Chairman of the Committee was saying, you would realise, Madam Speaker, that in terms of budget disbursement towards this ministry, a lot needs to be done because one of the things that we have now come to understand from the Ministry of Public Service and Social Welfare is that despite the fact that it is the ministry that has got a burden of carrying the poor on its back, this ministry is not getting money.

If you check Madam Speaker, this is the ministry that is supposed to disburse money to those underprivileged students under BEAM but if you check, the quantum that is going there is very little. This is the ministry Madam Speaker, that is supposed to assist with medical treatments, what we call Assisted Medical Treatment Order (AMTO). If go to Parirenyatwa, Chitungwiza and Mpilo hospitals, you will see that this ministry owes a lot of money to these hospitals because they have been issuing AMTOs, but nothing has been happening in the funding aspect and payment of those debts to the hospitals. Madam Speaker, this is the ministry that is supposed to assist the underprivileged and the poor people, both in urban and rural areas.

Talking of the urban area is where I come from. We are supposed to have the ministry disbursing cash to those underprivileged but Madam Speaker, there is nothing that is coming, primarily because Treasury is failing to release sufficient resources to this ministry. This ministry needs to be supported. I think that this House needs to ensure that the Ministry of Finance, Economic Development and Investment Promotion prioritises this ministry.

Hon. Members will recall that this year, when the Minister of Finance, Economic Development and Investment Promotion presented his Mid -Term Review, the Ministry of Public Service and Social Welfare was the ministry with the least disbursement. It was at 8%, less than 10% and other ministries were around 30-40% by half year. The ministry that is supposed to help our poor underprivileged people is not being prioritised. I think this is something that we need to ensure, that this ministry needs the funds and we need to ensure that as Parliament, we do everything in our power to ensure that not only do we talk about the budget but we also go to the extent of saying the disbursement aspect needs to be looked into because in my view, if we neglect this Ministry, then we might as well be saying, let the poor suffer and I do not think that is the intention of the Government nor the intention of us as parliamentarians to see those in our communities, in our constituencies, who deserve support failing to get that support.

If the GDP of the country is growing, if the performance of the economy is growing, it should resonate with the people at the lowest rung. We need to see an improvement in terms of their lives but the report from the Committee tells you that something is amiss and we need to take relevant measures to make sure that it is done.

Turning to the question of the Auditor-General's Report, this Ministry, Madam Speaker, in 2021 and 2022, got qualified reports. It only received a clean report for 2023. Then in 2024, it got a qualified report again. What does that tell you? It tells us that in these little resources that this Ministry is being given, there is something also wrong within the Ministry’s accounting system. They are failing to do reconciliations on small amounts that they are getting from Treasury.

When the Portfolio Committee meets next, we need to check where the problem is because we do not want to have a situation where the Ministry which is getting little, performs dismally in terms of financial reconciliation and is beaten by other ministries that are getting huge amounts and can do reconciliation.

Lastly, Madam Speaker, what really touches my heart is that this Ministry, while it may be trying to do its best to carry out its core mandate, is living with a heavy debt overhead. This Ministry is failing to pay many of its domestic creditors. If a ministry fails to pay its creditors, this compromises its provision of services and its core mandate.

Given that the Government has made a decision to migrate to IPSAS rather than cash accounting, you are going to then see in the next year or so, the quantum of debt that the Ministry has. We are simply saying you cannot have the Ministry of Public Service, Labour and Social Welfare having this debt overhead. We need to ensure that this Ministry gets all the support it needs. This is a Ministry for everybody. Everyone who comes from a constituency, a street, a village knows people who deserve to get support from Government and this is the Ministry.

If we continue to pretend that things are happening when this Ministry is failing to get adequate support, then I think we are failing our duty as parliamentarians. This is the reason why I need to say the report was nicely done but what it then said was that the Ministry of Public Service, Labour and Social Welfare is crying for help and that help can only come from Parliament. I thank you.

HON. TOGAREPI: Madam Speaker, before I move to the next business, I want to concur with the report. I also want to squarely put the burden on Parliament. We need to stand our ground next time we approve budgets for the Ministry of Public Service, Labour and Social Welfare so that it is adequately funded. We should not allow stories of underfunding or under-disbursement of resources to a critical Ministry like the Ministry of Public Service, Labour and Social Welfare.

That is where our disabled, our children, those who cannot afford to pay fees, those who are socially disadvantaged in our communities are looked after. That is where we get service. So, we need to agree as the

House and give the Minister of Finance, Economic Development and Investment Promotion, prior warning that when he comes here, he has to come with something that is going to be enough to fund the Ministry of Public Service, Labour and Social Welfare. We cannot allow a situation day in, day out, where the Minister says this and that has not been done because we were not given what was budgeted for. I think we really need to do that.

While we appreciate that resources are finite, a critical Ministry that looks after the bulk of our population has to be looked after. I agree with those who have debated before me and I think we need to do as much as we can and in fact emphasise that the Chairman of that Portfolio Committee sits down with the Minister and also the Chairperson of the Budget and Finance Committee to also raise our concern with the Minister of Finance, Economic Development and Investment Promotion that Members of Parliament are very concerned with the Ministry of Public Service, Labour and Social Welfare. For this year, we are not happy with the funding and execution of the mandate of that Ministry. I thank you Madam Speaker.

I move that the debate do now adjourn.

HON. NYANDORO: I second.

Motion put and agreed to.

Debate to resume: Wednesday, 2nd September, 2026.

MOTION

BUSINESS OF THE HOUSE

HON. TOGAREPI: Madam Speaker, I move that all other Orders of the Day be stood over until Order of the Day Number 17 on today's *Order Paper* has been disposed of.

HON. NYANDORO: I second.

Motion put and agreed to.

MOTION

REPORT OF THE PUBLIC ACCOUNTS COMMITTEE ON NON-COMPLIANCE WITH THE SUBMISSION OF FINANCIAL STATEMENTS BY SOME MINISTRIES

HON. MATEWU: Madam Speaker, I move the motion standing in my name;

That this House considers and adopts the Report of the Public Accounts Committee on non-compliance with regard to the submissions of the Financial Statements to the Auditor General by some ministries

HON. MAPOSA: I second Madam Speaker.

HON. MATEWU:

INTRODUCTION

The Public Accounts Committee derives its oversight mandate from Section 299 of the Constitution of Zimbabwe which empowers Parliament to monitor and oversee State expenditure to ensure that all public funds are properly accounted for and applied in accordance with the law. In addition, Section 49 (1) (c) and Section 35 (6) of the Public Finance Management Act [Chapter 22:19] require ministries, departments and agencies (MDAs) to prepare and submit financial statements within sixty days of the end of each financial year for audit by the Auditor-General.

Despite these clear statutory provisions, a number of ministries have consistently failed to meet the prescribed deadlines. Notably, the Ministries of Youth Empowerment, Development and Vocational

Training; Agriculture, Lands, Fisheries, Water and Rural Development; National Housing and Social Amenities; and Higher and Tertiary Education, Innovation, Science and Technology Development have been cited for delays and non-submission of financial statements for several years. The Committee conducted an inquiry into this matter to determine the reasons for the persistent non-compliance and to recommend measures to ensure compliance with the legal framework governing financial reporting.

Objectives of the Inquiry

The Committee sought to:

1. Assess the level of compliance by the selected ministries with the statutory provisions of the Constitution and the Public Finance Management Act relating to the submission of financial statements.
2. Understand the underlying causes of non-submission and delays and evaluate the implications of such non-compliance on accountability, transparency and sound public financial management.

3. Make recommendations aimed at improving the timeliness and completeness of submissions to the Auditor-General.

Methodology

In carrying out its inquiry, the Committee examined the Auditor-General's Report for the financial year ended 31 December 2024, which was tabled in Parliament on 23 July, 2025. Oral submissions were received from the Accounting Officers of the following ministries: Youth Empowerment, Development and Vocational Training; Agriculture, Lands, Fisheries, Water and Rural Development; National Housing and Social Amenities; and Higher and Tertiary Education, Innovation, Science and Technology Development.

Findings

The Auditor-General's Report revealed a continued trend of non-submission of financial statements by several ministries.

Summary of Financial Statements in Arrears by Ministry

Ministry	Fund	Years in Arrears
Ministry of Higher and Tertiary Education, Innovation, Science and Technology Development	Colleges Amenities Fund	2023, 2024

Ministry of Higher and Tertiary Education, Innovation, Science and Technology Development	Skilled Manpower Trade Testing and Certification Fund	2023, 2024
Ministry of Higher and Tertiary Education, Innovation, Science and Technology Development	Other related tertiary education and innovation funds	2023, 2024
Ministry of Agriculture	Agricultural Revolving Fund	2024
Ministry of Agriculture	Pig Levy Fund	2024
Ministry of Agriculture	Tobacco Levy Fund	2024
Ministry of Agriculture	Land Compensation Fund	2024
Ministry of Agriculture	Water Fund	2024
Ministry of Youth Empowerment, Development and Vocational Training	Youth Development and Employment Creation Fund	2022, 2023, 2024
Ministry of National Housing and Social Amenities	National Housing Fund	2023, 2024
Ministry of National Housing and Social Amenities	Housing and Guarantee Fund	Delayed (2024)
Ministry of National Housing and Social Amenities	Civil Service Housing Loan Fund	Delayed (2024)

Staffing Issues

The Ministry of Youth Empowerment, Development and Vocational Training attributed the non-submission of financial statements to acute staffing shortages following the 2023 administrative split of the former Ministry of Youth, Sport, Arts and Recreation into two separate entities. The reorganisation resulted in the transfer and promotion of key accounting personnel, including Chief Accountants and the Director of

Finance and Administration, leaving the Ministry with no senior finance staff to coordinate the preparation of financial statements. Junior officers were left to perform complex accounting duties beyond their capacity.

The Committee was informed that new appointments were only effected in April and August 2024 for the positions of Chief Accountant and Director of Finance and Administration, respectively. These officers inherited a significant backlog of financial statements dating back to 2019. At Vocational Training Centres (VTCs), the Public Service Commission establishment provides for only one Accountant per Centre, despite the nature of financial duties requiring at least three officers to separately handle receipting, banking and reconciliation. In addition, the Committee established that in several cases, vacant accounting positions were filled by non-finance staff such as cooks, general hands and office orderlies, severely compromising financial management. Efforts to fill the vacant positions were hampered by Treasury concurrence delays and the ongoing Public Service Commission Job Evaluation exercise.

The Committee was also informed that some posts remained vacant because prospective candidates declined appointments owing to the remoteness of the centres. To mitigate these challenges, the Ministry assembled a team of two Chief Accountants and three Accountants dedicated to clearing outstanding financial statements and commenced training programmes for officers stationed at Vocational Training Centres.

Similarly, the Ministry of National Housing and Social Amenities reported that in some of its revenue collection centres, accounting duties were being performed by Estates, Housing or Social Amenities Officers in the absence of qualified accountants. This compromised the quality of financial reporting as Head Office accountants were forced to travel across the country to verify revenue and train field officers.

Committee Observations

The shortage of skilled accounting personnel across ministries, coupled with delays in recruitment approvals, had significantly undermined the preparation of financial statements.

The heavy reliance on untrained officers for core financial duties compromises both accuracy and accountability.

Committee Recommendations

1. The Committee recommends that the Public Service Commission, working with the Treasury, expedite the filling of all vacant accounting posts, particularly in devolved units and Vocational Training Centres by 31 October 2026.
2. The Public Service Commission should develop incentive packages to attract qualified accountants to remote Vocational Training Centres, including housing allowances, transport subsidie, and accelerated career progression opportunities by 31 October 2026.
3. Ministries should prioritise capacity building through continuous professional development of accounting officers, with particular emphasis on specialised training for Vocational Training Centre accounting staff in fund management, reporting systems and compliance requirements. Each Ministry should also ensure that each accounting unit is adequately staffed in line with its operational demands by 31 October 2026.

System Related Issues

The Committee noted that system inefficiencies and obsolete accounting software was also contributing to delays in the preparation of financial statements. The Ministry of National Housing and Social Amenities submitted that the Ministry experienced severe disruptions when its Promun Accounting Package was found to be incapable of handling dual-currency transactions after Treasury had authorised the collection of rentals in both Zimbabwean dollars and United States dollars from January 2024.

In addition, reconfiguration of the software to accommodate the new currency structure necessitated a prolonged system shutdown, preventing access to financial data between January and July 2024. Manual receipting was introduced as a temporary measure and once the system was restored, significant time was spent capturing backlog data. Consequently, the 2023 financial statements were only submitted on 4 December 2024. The Ministry officials submitted that they expected to meet statutory deadlines for 2025 once the 2023 audit was concluded and closing balances incorporated.

The Ministry of Lands, Agriculture, Water, Fisheries and Rural Development reported similar challenges. The Committee was informed that owing to the absence of a functional accounting system, all transactions were processed manually from district to head office level, causing extensive delays in consolidation. In addition, the transition from the Zimbabwean dollar to the Zimbabwean gold (ZiG) further compounded the problem as varying exchange rate interpretations across accounting units required recomputation and delayed submissions.
The Committee established that the Ministry had since requested Treasury to establish the Agricultural Revolving Fund within the Public Finance Management (PFM) System to enable processing through SAP. The Ministry also procured updated Pastel software to facilitate efficient accounting for the National Coordination Unit and intends to migrate all Fund accounts to electronic systems.

The Committee was informed that the Pig Levy Fund and Tobacco Levy Fund had since been handed over to their respective boards for management and preparation of financial statements to avoid duplication of audits. The Committee established that the Land Compensation Fund continued to face manual accounting constraints, but the Ministry was in the process of procuring the Palladium Accounting System, expected to be operational by March 2026.

Committee Observation

Reliance on manual accounting systems significantly contributed to the non-submission and delayed submission of financial statements. This challenge has been exacerbated by frequent currency changes and budgetary constraints, which have in turn hindered the timely acquisition and implementation of appropriate accounting software.

Committee Recommendation

Treasury should accelerate the integration of all Statutory Funds into the Public Finance Management System (PFMS) and provide adequate budgetary support for the acquisition and maintenance of modern accounting software with dual-currency capability to accommodate multi-currency transactions by 31 October 2026.

Internet Connectivity and Mobility

The Ministry of National Housing and Social Amenities cited weak internet connectivity and inadequate transport as factors delaying financial reporting. They submitted that revenue collection and receipting at district level were still done manually, with summary sheets physically transported to provincial offices for consolidation. The Committee was informed that consequently, limited mobility and poor network connectivity led to additional backlogs. In addition, the Ministry had begun rolling out internet connectivity (SDWAN through Axis Solutions) to enhance efficiency improvements, with Manicaland Province serving as a pilot site. In addition, the Committee was informed that plans were in place to incorporate IPSAS-compliant accounting software updates.

Committee Observation

The Committee noted that poor connectivity and logistical constraints have a direct bearing on the quality and timeliness of financial reporting in devolved ministries.

Committee Recommendation

The Committee recommends that Treasury and the Ministry of Information Communication Technology should collaborate to provide reliable internet access at all revenue collection centres, building on the

Manicaland Province pilot programme to scale connectivity improvements nationwide and ensure adequate mobility resources for district-based accounting staff by 31 October 2026.

Treasury Circulars and Compliance Deadlines

The Committee further established that the Ministry of National Housing and Social Amenities had adhered to revised timelines under Treasury Circular Number 1 of 2025 which extended submission deadlines from 31 March 2025 to 30 April 2025. The Ministry officials submitted that both the Housing and Guarantee Fund and the Civil Service Housing Loan Fund were submitted within the revised timeframe.

Conclusion

The persistent non-submission of financial statements by selected ministries undermines the constitutional mandate of Parliament to exercise effective oversight over public expenditure. The inquiry established that staffing shortages, obsolete accounting systems, inadequate infrastructure and logistical constraints are the primary drivers of non-compliance. While some ministries have begun implementing remedial measures, the Committee is concerned that these challenges have persisted over multiple financial years, indicating systemic weaknesses in public financial management.

HON. MAPHOSA: Thank you Madam Speaker Ma’am. I rise to second the motion moved by the Chairperson of the Public Accounts Committee, Hon. Matewu and because of this matter before the august House, I translate the Mayor's submission of financial statements. It is fundamental to constitutional accountability, fiscal discipline and stewardship of the public's resources with regard to Government by the people of Zimbabwe.

Section 299 of the Constitution vests Parliament with the scant responsibility of overseeing public expenditure and ensuring that every cent appropriated by this House is accounted for. The non-submission of the financial statements is therefore not procedural oversight. It is a direct implementation of Parliament's constitutional oversight function and a serious breach of the principle of transparent and good governance.

The Committee reported an explosive, disturbing pattern of non-compliance across ministries and public entities. Some institutions have accumulated years of outstanding financial statements, created an audit backlog and denied the Auditor-General the opportunity to independently verify how public funds have been utilised. When a financial report is delayed, accountability is delayed and when accountability is delayed, opportunities for waste, abuse and corruption increase invisibly, every day.

The report further highlights systematic weaknesses within our public finance management architecture. Vacant finance posts, weak internal controls, inadequate supervision and poor implementation of the public financial management system have left some ministries unable to fulfil their statutory obligations. It is unacceptable that institutions managing millions of dollars can operate without adequate qualified accounting personnel in their departments.

This is also exposed to misuse of the funds. This House cannot continue appropriating resources to institutions that, if all to account for previous allocation funds, public confidence in governance is strengthened not by the amount of money spent, but by the ability of a Government to demonstrate that resources were spent economically, efficiently and effectively.

I, therefore, strongly support the Committee's recommendation that the Ministry of Finance must urgently fill critical vacancies, strengthen financial management and the digital financial management system. Enforce compliance, be timely and institute sanctions against accounting officers who repeatedly fail to submit financial statements within the prescribed bylaws. I repeat this statement.

This report marks a turning point in restoring a culture of compliance and financial responsibility within the Government. Every ministry must understand that the public office carries its own obligations according to its full and timeless duty to Parliament and to the people of Zimbabwe. With these remarks, I rise to second the motion and urge this House to adopt the Committee's report in its entirety. I thank you.

HON. MUTSEYAMI: Thank you Honourable Speaker. I rise to contribute to the report of the Public Accounts Committee presented before this august House by the Chairperson, Hon. Caston Matewu and seconded by Hon. Maposa, concerning the non-compliance by some ministries with the statutory requirement to submit financial statements to the Auditor General.

At the outset, I wish to commend the Public Accounts Committee for bringing this matter before the House. This is not merely an accounting or administrative issue. It is a fundamental matter of public accountability, constitutional governance, fiscal discipline and the protection of taxpayers' money. I therefore wish to address my remarks not only to this august House, but also to the Executive, Government Accounting Officers, Treasury, the Auditor General and most importantly, to the people of Zimbabwe, who ultimately provide the resources that Government administers.

Our Constitution is very clear on the responsibility of Parliament to monitor and oversee public expenditure. Section 299 of the Constitution requires Parliament to monitor and oversee expenditure by the State and Government institutions. To ensure that revenue is accounted for, expenditure is properly incurred and appropriation limits and conditions are observed.

Therefore, when a Ministry fails to submit financial statements to the Auditor General, it is not simply missing an administrative deadline, but it potentially interferes with the constitutional oversight responsibility of Parliament itself. The question we must ask and we must always ask, is how can Parliament effectively oversee public expenditure if the institutions spending public money do not provide the financial information required for that oversight? How can the Auditor General audit expenditure that has not been properly presented? How can Parliament determine whether the money appropriated by this House was spent for the purpose for which it was approved? How can the people of Zimbabwe have confidence in Government finances if some institutions do not submit the necessary accounts for independent scrutiny? These are fundamental questions which this House must confront. The law already provides the deadlines.

What concerns me most is that this is not a situation where Government lacks legislation. The Public Finance Management Act already established the framework for financial reporting. The law requires accounting officers of ministries to keep proper accounting records and to submit financial statements to the Auditor General and the Accounting General within the prescribed statutory period.

The Act further provides for the preparation of annual, quarterly and monthly financial reports. Therefore, the issue before us is not primarily the absence of legislation. The issue is compliance and enforcement.

Zimbabwe does not need another law every time Government fails to comply with existing law. What we need is the political will, administrative discipline and institutional enforcement necessary to make existing laws work. When financial statements are not submitted, an accountability gap is created. There is a chain of accountability. Parliament appropriates money. Treasury releases or facilitates the use of public funds. Ministries spend those funds. Accounting officers record the transactions. The Auditor General independently audits the accounts. The Public Accounts Committee examines the audit findings. Parliament then holds the executive to account. If a Ministry fails to submit its accounts, that chain is broken.

The Auditor General cannot properly perform the audit. The Public Accounts Committee cannot properly examine the accounts. Parliament cannot properly perform its constitutional oversight function. Ultimately, the Zimbabwean citizen is left without the assurance that public money has been properly managed. That is why this report deserves serious attention. Obviously, we expect the Hon. Minister to come and respond and talk to this report after the presentations have been done. If non-compliance becomes a recurring feature of Government financial management, it becomes normalised. An accounting officer misses a deadline, there is an explanation.

I believe that this House must be particularly clear about the responsibility of accounting officers. A Ministry is not an abstract institution. Some officials are responsible for financial management. There are permanent secretaries, directors of finance, accounting officers, internal auditors and audit committees. The Public Finance

Management Act provides a framework of responsibilities for these officials.

We therefore cannot simply say the Ministry failed to submit. We must ask, who was responsible? Why was the submission not met? When was it supposed to be met? Was an extension requested? Who authorised the delay? The Auditor General is an institution established to protect public resources and strengthen public financial management. When a Ministry fails to submit financial statements, the Auditor General's constitutional mandate is frustrated. The Auditor General cannot audit what is not provided. That must be noted.

In conclusion of my debate to what has been presented by the Chairperson of our Committee, Hon. Matewu, the Parliament of Zimbabwe describes the Public Accounts Committee as the Post-Audit Committee responsible for examining the financial affairs of Government departments, State-owned institutions and local authorities including Auditor General Reports. Therefore, all these mentioned departments need to adhere to all these requirements. With that presentation, I so submit.

HON. CHIDUWA: I rise to support the report of the Public Accounts Committee as presented by the Chair of the Committee, Hon. Matewu and seconded by Hon. Maposa. The report which is focusing on non-compliance with the submissions on financial statements to the Auditor-General by some ministries and this arose out of the 2024 Auditor-General's report. The issue of the relevance of Section 299 of the Constitution has already been mentioned. The issue of compliance with the Public Finance Management Act, [Chapter 22:19] has been referred to again. I want to go straight to the specific ministries and also debate the issues that were identified by the Committee.

The report as presented by the Chair reveals that the Ministry of Higher and Tertiary Education, Innovation, Science and Technology Development failed to submit financial statements for the College's Amenities Fund, the Skilled Manpower Testing and Certification (Certification and Satisfaction) Fund and other related tertiary education and innovation funds for the years 2023 and 2024. This is not a single year of non-compliance that we may explain. It is an isolated disruption but these are two consecutive years of failure to meet a clear statutory obligation affecting multiple funds within the same ministry.

The Auditor-General cannot audit what is not there and at the same time, Parliament cannot oversee what has not been reported and the public cannot then hold the Government to account for money that has not been accounted for. So, for two years of non-submissions, this is not a minor administrative lapse. It is a sustained and systematic failure of accountability and we have noted that if we do not nip this in the bud, this is going to develop and will continue to affect the way Parliament executes its mandate. The Ministry of Agriculture, Lands, Fisheries, Water and Rural Development also presents another concerning picture. The Agriculture Revolving Fund, the Pig Levy Fund, the Tobacco Levy Fund, the Land Compensation Fund and the Water Fund; these are five separate funds and each managing public resources that are critical to Zimbabwe's agricultural sector and food security, all failed to submit statements for 2024. Agriculture as we all know, is the backbone of this country and the funds managed under this ministry represent the resources that are meant to support farmers, that are meant to stimulate agricultural production, that are meant to compensate landowners and manage Zimbabwe's water resources. When the financial statements for these funds are not submitted, Parliament and the public have no assurance whatsoever that these resources are being managed lawfully, efficiently and in the national interest. That is an accountability vacuum of the most serious kind.

When the other issues that were raised pertain to the Ministry of Youth Empowerment, Development and Vocational Training which presents perhaps another alarming finding in this entire report, the Youth Development and Employment Creation Fund, a fund specifically designed to empower Zimbabwe's young people and create employment opportunities for the nation's most critical demographics, had not had its financial statements submitted for three consecutive years. We are looking at 2022, 2023 and 2024. Three full financial years during which Parliament had no independent audited account of how money designated for youth empowerment and employment creation had been used.

Zimbabwe is one of the youngest populations in the world. Young unemployment is one of the most pressing socio-economic challenges that we are facing as a country and yet the fund established to address the challenge had operated for three years without submitting a single set of audited financial statements to the Auditor General. That is not merely a compliance failure. It is the trial of Zimbabwe's youth people and this House must say so loudly and unequivocally that this should stop.

The other ministry is the Ministry of National Housing and Social Amenities which also presents another troubling picture. The National Housing Fund failed to submit financial statements for 2023 and 2024 while the Housing and Guarantee Fund and the Civil Service Housing Loan Fund were also delayed in their submissions in 2024. Housing is a fundamental human need and a constitutional right. The funds managed under this ministry are meant to provide shelter and security for Zimbabwe's citizens. If the financial statements for these funds are not submitted on time, Parliament cannot assess whether the housing mandate is being fulfilled, whether resources are being applied to their intended purposes or whether the people of Zimbabwe are receiving value for the public money invested in this sector. That is also unacceptable.

I also want to mention that the Committee, while it is not unsympathetic to some of the reasons that were proffered by these ministries, even though the reasons were genuine, the reports document these challenges honestly and in good faith. It is right that we acknowledge them. What is important is to know that even though we acknowledge these challenges, acknowledging them is not the same as accepting non-compliance and understanding the cause of a problem is not the same as excusing its consequences. These can be true simultaneously and we can understand that what is important is, we need to make sure that the ministries comply.

I may want to mention some of the causes that were identified. The first and most important cause identified is the acute shortage of qualified accounting personnel across all affected ministries. Ministry of Youth Empowerment, Development and Vocational Training provided a particularly stark illustration of this problem.

Following the 2023 administrative split of the former Ministry of Youth, Sports, Arts and Recreation into two separate entities, key accounting personnel, including the Chief Accountant and the Director of Finance and Administration, were transferred or promoted. The Ministry was left with no senior finance staff capable of coordinating the preparation of financial statements. Junior officers were left to perform complex accounting duties that were entirely beyond their training, experience and capacity. New appointments were only made in April and August, 2024. The officers who took up these positions inherited a backlog of financial statements dating back to 2019. At Vocational Training Centres, the situation was even more alarming.

The Public Service Commission established and provides for only one accountant per centre despite the nature of the financial duties, clearly requiring at least three officers to separately handle receipting, banking and reconciliation. In several cases, vacant accounting positions were filled by non-finance staff. I am sure you heard what the Chair mentioned, that some of the positions were then taken up by cooks, general hands and office orderlies who were now holding the finances of these institutions.

We are saying this is not something that Parliament would tolerate. Madam Speaker Ma'am, the filling of accounting positions that carry statutory obligations, that require professional training and that involve the management of public money with cooks, general hands and office orderlies, is not merely a staffing irregularity. It is a fundamental breakdown of financial governance. This is one of the major reasons that was cited.

Then at the Ministry of National Housing and Social Amenities, they also reported a similar challenge with regard to staffing. The same applies to housing and the Ministry of Agriculture. On the recommendations, the Committee recommended that Treasury accelerate the integration of all statutory funds into public funds management system. It must provide adequate budgetary support for the acquisition and maintenance of modern accounting software with dual currency capability in a timely and critical manner.

The PFMS represents exactly the kind of modern integrated technology-driven solution that Zimbabwe's public funds management desperately needs. The failure to fully implement it across all ministries and funds is a gap that must be closed as a matter of urgency.

Then, the other issue in the recommendations is a call on the Public Service Commission, working together with the Treasury, to expedite the filling of all vacant accounting posts, particularly in devolved units and vocational training centres by 31st October 2026. Madam Speaker, this recommendation strikes at the root cause of the most pervasive and damaging compliance failure identified in this report. You cannot have financial accountability without financial officers. You cannot prepare financial statements without qualified accountants. You cannot fill accounting positions with the cooks and general hands and expect the outcomes to be any different from what this report has documented. The Public Service Commission and Treasury must treat this recommendation as an urgent national priority and this House must hold them accountable for this implementation.

Then the other issue on the recommendations is a call for the development of incentive packages to attract qualified accountants to remote vocational training centres, including housing allowance, transport subsidies and accelerated career progression opportunities.

Madam Speaker, Zimbabwe has trained accountants. We have qualified finance professionals. The challenge is not a shortage of talent in the national labour market. The challenge is that the conditions of service offered to public sector accountants, particularly in remote locations are not competitive enough to attract and retain them. This is a solvable problem. It requires investment, creative human resources policy and political will.

The Committee's recommendation provides a clear and practical roadmap and the Public Service Commission must act on it without delay. Madam Speaker, as I conclude, this report is about constitutional accountability. It is about the obligation of every Ministry, every accounting officer and every controlling officer to account for the public resources entrusted to them. That is to account for them fully, accurately, on time, in accordance with the Constitution of Zimbabwe and the

Public Finance Management Act. It is about Parliament's constitutional mandate to oversee public expenditure, a mandate that cannot be exercised when financial statements are not submitted. It is about the people of Zimbabwe, the taxpayers, the farmers, the young people, the families seeking housing, the students in tertiary institutions who have a fundamental right to know how the money is being used.

So with this submission, I fully support the report as submitted by the Chairperson of the Public Accounts Committee. I so submit.

Hon. Madzivanyika having been called to take the floor.

HON. MADZIVANYIKA: Madam Speaker, I do not want to regurgitate what other Hon. Members have said.

THE TEMPORARY SPEAKER: Order, Hon. Madzivanyika, in future please communicate with your Chief Whip. Your Chief Whip is saying you did not submit your name. The procedure is for you to talk to the Whip before you come to Parliament. I am working with a list of names that were provided by the Chief Whips from both sides – [HON. MADZIVANYIKA: *Earlier on, I indicated that I will debate on…*] - Order, Order, if the Chair says order, you have to sit down, so you are going to debate. We are not closing the debate today, you are going to debate tomorrow.

HON. KAMBUZUMA: I move that the debate do now adjourn.

HON. C. MOYO: I second.

Motion put and agreed to.

Debate to resume: Wednesday, 2nd September, 2026.

MOTION

ALLOCATION OF SUFFICIENT FINANCIAL RESOURCES TO THE MINISTRY OF HOME AFFAIRS AND CULTURAL HERITAGE

HON. MAONEKE: I move the motion standing in my name that this House—

RECOGNISING the important role played by our Criminal Investigation Department (CID), particularly in the Homicide, Serious Crimes and Vehicle Theft Squad sections in maintaining law and order;

NOTING the inherent dangers encountered by these dedicated police officers in their line of duty which at times unfortunately result in tragic loss of lives;

AWARE that adequate protective gear is vital to safeguard the lives and wellbeing of our officers during the course of their duties;

CONCERNED at the inadequate resources for the officers to mitigate challenges that compromise their security and effectiveness;

ACKNOWLEDGING that families of officers who lose their lives in the line of duty require support and recognition for their sacrifices:

NOW, THEREFORE, resolves that—

(a) the Ministry of Finance, Economic Development and Investment Promotion allocates sufficient financial resources to the Ministry of Home Affairs and Cultural Heritage to ensure that Criminal Investigation Officers are equipped with appropriate protective clothing and gear, designed to minimize risks and enhance their safety;

(b) Government establishes stipulated compensation measures for families of officers who lose their lives while performing their duties, as recognition for their sacrifices and contribution to national security.

HON. CHIDUWA: I second.

HON. MAONEKE: The motion on the safety, welfare and operational capacity of the Criminal Investigation Department of the

Zimbabwe Republic Police, Madam Speaker, the Criminal Investigation Department (CID) of the Zimbabwe Republic Police is the country's principal investigative arm, responsible for detecting, investigating and assisting in the prosecution of serious criminal offences. According to the ZRP, the CID derives its mandate from Section 219 of the Constitution of Zimbabwe, which requires that the police...

HON. MADZIVANYIKA: On a point of order, Madam Speaker.

THE TEMPORARY SPEAKER: What is your point of order?

HON. MADZIVANYIKA: Thank you Madam Speaker. I wish to raise that the House has no quorum.

THE TEMPORARY SPEAKER: Order Hon. Member! Order Hon. Members! It has been brought to my attention that there is no quorum in the House. I therefore direct that bells be rung for seven minutes to attain the required numbers.

Bells rung.

Quorum formed

HON. MAONEKE: Thank you Madam Speaker. I will proceed with the motion on the safety, welfare and operational capacity of the

Criminal Investigations Department of the ZRP. The CID is the country’s principal investigative arm responsible for detecting, investigating and assisting in the prosecution of the serious criminal offences. According to the ZRP Constitution, the CID derives its mandate from Section 219 of the Constitution of Zimbabwe which requires the police service to detect, investigate and prevent crime while maintaining law and order.

The department comprises specialised units with expertise in different categories of crime, enabling professional intelligence-led investigations. The work undertaken by the detectives and other officers of the ZRP, particularly those in the CID department, Homicide, Serious Crimes and Vehicle Theft Squad is inherently hazardous. These officers routinely confronted armed and violent offenders, organised criminal syndicates and dangerous crime scenes where the threat to their own lives is immediate and real.

In carrying out their constitutional mandate to protect the public, many officers have sustained serious injuries, lost their lives or suffered damage to their personal property and profound hardship for their families. The following examples came to my mind; perhaps one of the most tragic recent examples occurred on 01 March, 2026 when Detective Cst. Benard Chindeke and Mackenzie Chitowe 42 of the Harare CID Homicide Division were fatally shot while pursuing suspected armed robbers Ndume Village, Zaka District. On 6 March, 2025, Detective Cst. Cassandra Hove, a member of Bulawayo's elite all-female CID Homicide Team, Lozikeyi was fatally shot while participating in an operation to apprehend armed robbers in Pumula. Initial reports indicated that she had been shot during the pursuit subsequent to court proceedings established that the fatal shot resulted from a fellow officer's firearm during the high-risk operation.

In 2024, a CID crack team was officially recognised by the Commissioner General of the Police after police successfully arrested a serial murder suspect responsible for multiple killings in Central Harare. The investigation restored public confidence after a series of murders that had caused widespread fear among residents. CID investigators in Chinhoyi dismantled a suspected vehicle theft gang allegedly involved in numerous robberies of motorists across Zimbabwe in 2025. Police indicated that investigators were continuing to identify additional members of the syndicate.

Madam Speaker, the safety of those entrusted with protecting the lives of Zimbabweans should never be regarded as an afterthought. Every day CID detectives leave their homes uncertain whether they will safely return to their families. They investigate violent murders, pursue armed robbers, dismantle organised criminal syndicates and recover stolen property under circumstances that place them in constant danger. Bravery alone cannot substitute for adequate protection courage must be equally matched by appropriate investment. No officer should be expected to confront heavily armed criminals without modern ballistic protection suitable for operational clothing, secure communication equipment, reliable transport and the technological resources needed to reduce operational risks.

Equally important is our moral responsibility we gave to those officers' families whose loved ones make the ultimate sacrifice. When an officer dies whilst defending the nation, the obligation of the State should not end with the funeral. The surviving spouse, children and dependents deserve meaningful and sustainable support that reflects the value the nation places on such sacrifice. A nation that adequately protects those who protect it strengthens public confidence in its institutions and reinforces the rule of law.

NOW,, THEREFORE this House must resolve that the Ministry of Finance, Economic Development and Investment Promotion prioritises and allocates adequate financial resources in the national budget for the acquisition of appropriate personal protective equipment for CID department officers, including ballistic board, armory, protective helmets, operational clothing, communication equipment and other specialised safety equipment required for high-risk investigations.

The Government progressively modernises the operational capacity of the CID department through improved transport, forensic equipment, surveillance technologies, intelligent systems and investigative resources necessary to combat increasingly sophisticated criminal activities. The Ministry of Home Affairs and Cultural Heritage works in collaboration with the Ministry of Finance, Economic Development and Investment Promotion to strengthen occupational safety in the health standards applicable to CID operational deployment through continuous training, risk assessment and the provision of adequate protective equipment. The Government establishes a comprehensive statutory compensation and welfare schemes for members of the ZRP who are killed or permanently incapacitated whilst performing official duties, providing fair compensation and long-term support to their surviving dependents. The compensation framework provides among other measures, financial assistance, educational support for dependent children, counselling services and other welfare interventions designed to safeguard the wellbeing of bereaved families.

Lastly, Parliament continues to exercise its oversight role to ensure that adequate budgetary allocations are made and utilised effectively to improve the safety welfare and operational effectiveness of the members of the ZRP, particularly CID. I so submit, thank you.

HON. KAMBUZUMA: Madam Speaker, may I move that the debate do now adjourn.

HON. NYANDORO: I second.

Motion put and agreed to.

Debate to resume Wednesday, 2nd September, 2026.

MOTION

BUSINESS OF THE HOUSE

HON. KAMBUZUMA: Madam Speaker Ma'am, I move that Orders of the Day Numbers 19 to 26 be stood over until Order of the day Number 27 has been disposed of.

HON. NYANDORO: I second Madam Speaker.

Motion put and agreed to.

MOTION

REPORT OF THE PORTFOLIO COMMITTEE ON TOURISM AND HOSPITALITY INDUSTRY ON THE 2025 THIRD QUARTER BUDGET PERFORMANCE

HON. MAMOMBE: I move the motion standing in my name that this House considers and adopts the report of the Portfolio Committee on Tourism and Hospitality Industry on the 2025 Third Quarter Budget Performance for the Ministry of Tourism and Hospitality Industry.

HON. NYANDORO: I second.

HON. MAMOMBE: Thank you Madam Speaker Ma'am. I rise to present the report of the Portfolio Committee on Tourism and Hospitality Industry on the 2025 Third Quarter Budget Performance Report for the Ministry of Tourism and Hospitality Industry. Madam Speaker Ma'am, I shall just deal with the introduction, the objectives, then the findings of the Committee.

1.0 INTRODUCTION

Section 119 (3) of the Constitution of Zimbabwe gives a broad mandate of parliamentary oversight of all State revenues and expenditure in order to ensure financial probity in the utilisation of public resources. Section 298 (1) and Section 299 of the Constitution empowers Parliament to monitor and oversee expenditure by all State institutions in order to ensure that all revenue is accounted for, all expenditure has been properly incurred and enhances transparency and accountability. This is further buttressed by provisions in the Public Finance Management Act (PFMA) including Sections 33, 34 and 35 compelling ministries to submit monthly and quarterly financial and accompanying reports to their respective portfolio committees.

The Ministry of Tourism and Hospitality Industry is responsible for managing the full spectrum of tourism in Zimbabwe, from developing policies to ensuring their effective implementation while upholding standards, driving sector growth and enhancing the country’s competitiveness as a global tourist destination. Its mission is to facilitate the development and promotion of inclusive and sustainable tourism policies, products and services that contribute to socio-economic development.

2.0 OBJECTIVES

1. To assess the utilisation of public resources as provided for in the Constitution.
2. To assess whether the Ministry managed to achieve its 2025 third quarter budget performance targets.
3. To proffer recommendations in order to assist the Ministry in effectively executing its mandate.

3.0 METHODOLOGY

The Committee analysed the 2025 Third Quarter Budget Performance Report from the Ministry of Tourism and Hospitality

Industry with the assistance of the Parliament Budget Office (PBO). The analysis looked at the compliance with the reporting guideline and the PFMA reporting standards. Thereafter, the Committee conducted oral evidence sessions with the Ministry which afforded them an opportunity to clarify several issues which had been noted by the Committee.

4.0 COMMITTEE FINDINGS

4.1 Strategic Planning

4.1.1 The Ministry's Key Result Areas and strategic objectives were aligned with national priorities and the UN Sustainable Development Goals, specifically SDG 8 (Decent Work and Economic Growth) and SDG 12 (Responsible Consumption and Production). The Ministry's strategic plan snapshot indicates that it is prioritising sustainable product innovation, market expansion and investment promotion, as well as improving the sector's domestic and international competitiveness. These initiatives are designed to extend visitor stays, bolster brand equity and revitalise community infrastructure, ultimately driving inclusive and sustainable economic growth.

4.1.2 The Committee noted the need for the Ministry of Tourism and Hospitality Industry to proactively mitigate challenges such as poor road accessibility, limited tourism products and inadequate signage which may hinder the tourism sector's performance. Addressing these challenges would preserve the recently accorded accolades such as the World's Best Country to visit in 2025 by *Forbes Magazine*.

4.2 Resource Planning and Allocation

Figure 1: Resource Allocation by Programme, January - September 2025

	1st Quarter (ZWG)	**2nd Quarter (ZWG)**	**3rd Quarter (ZWG)**
Programme 1	25.1 million (45%)	53.2 million (47%)	31.7 million (43%)
Programme 2	30.4 million (55%)	59.5 million (53%)	41.3 million (57%)

Source: Statutory Reports of the Ministry of Tourism and Hospitality Industry, 2025

4.2.1 The Committee noted that the Ministry of Tourism and Hospitality Industry channeled 43% of the Third Quarter Budget towards Programme 1 ***(Policy and Administration)*** and 57% towards Programme 2 ***(Tourism Development and Promotion)***. The larger portion of the budget went towards Tourism and Development Programme which demonstrates the Ministry's commitment to promoting tourism in the country. The allocation indicates that the Ministry was prioritising the enhancement of tourism infrastructure, product diversification and service quality. This directly addresses challenges cited in the strategic plan such as poor road accessibility, inadequate road signage and the limited range of tourism products and services which were mentioned in the clients' needs analysis.

4.2.2 The budget allocation reflected a deliberate strategy to address existing structural gaps while promoting sustainable growth and enhancing the country's tourism competitiveness and reputation. Loopholes in areas where investors require access to investment information, bankable projects, security of investment and efficient permitting processes were noted and addressed. Tourists require safety and security, value for money, access to reliable tourism information, a clean and healthy environment and timely weather forecasts, advisories, alerts and warnings. However, they face challenges such as poor destination accessibility, inadequate road signage and a limited range of tourism products and services.

4.3 Human Capital

4.3.1 The Ministry reported an approved establishment of 328 personnel, with 176 vacancies which translate to a vacancy rate of approximately over 50%. The ministry received Treasury concurrence to fill six posts but still awaits concurrence to fill the remaining vacant posts as per the approved structure. The Ministry's high vacancy rate limits its ability to execute essential policy, marketing and development functions. It was noted that one of the core departments, Domestic Tourism and Hospitality Department requires a high staff establishment because it serves as the nerve centre of the Ministry's activities catering for domestic marketing, tourism development and provincial officers.

4.3.2 At the technical management, vacancy rate is 59%. This, in turn, compromises the quality and efficiency of service delivery, affecting stakeholders and the public who rely on these services. This has a bearing on market development, industry inspections, tourism product development and bilateral agreement implementation. Such vacant posts hamper the Ministry attainment of tourism markets developed and the facilitation of investment forums which is at the core of tourism growth.

4.3.3 Without a full complement of staff, the Ministry risks compromising the sector's growth trajectory and its reputation with international investors. The Committee observed that in filling of the vacant positions, priority would be given to Tourism Hospitality and Development Programme which is the nerve centre when it comes to driving the ministry's mandate**.** There is need for Treasury intervention in providing concurrence for the remaining vacant posts.

4.4 Expenditure Management

Figure 2: Budget Utilisation by Programme, January - September 2025

Quarter	**Programme**	**Budget (ZWG)**	**Target**	**Actual (ZWG)**
1st Quarter	Programme 1	25.1 million		4.2 million
	Programme 2	30.4 million		12.2 million
2nd Quarter	Programme 1	53.2 million		22.7 million
	Programme 2	59.5 million		60.3 million
3rd Quarter	Programme 1	31.7 million		12.2 million

	Programme 2	41.3 million	86.1 million

4.4.1 Budget utilisation from January to September was 57.5% of the total budget. During the third quarter the Ministry utilised ZiG98.3 million, translating to 135% of the quarter budget, Policy and Administration programme utilised 12.2 million (39%) of the allocated quarter budget. The low utilisation rate may result in little attention given to outcomes of the programme during the period under review.

4.4.2 Programme 2, ***(Tourism development and promotion)*** utilised **ZiG86.1 million** (208%) of the quarter budget. The over-expenditure arose mainly from emergent and approved operational activities undertaken during the period under review. Expenditure was incurred on refurbishment works at Mutare City Sports Club and Mutare Aerodrome and capital expenditure for Zimbabwe Tourism Authority for the *Sanganai/Hlanganani* World Tourism Expo. These activities consumed approximately **ZiG72.9 million** and were critical to support national tourism promotion and hosting obligations. The expenditure was therefore programme-related and not personnel or administrative in nature. The breakdown is as follows;

Figure 3: Expenditure on Refurbishment Works and Capital Transfer

Mutare Sports Club (ZiG)	**Aerodrome (ZiG)**	**Capital transfer (ZiG)**	**Grand Total (ZiG)**
43 180 000.00	6 682 300.00	23 009 300.00	72 871 600.00

4.4.3 The devolution of the *Sanganai/Hlanganani* Expo to Mutare (Manicaland Province) for the first time contributed significantly to the higher spending as it required additional investments in venue preparation and infrastructure development outside the traditional hosting location. This was in line with Government's devolution policy to decentralise and promote equitable tourism development across provinces.

4.4.4 Capital Transfers was allocated **ZiG569 thousand** for the quarter but utilised **ZiG23 million** which translated to 40% of the quarter budget. Capital Transfers (Transfers to Zimbabwe Tourism Authority; ZTA) exceeded the quarter allocation because the majority of the funds were directed towards infrastructure-related works, specifically for the *Sanganai/ Hlanganani* Tourism Expo which was for refurbishments at Mutare City Sports Club, Mutare Aerodrome and for procurement and hiring of tents. These expenditures were undertaken to improve tourism-support infrastructure and were aligned to the Ministry's development and destination-readiness objectives.

4.5 Performance Management

4.5.1 The Ministry reported the achievements it made and successfully met for the quarterly targets under review. The achievements included a high target of international tourist arrivals, domestic trips, international and domestic tourism receipts and 15% progress towards the establishment of the tourism academy. However, there were unmet targets in value of tourism investments and the target for gastronomy and township tourism programmes.

4.5.2 The Ministry provided its achievements made during the third quarter of 2025 as follows:

ACTIVITY	PERFORMANCE TARGET	ACTUAL
International Tourist Arrivals	460 000	490 000
Domestic Trips	4.3 million	4.9 million
International Tourism Receipts	224.7 million	249 million
Domestic Tourism Receipts	137.6 million	160 million
Value in Tourism Investments	468.7 million	433.7 million
Tourism Awareness Campaign Programmes Facilitated	21	21

Gastronomy and Township Tourism Programmes	4	3
Bilateral and Multilateral Agreements	2	1
International Tourism Investments Facilitated	0	3

4.5.3 The Ministry failed to meet its target for facilitating international tourism investment and market development. This was due to financial constraints and escalating foreign travel costs and delayed Treasury concurrence in filling critical vacant posts. Additionally, there is a need for stronger budgetary prioritisation of market development initiatives to ensure adequate staffing and sustained tourism market presence and product diversity. Failure to meet such targets compromises the country's competitiveness in the tourism sector.

4.6 Challenges

It was observed by the Committee that some of the major challenges that affected are as follows:

- Limited equipment such as vehicles, office furniture and ICT hardware and software systems.
- Delayed financial disbursements from Treasury.

- Limited office space to accommodate the structure of the Ministry both at Head Office and provinces.
- The Public Service Commission (PSC) job rationalisation process was further delaying the process of filling vacant posts within the Ministry.

4.7 Progress on Audit Issues

4.7.1 The Ministry had a qualified audit opinion in the 2024 financial year and highlighted the progress it made in addressing the Auditor General's recommendations. The Auditor General had noted that the Ministry did not have a Risk Management Policy and an appointed Risk Management Committee. The Committee was advised that the Ministry now has a draft Disaster Recovery Plan in place which is derived from existing Risk Management Policy. The Ministry had also developed an Information Communication Technology (ICT) Disaster Recovery Plan which establishes a framework for recovery of critical systems and restoration of operations in the event of a disaster.

4.7.2 The Auditor General highlighted that, the Ministry issued travel and subsistence advances and that some officers did not provide evidence of travel for advances. All Travel and Subsistence (T & S) advances and acquittals are subjected to verification prior to approval and payment. Officers are required to acquit previous advances before any subsequent advance is processed. The Ministry has also strengthened its internal control procedures regarding travel and subsistence advances.

5.0 Recommendations

1. The Ministry of Finance, Economic Development and Investment Promotion should timeously release the allocated funds and provide concurrence filling of vacant posts within the Ministry of Tourism and Hospitality Industry.
2. The Public Service Commission should expedite the filling of vacant posts within the Ministry including the filling of ICT vacant posts by 31st December, 2026.
3. The Ministry of Tourism and Hospitality Industry, together with the Ministry of Transport and Infrastructural Development, using a whole of Government approach should work collaboratively with

other ministries, to ensure the improvement of destination accessibility by September, 2026.

4. The Ministry of Tourism and Hospitality Industry should ensure that the Zimbabwe Tourism Fund is ring-fenced towards the promotion and development of tourism products and is incorporated into the proposed Tourism Bill.
5. The Ministry should also provide quarterly updates to the Committee on the progress and effectiveness of the Programme-Based Budget Committee in addressing resource allocation constraints and improving target attainment.

6.0 Conclusion

It is evident that sustainable resource usage may be achieved with regular and constant executive monitoring. Although the Ministry is complimented for providing its quarterly budget performance reports, it is advised that it must do so within the legally mandated timeframes. Therefore, in order to guarantee effective and efficient budget implementation, Parliament must continue to invest in its members' capacity building in budget oversight. Additionally, the recommendation must be fully implemented in order to improve service delivery and the nation's achievement of Vision 2030.

HON. KAMBUZUMA: I move that the debate do now adjourn.

HON. NYANDORO: I second.

Motion put and agreed to.

Debate to resume: Wednesday, 2nd September, 2026.

On the motion of **HON. KAMBUZUMA**, *seconded by* **HON. NYANDORO,** *the House adjourned at Eighteen Minutes past Six o'clock p.m.*