PARLIAMENT OF ZIMBABWE

Thursday, 10th September, 2026

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

PRAYERS

(THE HON. DEPUTY SPEAKER *in the Chair*)

ANNOUNCEMENT BY THE HON. DEPUTY SPEAKER

ZIMSEC AMENDMENT BILL [H. B. 4A, 2025]

THE HON. DEPUTY SPEAKER: I have to inform the House that His Excellency the President has referred back to Parliament the Zimbabwe School Examinations Council Amendment Bill [H. B. 4A, 2025] in terms of Section 131 (6) (b) of the Constitution of Zimbabwe. Accordingly, the Bill shall be recommitted to the Committee of the Whole House.

HON. CHIDUWA: Thank you Madam Speaker. My point of national interest is based on the performance that we are realising with regard to the exportation of beneficiated lithium. I want to commend the clear progress in our lithium sector as reflected in the new export figures that have been published by the MMCZ.

In 2026 to date, Zimbabwe has sold around 816 000 tonnes of lithium concentrates valued at approximately USD1 247 billion, compared with 663 tonnes worth USD 243 million over the same period last year. This represents a 23% increase in volume and a 413% increase in value.

Madam Speaker, this is a strong indication that our export performance is aligning with improved global market pricing. These results are a vote of confidence in our mining operations, export execution and the national effort to position Zimbabwe as a reliable lithium supplier to the world. This is also bringing in valuable foreign currency and supporting economic stability.

The substantial increase in the export value strengthens the case for investing in beneficiation, infrastructure, training and regulatory safeguards that protect national interest and ensure that future growth benefits Zimbabwe as a producer of both raw materials and higher-valued products.

As the august House, let us therefore support decisive implementation of beneficiation so that when the lithium prices fluctuate, our country will be resilient because we have moved up the value chain. There is a need, therefore, to transition from beneficiation to manufacturing so that we produce and export lithium products. I so submit.

HON. MUROMBEDZI: Good afternoon Madam Speaker and thank you for recognising me. On 4th September, 2026, the United Nations General Assembly adopted a resolution declaring 27th November as the International Day for the Elimination of Child Early and Forced Marriages. This is a historic recognition of one of the most urgent violations of girls' rights worldwide.

Every year, 12 million girls are married before the age of 18. That is 23 girls every minute, every two seconds. Child marriage robs girls of education, health, dignity and the right to choose their own future. Zimbabwe is a member of the United Nations and a nation committed to the Sustainable Development Goals must then align itself with this global call.

We must strengthen our laws, budgets as well as our programmes to ensure that no girl in any part of our country is forced into marriage. This day is not just symbolic; it is a demand for concrete action, financing and accountability. It is a reminder that girls are not victims to be pitied but rights holders, leaders and agents of change.

I, therefore, call upon this House to recognise 27th September as a day of national and global recognition, reflecting action against child marriages, building momentum for action and reinforcing the commitment in the SDGs to end child marriage by 2030, commit resources to locally-led initiatives already working to protect girls and ensure our policies confront the gender and socio-economic inequalities that perpetuate this practice. Madam Speaker, together we can end child marriages and we can defend the dignity of every girl child in Zimbabwe. I humbly submit.

HON. JAMES: Thank you Madam Speaker for this opportunity. My point of national interest is surrounded by the concerns of the mining operations in Christmas Pass and Penhalonga Valley, Mutare District. The escalating crisis surrounding mining operations at Christmas Pass and the Penhalonga Valley demands immediate ministerial accountability. Despite formal Government interdicts, operators continue to bypass regulatory oversight directly threatening public infrastructure, environmental safety and human lives. The critical failures across the Mutare District are categorised below by ministerial portfolio.

The Ministry of Mines and Mining Development:

- Defiance of Stop Orders: Contractors at the Christmas Pass site originally cleared for an African University accommodation project transitioned into a large-scale mining operation and ignored official ministerial cease and desist orders.
- Night Operations - mining activities continue under the cover of night in open contempt of legal notices thereby raising urgent questions regarding who is enabling or protecting these illicit operations.
- Unregulated Extraction - Formalisation and enforcement are absent in the Penhalonga Valley where uncontrolled alluvial and artisanal mining remains rampant.

The Ministry of Health and Child Care:

- Spinal Injury Endemic - Mutare Provincial Hospital is recording an unprecedented influx of severe spinal injuries caused by collapsing tunnels and hazardous working conditions in the Penhalonga alluvial fields.

- Lack of Medical Resources - The local provincial hospital lacks the specialised equipment and capacity to treat these catastrophic injuries thus leaving victims without adequate care.
- Corporate Accountability - there is an urgent need for those extracting wealth from these areas to financially support the medical infrastructure and rehabilitation of injured miners.

The Ministry of Environment, Climate and Wildlife:

- Immediate structural threat - High altitude excavation and planned tailing dams on the upper fringes of Christmas Pass pose a catastrophic landslide risk to the low-lying Hillcrest School and Toronto residential areas.
- Ecological degradation - Irresponsible alluvial mining is causing severe land degradation, siltation, chemical pollution and critical environmental waste, showing a total disregard for environmental sustainability…

HON. MATANGIRA: Point of order Madam Speaker Ma'am. When illegal mining is stated as illegal mining, it has to be proved to be illegal. Where is the illegality when I am mining from a river that is African? Gold is also African. Where is the illegality of illegal? There is no illegal mining. Where does the gold go? Is it going to Britain or is it being bought by Fidelity? We have got a policy Madam Speaker Ma'am.

THE HON. DEPUTY SPEAKER: Hon. Matangira, please take your seat. Hon. James please proceed- [HON. MEMBERS: *Inaudible interjections*.]-

HON. JAMES: Thank you Madam Speaker. My formal request for a Ministerial Statement to address this compounding crisis; the House requests the following:

- The Minister of Mines to deliver a Ministerial Statement clarifying who is permitting the continued night-time operations at Christmas Pass and outline the current legal status of mining in Penhalonga.

- The Minister of Health to present a comprehensive report on the exact number of mining-related trauma and spinal injuries passing through Mutare Provincial Hospital alongside an emergency support plan.
- The Minister of Environment to provide an environmental impact assessment detailing the extent of degradation at Christmas Pass and in the Penhalonga Valley and to highlight the immediate mitigation measures protecting Hillcrest School, the Toronto residents and mine workers in the Penhalonga Valley. I so submit. Thank you.

THE HON. DEPUTY SPEAKER: Thank you Hon. James. Your concerns are noted. We will relay your plea to the responsible ministers. Thank you.

*__HON. TAFANANA ZHOU:__ Thank you Madam Speaker Ma'am. My point of privilege is in line with the translation that is done whenever I contribute in this House by *Hansard.* Madam Speaker Ma'am, I will refer you to yesterday's *Hansard,* when a question was asked by Hon. P. Moyo which was in line with the disasters, to say what steps are being taken by the Government. I have the supplementary which I did and the way it was captured in *Hansard* when I contributed, they said ‘what steps can be allocated and set aside per district so that whenever these disasters happen, the funds can be channeled to a local Member of Parliament?’

Madam Speaker Ma'am, I was very clear when I contributed to say the burden was now being channelled to the Members of Parliament if a disaster occurs. They then changed it to say the funds cannot be channelled to the Members of Parliament. I am kindly asking, just like what the Hon. Speaker said, he said that the way translation is being done is not being done the correct way. If it goes out, it will then go viral. So, we are being wrongly quoted in this House. I thank you.

***THE HON. DEPUTY SPEAKER:** Thank you so much. Noted Hon. Zhou, we will sort it out.

HON. HADEBE: I am rising on a point of privilege, Madam Speaker. Thank you very much Madam Speaker…

THE HON. DEPUTY SPEAKER: Why is it that your name was not on the list? I do not have your name here.

HON. HADEBE: Thank you Madam Speaker. I asked a question and when I was reading the *Hansard,* I was captured as S. Tshuma. May that be corrected. I thank you.

MOTION

BUSINESS OF THE HOUSE

HON. TOGAREPI: Thank you Madam Speaker. I move that Orders of the Day Numbers 1 to 13 be stood over until Order Number 14 has been disposed of.

HON. NYANDORO: I second Madam Speaker.

Motion put and agreed to.

MOTION

REPORT OF THE PORTFOLIO COMMITTEE ON WOMEN AFFAIRS, COMMUNITY, SMALL AND MEDIUM ENTERPRISES DEVELOPMENT ON THE BUDGET PERFORMANCE OF THE MINISTRY OF WOMEN AFFAIRS, COMMUNITY, SMALL AND MEDIUM ENTERPRISES

DEVELOPMENT FOR THE THIRD AND FOURTH QUARTERS OF 2025

Fourteenth Order read: Adjourned debate on motion on the Report of the Portfolio Committee on Women Affairs, Community, Small and Medium Enterprises Development on the Budget Performance of the Ministry of Women Affairs, Community, Small and Medium Enterprises Development for the third and fourth Quarters of 2025.

Question again proposed.

HON. MUTANDI: I move the motion standing in my name that this House considers and adopts the report of the Portfolio Committee on Women Affairs, Community, Small and Medium Enterprises Development on the Budget Performance of the Ministry of Women Affairs, Community, Small and Medium Enterprises Development for the third and fourth Quarters of 2025.

HON. MATINENGA: I second.

HON. MUTANDI:

1. INTRODUCTION

In fulfilment of its oversight mandate, the Portfolio Committee on Women Affairs, Community, Small and Medium Enterprises Development examined the Ministry's budget performance for the Third and Fourth Quarters (Q3 and Q4) of 2025. This review was conducted in accordance with Sections 119, 298 and 299 of the Constitution of Zimbabwe as well as Sections 32, 33, 34 and 35 of the Public Finance Management Act [Chapter 22:19]. The Report evaluates the allocation and utilisation of public funds, highlights key achievements and challenges encountered during implementation and assesses progress in advancing women's empowerment, gender mainstreaming and the development of Small and Medium Enterprises (SMEs) and cooperatives.

2.0 OBJECTIVES

a) To assess resource allocation and expenditure management;

b) To evaluate performance against set targets;

c) To identify systemic challenges affecting service delivery; and

d) To provide actionable recommendations to enhance accountability and efficiency.

3.0 METHODOLOGY

This report is informed by oral and written submissions from the Ministry of Women Affairs, Community, Small and Medium Enterprises Development (MoWACSMED) and analysis from the Parliament Budget Office. The oral evidence meeting was held on 08 June 2026.

4.0 COMMITTEE FINDINGS

4.1 Legal and Policy Framework

The Ministry's budgeting and operations are guided by the Constitution of Zimbabwe, particularly Section 3 that promotes the inclusion of women, youth and children in governance; Section 13 that requires equitable national development, with particular attention to women; Section 17 that provides for gender balance and equal access to resources for women; and Section 80 that guarantees women equal opportunities in political, economic and social activities.

The Ministry aligned its Key Result Areas with the Sustainable Development Goals (SDGs) through programmes on women empowerment, gender mainstreaming, community development, SME and cooperative development. These programmes promote gender equality, poverty reduction, decent work, economic growth and sustainable socio-economic development. The Ministry implemented the 2025 SDGs Performance Monitoring Tracking Matrix to track progress. Under SDG 5, it reviewed and launched the National Gender Policy and validated the Broad-Based Women Economic Empowerment Framework. It also conducted gender based violence awareness campaigns that capacitated 1 105 survivors and reached 14 798 people. It further hosted the Seventh Intergenerational Retreat of the African Women Leaders Network to promote women's leadership and conducted dialogues as well as capacity-building workshops on gender responsive budgeting.

4.2 Resource Allocation

4.2.1 Budget Allocation by Programme

The Ministry's 2025 budget stood at approximately ZiG1 056 billion allocated under three programmes as indicated below:

Table1: 2025 Budget Allocation by Programme

Programme	Allocation (ZiG)	Allocation (%)
1. Policy and Administration	359 850 000	34%
2. Women Affairs, Gender Mainstreaming and Community Development	439 070 000	42%
3. Small and Medium Enterprises and Cooperative Development	257 800 000	24%
Total	1 056 720 000	100%

Programme 2 received the largest share of the 2025 budget at 42%, enhancing its capacity to scale up women's initiatives, gender mainstreaming and community empowerment programmes.

However, the Committee observed a significant shift in quarterly allocations. In the third quarter, the largest allocation was skewed towards Programme 1 which received ZiG62 million, representing 66% of the total allocation. This was followed by Programme 2 which received ZiG18.9 million (20%) and Programme 3 which received ZiG13.2 million (14%).

In the fourth quarter, this concentration intensified, with Programme 1 receiving ZiG59.9 million which translated to 73% of the budget allocation while Programme 2 received ZiG12.2 million, translating to 15% and Programme 3 received ZiG9.5 million, translating to 12% of the allocation. The Ministry explained that Programme 1 houses approximately 75% of Ministry staff and the wage bill is accounted for under this programme, which largely explains the disparity.

Additionally, the Ministry held its strategic planning workshop and incurred significant expenditure on procurement of furniture as well as equipment for the newly appointed Deputy Minister in December 2025, further contributing to the allocation skew.

4.2.2 Economic Classification

The 2025 quarterly budget allocation by economic classification is shown below:

Table2: Q3 and Q4 Budget Allocation by Economic Classification

Economic Classification	Q3 Allocation (ZiG)	Q3 Allocation (%)	Q4 Allocation (ZiG)	Q4 Allocation (%)
Compensation of Employees	60,070,000	64%	59 190 000	72%
Goods and Services	34,230,000	36%	22 650 000	28%
Current grants	0	0%	0	0%
Acquisition of nonfinancial assets	0	0%	0	0%
Acquisition of financial assets	0	0%	0	0%

Compensation of employees increased from 64% in Q3 to 72% in Q4. The Ministry reported that this increase was driven by the 13th cheque (bonus for junior officers) paid in November and December 2025. The remaining 28% in Q4 was directed towards Goods and Services, reflecting a decrease from 36% allocated in the previous quarter.

The Committee noted that the allocation pattern reflected a wage-heavy budget structure, with no provision for capital formation or current transfers in either quarter. The Ministry acknowledged that its allocated budget which accounted for 0.3% of the total national budget, did not match its broad mandate covering women's empowerment, gender mainstreaming, community development, SME and cooperative development.

4.3 Human Resources

The Ministry reported an authorised human resources establishment of 2 364. The vacancy situation was reported as follows:

Table3 :Human Resources Vacancy Analysis

Quarter	Vacancies	Vacancy Rate
Q3 2025	689	29%
Q4 2025	637	27%

The number of vacancies decreased from the 689 reported in the previous quarter to 637, with the Ministry filling 54 posts during the fourth quarter. However, the vacancy rate remained high, largely due to Treasury Circular No. 10 of 2025 which restricted ministries, departments and agencies (MDAs) from recruiting additional staff, except for critical positions in the health, education and security sectors.

The high vacancy rate was particularly evident in the Community Empowerment Department which lacked 415 Ward Empowerment Officers and the 70 Business Development Officers. At senior management level, the Ministry also had vacancies for three Directors and 11 Deputy Directors. These staffing gaps reduced programme coverage, delayed implementation, weakened monitoring and evaluation, increased staff workload, limited stakeholder engagement, as well as slowed policy formulation and decision-making. Consequently, the Ministry's capacity to effectively deliver its mandate and achieve national development priorities was significantly constrained.

In order to address the high attrition rate among District Development Officers also known as Ward Empowerment Officers, the Ministry adopted several measures, including recruiting candidates with a minimum of five Ordinary Level passes as graduates often leave for better employment opportunities. In addition, the Ministry planned to provide training opportunities and tools of trade to enhance job performance and improve staff retention.

The Ministry shared its gender employment distribution as at 31 May 2026, as follows: Table 4: Gender Employment Distribution

Level	Total Establishment	Men	Women	Women as %
Ministers	3	1	2	67%
Secretaries/Equivalent Grades	1	0	1	100%
Chief Directors	2	1	1	50%
Directors	10	4	6	63%
Deputy Directors	12	7	5	40%
Technical Staff	2,077	706	863	55%
Support Staff	300	93	109	54%
Total	2,405	816	989	55%

The Ministry demonstrated adherence to the National Gender Policy through its gender-balanced employment profile as at 31 May 2026. Women constituted 55% of the workforce, accounting for 989 employees compared to 816 men. Women were well represented in senior leadership positions, comprising 67% of Ministers, 100% of Permanent Secretaries/Equivalent Grades, 63% of Directors and 50% of Chief Directors. However, female representation remained lower at the Deputy Director level, where women accounted for 40% of positions.

4.4 Disbursements

In the third and fourth quarters, cumulative disbursements exceeded the planned quarterly targets by approximately ZiG137.26 million, representing 78%. Treasury disbursed ZiG313.4 million against a target of ZiG176.14 million. This was mainly because Treasury sought to compensate for the low releases recorded during the first and second quarters. Although the Ministry's cash flow projections anticipated that a significant share of the annual budget would be disbursed in the first half of the year, only 25% of the planned funding was released during that period.

In Q3, Treasury disbursed ZiG130.01 million against a target of ZiG94.30 million, exceeding the target by approximately 38%. The additional funding was intended to offset the shortfalls recorded in the first and second quarters. In Q4, disbursements increased from a target of ZiG81.84 million to ZiG183.39 million, exceeding the target by 124%. This sharp increase resulted from the release of funds that had been planned for the first and second quarters but were only made available in the final quarter. Major releases included ZiG36 million for the Women's Microfinance Bank, ZiG12.9 million for SMEDCO, ZiG6 million for furniture and equipment procurement, and thirteenth cheque bonus payments.

4.5 Funding Support from Alternative Sources.

The Ministry reported that it received USD47 100 98 in foreign currency from development partners during the 2025 fiscal year. The funding included USD318 607.52 from United Nations Population Fund (UNFPA), comprising support for gender based violence prevention and response and the Commission on the Status of Women 2025. UN Women contributed USD68 512 52 for the African Women Leaders Network while POTRAZ donated desktop computers valued at USD64 800 00.

Other partners supported the commemorations of the International Women's Day, the launch of the National Gender Policy and the SADC Ministers of Gender and Women Affairs Meeting. The Ministry utilised USD406 130 50, while the remaining balance of USD72 970 48 was rolled over to 2026. The partner support was critical in sustaining the Ministry's gender equality and gender based violence interventions despite resource constraints.

4.6 Expenditure Management

4.6.1 Quarterly Utilisation

Table5: Q3 and Q4 Expenditure Overview

Quarter	Quarter Target (ZiG)	Actual Utilisation (ZiG)	Utilisation (% of target)
Q3	94 million	157.08 million	167%
Quarter	Quarter Target (ZiG)	Actual Utilisation (ZiG)	Utilisation (% of target)
Q4	82 million	175.47 million	214%

In both quarters, all programmes utilised more than the estimated quarter targets. The Ministry reported that the over-expenditure was largely attributable to delayed releases of funds from Treasury from previous quarters, which were then released and expended in the third and fourth quarters.

Table 6: Programme-Specific Expenditure (Q4, 2025)

Programme	Q4 Target (ZiG)	Q4 Utilisation (ZiG)	Utilisation (% of target)
Programme 1 (Policy and administration)	59 990 000	92 480 000	54%
Programme 2 Women Affairs, Community, Small and Medium Enterprises Development	12 280 000	57 610 000	469%
Programme 3 SME Cooperative and Development	9 570 000	25 380 000	265%

Programme 2 recorded the highest variance, spending nearly five times the planned budget, primarily due to capital transfers to the Zimbabwe Women's Microfinance Bank and the Zimbabwe

Community Development Fund that were carried forward from prior quarters.

4.6.2 Cumulative Utilisation (January to December 2025)

Table7: Cumulative Budget Utilisation by Programme, 2025

Programme	Annual Budget (ZiG)	Cumulative Utilisation (ZiG)	Utilisation (% of budget)
Prog 1	359 850 000	301 770 000	84%
Prog 2	439,070,000	294 730 000	67%
Prog 3	257 800 000	136 070 000	53%
Total	1 056 720 000	732 570 000	69%

The Committee noted with concern that overall cumulative budget utilisation was moderate at 69% of the approved budget, indicating that approximately 31% of allocated resources were not utilised by the end of the 2025 fiscal year. Programme 3 recorded the lowest utilisation rate at 53%, with almost ZiG121.73 million (47%) of the budget not utilised. Given the strategic importance of SMEs in employment creation and economic growth, the low budget utilisation reduces the Ministry's impact in promoting entrepreneurship and supporting small business development.

Programme 2 recorded significant under-expenditure of nearly ZiG144.34 million, affecting the implementation of women empowerment, community development, livelihood and capacity building programmes for women and vulnerable groups.

The Ministry attributed the under-expenditure to limited releases by Treasury coupled with lack of actual cash support from the Accountant General Department for released funds. The Ministry was continuously engaging the Ministry of Finance, Economic Development and Investment Promotion Budgets Section and the Accountant General Department on the need to timeously release funding.

4.6.3 Expenditure by Economic Classification

Table 8: Q4, 2025 Budget Utilisation by Economic Classification

Economic Classification	Q4 Target (ZiG)	Q4 Utilisation (ZiG)	Utilisation (% of target)
Compensation of Employees	59 190 000	77 450 000	131%
Use of goods and services	22 650 000	31 100 000	137%
Capital grants	-	0	0%
Acquisition of non-financial assets	Not budgeted	13 600 000	-
Acquisition of financial assets	Not budgeted	53 320 000	-

Compensation of employees exceeded the planned target by approximately 31%, which the Ministry reported was due to the Presidential bonus awarded to civil servants. The Committee noted that there was no expenditure on Capital Grants during the fourth quarter, raising concerns regarding the implementation capacity of agencies such as SMEDCO and the Zimbabwe Women's Microfinance Bank. The Ministry reported there was no cash release for capital grants in that quarter.

The Committee also noted with concern the expenditure of ZiG53.32 million on the acquisition of financial assets, which had not been budgeted for, as this could weaken accountability and reduce resources available for planned activities. The Ministry explained that the expenditure had been planned and was originally scheduled for Treasury release in the first half of the year. However, the funds were only disbursed in the fourth quarter.

4.7 Performance Management

The Ministry demonstrated strong performance in the fourth quarter across several key indicators:

Table 9: Q4, 2025 Targets vs Achievements (Selected Indicators)

Indicator	Q4 Target	Q4 Achievement	Status
Women trained on entrepreneurship, technical and social skills	15 000	48 263	Exceeded
Women exposed to markets	2 400	6 683	Exceeded
Women empowerment clubs capacitated	50	665	Exceeded
GBV and child marriages awareness campaigns	1 250	11 782	Exceeded
GBV coordination programmes	24	29	Exceeded
Drug and substance awareness campaigns	59	1 340	Exceeded
Family cohesion dialogues	59	678	Exceeded
Community climate resilience projects	34	346	Exceeded
SMEs and cooperatives trained	10,000	13 289	Exceeded
Cooperatives registered	50	125	Exceeded

The Committee noted that the reported outputs indicated extreme over-performance relative to set targets, both quarterly and cumulatively. While this may suggest strong implementation capacity, the magnitude of the variance raises serious concerns regarding target setting. The Ministry explained that drug and substance abuse awareness and family cohesion programmes were new programmes included in its Strategic Plan starting 2025 and targets were set at manageable figures to provide a baseline. The Ministry had since set 2026 targets at 5 000 drug and substance abuse awareness campaigns and 1 200 family cohesion dialogues.

The Ministry further reported that training programmes reached beneficiaries across all ten provinces. A total of 6 839 participants were trained in sanitary wear production, with the highest participation recorded in Manicaland, Mashonaland Central and Mashonaland West. The programme improved menstrual hygiene and school retention for girls.

In addition, 2 648 participants were trained in garment manufacturing to promote self-employment and income generation. The Ministry also trained 42 641 micro, small and medium enterprise operators in business management to enhance business skills, formalisation and access to finance.

A further 23 954 cooperative members received cooperative management training to strengthen governance and sustainability. The programmes improved livelihoods, created employment opportunities and supported local economic development. However, there was a need to conduct follow-up impact assessments to measure long-term outcomes.

On the other hand, the Ministry reported that it did not achieve several key targets. This was due to inadequate budget allocations and delays in Treasury disbursements. Affected areas included support for women's and the community, SME and cooperative projects. Other affected areas were the establishment of a safe market in Chinhoyi and cooperative structures. The implementation of gender equality and GBV programmes as well as the construction work at Golden Vale and the National Training Centre for Rural Women were also affected. These funding constraints disrupted programme delivery, stakeholder engagement and infrastructure development.

4.8 Website Accessibility

During the analysis of the Q3 report, the Committee noted that the Ministry’s website was not operational, although it had been functional in the previous quarter. By the time of the Q4 analysis, the website had been restored, a development commended by the Committee. The Ministry attributed the downtime to server challenges associated with the Government Internet Service Provider (GISP) and explained that it was developing a more user-friendly website with enhanced accessibility, real-time updates and integrated communication features.

The Committee recommends that the Ministry regularly publish information on projects, funding allocations, beneficiaries and success stories to enhance transparency, accountability and the visibility of women-owned and small to medium enterprises.

4.9 Audit Issues

4.9.1 Small and Medium Enterprises Revolving Fund (2022 and 2023)

The Auditor-General raised concerns over the Fund’s sustainability, citing unpaid loans advanced to SMEDCO, a growing debtors’ balance, a prolonged bank overdraft and discrepancies in debtor records. In response, the Ministry reported that SMEDCO had requested the conversion of the outstanding debt into equity and that Treasury approval was being sought. The Ministry further advised that the bank overdraft was written off in April 2024 and that the account was no longer overdrawn.

4.9. 2 Women's Development Fund (2023)

Weaknesses were identified in asset management, financial controls and debt recovery, including unrecorded assets, procurement undertaken without Treasury approval, a missing payment voucher and outstanding receivables from beneficiaries.

In response, the Ministry explained that the asset register had been updated, the missing voucher was located and made available for audit inspection, follow-ups on outstanding debts were ongoing and measures had been implemented to ensure Treasury approval is obtained for future advances in compliance with the Public Finance Management framework.

4.9. 3 Zimbabwe Community Development Fund (2021, 2022 and 2023)

There were weaknesses reported in the Fund's financial management, including unsupported loans, the absence of an approved Accounting Procedures Manual, reliance on a manual accounting system, inadequate payment voucher controls and omissions in the asset register. The Ministry reported that loan files had been reviewed, a loan disbursement checklist introduced, a Draft Accounting Procedures Manual submitted for Treasury approval, and efforts initiated to integrate the Fund into the Public Finance Management System (PFMS).

The Ministry further reported that the asset register had been updated, a physical verification exercise conducted and an Asset Officer appointed to strengthen asset management and accountability.

5.0 COMMITTEE OBSERVATIONS AND RECOMMENDATIONS

In light of the above, the Committee made the following observations and recommendations;

a) **Persistent Staff Vacancies Affecting Service Delivery**

Observation: The Committee noted with concern that the Ministry's vacancy rate remained high at approximately 27% by the end of the fourth quarter, significantly affecting service delivery, particularly at the district level. The shortage of District Development Officers, high staff attrition due to inadequate tools of trade and recruitment restrictions under Treasury Circular No. 10 of 2025 worsened the situation.

Recommendation: The Committee recommends that the Ministry of Finance, Economic Development and Investment Promotion should grant a waiver to Treasury Circular No. 10 of 2025 to enable the Ministry to fill critical vacant posts.

The Ministry should prioritise the recruitment of District Development Officers and the provision of essential tools of trade, including motorbikes by 31 December 2026 to improve service delivery and reduce staff attrition.

b) **Delayed Treasury Releases Affecting Budget Implementation**

Observation: The Ministry experienced irregular disbursements of funds during the year. Most affected areas were Programmes 2 and 3, including support for women's, community, SME and cooperative projects; the establishment of a safe market in Chinhoyi and cooperative structures; the implementation of gender equality and GBV programmes; as well as construction work at Golden Vale and the National Training Centre for Rural Women. This affected service delivery by the Ministry.

Recommendation: The Ministry of Finance, Economic Development and Investment Promotion should release quarterly budget allocations in accordance with the approved cash flow plan for the recipient Ministry beginning with the 2026 financial year to facilitate timely implementation of planned activities and improve service delivery.

c) **Underfunding of Core Service Delivery Programmes**

Observation: Resource allocation was skewed towards Programme 1 and as a result key areas such as women empowerment, community development, SME and cooperative development activities which directly benefit the public especially women were not being prioritised by the Ministry.

Recommendation: The Ministry should, during the 2027 budget formulation process, submit a budget proposal that allocates a greater proportion of resources to Programmes 2 and 3 to ensure adequate financing of its core service delivery mandate.

d) **Outstanding Auditor General Findings**

Observation: The Ministry continues to face unresolved audit issues, particularly regarding the SMEDCO Revolving Fund (ZiG$7 87 billion in outstanding loans), the Women's Development Fund (asset registration, Treasury approvals) and the Zimbabwe Community Development Fund (accounting systems, asset registers).

Recommendation: The Ministry should expedite the resolution of all outstanding Auditor General issues, including:

- Finalising the debt-to-equity conversion for SMEDCO with Treasury approval by December 2026;
- Completing the migration of the Zimbabwe Community Development Fund to PFMS by December 2026;
- Ensuring all assets are properly recorded in asset registers by January 2027; and
- Submitting quarterly progress reports to the Committee on the resolution of audit findings.

e) **Unrealistic Target Setting**

Observation: The Committee observed that the Ministry reported exceeding its quarterly performance targets for nearly all key indicators by significant margins. For example, the target for training women in entrepreneurial skills was exceeded by 322%. This exceptional over-performance, while positive, indicated that the quarterly targets were not set at realistic levels, thereby undermining accurate performance measurement and resource planning.

Recommendation: The Ministry should ensure that, from the 2026 financial year onwards, all quarterly and annual performance targets are established using historical data and evidence-based methodologies that accurately reflect implementation capacity.

6.0 **CONCLUSION**

The Committee commends the Ministry for submitting its third and fourth quarter budget performance reports within the statutory timelines, reflecting a commitment to transparency and accountability. However, the Committee remains concerned about the significant under-expenditure in key programmes, high vacancy rates, unresolved Auditor General findings and unrealistic target-setting practices. The Ministry is urged to address all outstanding audit issues, particularly those relating to SMEDCO and the Development Funds, to ensure efficient, transparent, and accountable use of public funds in support of Vision 2030 and the National Development Strategy.

HON. MATINENGA: Thank you Hon. Speaker Ma'am for the opportunity. I rise to second the motion moved by Hon. Mutandi, the Chairperson of the Portfolio Committee on Women Affairs, Community, Small and Medium Enterprises Development on the Report of the Committee's inquiry into the Ministry's budget performance for the third and fourth quarters of 2025. Having listened attentively to the Chairperson's presentation, I associate myself fully with the findings, observations and recommendations contained in the report. I rise therefore, not merely to lend my support to the motion but to emphasise why the issues raised by the Committee matter to the lives and livelihoods of women and communities across Zimbabwe.

Allow me to commend the Committee for the rigor, diligence and constructive manner in which it discharged its oversight mandate. The report before this House is more than an account of expenditure. It provides an important assessment of whether the resources entrusted to the Ministry are being translated into meaningful programmes and tangible outcomes for the people it serves. In that regard, the report serves both as a scorecard of performance and a roadmap for strengthening the Ministry's capacity to deliver on its mandates.

Hon. Speaker Ma’am, a budget is never simply an accounting instrument. It is a reflection of our national priorities and ultimately, of the outcomes we are prepared to invest in. It is therefore important that we look beyond the figures and ask what the current allocation of resources means in practical terms for women, communities and small and medium enterprises.

To buttress what the Hon. Chair said, the Committee's findings raise legitimate concerns in this regard of the total budget of ZiG1.056 billion and as much as 73% in certain quarters was absorbed by Programme 1. This left Programmes 2 and 3 which carry much of the Ministry's development mandates in community empowerment and SME development with comparatively limited resources. This imbalance warrants serious reflection.

While administration is necessary for any institution to function, administrative expenditure should not cloud out the programmes through which the Ministry delivers its core mandates. When the greater proportion of available resources is concentrated on administration, there is risk that the Ministry becomes better equipped to sustain its institutional machinery than to reach the women and communities for whom the machinery exists. I, therefore, support the Committee's recommendation that Treasury and the Ministry work together to deliberately rebalance budgetary allocation towards development programmes. Our budgeting must ensure that resources follow priorities, particularly programmes that directly improve livelihoods, strengthen women's economic participation and empower communities. Closely linked to the question of financial resources is the question of human capacity. However, no policy well-conceived or adequately funded can be effectively implemented without the personnel required to take it from policy documents to communities.

The report's findings of a 27% vacant rate, particularly among ward empowerment officers and business development officers is therefore a matter of considerable concern. The officers are not merely administrative personnel. They are the critical link between the Ministry's policies and the women's entrepreneurs and community groups who are expected to benefit from them. A policy designed in Harare has little meaning to a woman in Mudzi, Binga, Chipinge, Buhera, Lupane, Tsholotsho and all over if there is no adequate resource officer on the ground to facilitate its implementation.

HON. TAFANANA ZHOU: Point of order. I just want to seek clarification from the Hon. Member, is it Rupane or Lupani?

THE HON. DEPUTY SPEAKER: Hon. Zhou, you are out of order.

HON. MATINENGA: It is in this context that I support the Committee's recommendation for a waiver to Treasury Circular No. 10 of 2025 to facilitate the filling of these critical vacancies. We cannot expect the Ministry to meet ambitious empowerment targets while simultaneously constraining the human resources necessary to deliver them. While obstacles remain, the Ministry can take pride of the fact that women constitute 55% of its workforce, a milestone that reflects meaningful strides towards gender equality at the institutional level. However, the immediate challenge is to ensure that the Ministry retains and adequately supports its personnel, particularly those working at district and community level. Improved incentives, career development opportunities and conditions of service will be important in addressing attrition and strengthening service delivery.

The Committee's examination of financial management also deserves the attention of this House. The Ministry operated under considerable pressure during the period under review. The reported over-expenditure in the third and fourth quarters appears to have been largely associated with delays in Treasury displacements rather than deliberate fiscal indiscipline by the Ministry. The distinction is important. Oversight must hold institutions accountable but it must also recognise circumstances arising from weaknesses elsewhere in the public financial management chain. We must move away from a system in which ministries are compelled to respond to funding uncertainties and towards one in which programmes are supported by predictable resources that enable effective planning, implementation and monitoring.

More importantly, the unresolved findings of the Auditor General, particularly those relating to SMEDCO and the development funds cannot be dismissed as routine administrative matters. These funds are intended to support economic empowerment and entrepreneurship among women. Therefore, any weaknesses in their management have direct implications for public confidence and for the beneficiaries whose livelihoods depend on access to these resources. Proper accountability should not be viewed as an obstacle to empowerment. Rather, accountability is what protects empowerment programmes from leakages, strengthens public confidence and ensures that resources reach their intended beneficiaries.

Despite challenges, it is equally important that we recognise the progress made by the Ministry during the period under review. The reported achievements are significant. They have been mentioned by the Chairperson. I will not repeat the figures but behind the figure of 48 263, women are individuals who have acquired skills that can contribute to household incomes and economic independence. Behind the thousands of GBV awareness campaigns are communities that have been given information that can contribute to preventing violence and protecting women and girls. This demonstrates that the Ministry's work in areas such as sanitaryware production, garment manufacturing, entrepreneurship development and gender-based violence prevention is therefore not peripheral to national development. It is central to it.

Effective oversight requires us to look beyond the headline achievements and examine whether our targets accurately reflect the scale of the work required. The Committee is therefore right to raise concerns where actual performance exceeded targets by margins of more than 300%. While exceeding targets is commendable, such significant variances may also indicate that the original targets were set too conservatively. This matters because targets are not merely numbers for reporting purposes. They influence budgeting, resource allocation, staffing and programme planning. If targets are set too low, we risk creating an inaccurate picture of programme needs and institutional performance. Going forward, target setting should therefore be based on reliable baseline information, evidence of demand and available institutional capacity in the actual needs of communities. Our performance indicators should challenge institutions to deliver more, while remaining realistic enough to support meaningful planning and accountability.

Ultimately, the purpose of the Ministry is not to produce impressive statistics. Its purpose is to change lives. Similarly, behind every entrepreneurship training is a woman seeking an opportunity to earn an income and support a family. Behind every empowerment club is a group of citizens seeking greater economic security and collective strength. Behind every GBV awareness campaign is a community that must be equipped to prevent violence, support survivors and challenge harmful social norms. This is why the question of adequate funding and institutional capacity cannot be treated as an internal administrative matter. When programmes are underfunded, when critical posts remain vacant or when funding is unpredictable, the consequences are ultimately borne by the women and communities who depend on these interventions. A Ministry that is inadequately resourced cannot deliver the scale of transformation that our national development aspirations demand. Madam Speaker, if we are serious about achieving the objectives of Vision 2030, then empowering women must be reflected, not only in our policies and speeches but also in the resources we commit to their implementation.

In conclusion, in seconding this motion, I wish to emphasise that the Committee's report strikes an important balance. It recognises the Ministry's achievements while drawing attention to the institutional and financial challenges that continue to constrain its effectiveness. It neither seeks to condemn the Ministry nor to overlook its shortcomings, instead it provides this House with an opportunity to strengthen an institution whose mandate is critical in inclusive development. The test of a budget is ultimately not how much has been allocated or spent but what that expenditure has enabled us to achieve in the lives of our people.

Our responsibility, therefore, is to ensure that every dollar allocated to this Ministry is translated into greater opportunity, stronger livelihoods, safer communities and greater economic independence for women. I, therefore, support the Committee's Report and urge this House to adopt the recommendation. I thank you Madam Speaker – [HON. MEMBERS: *Hear, hear.*] –

HON. TOGAREPI: Madam Speaker, I move that debate do not adjourn.

HON. NYANDORO: I second.

Motion put and agreed to.

Debate to resume: Tuesday, 29th September, 2026.

MOTION

BUSINESS OF THE HOUSE

HON. TOGAREPI: I move that all other Orders of the Day be stood over until Order of the Day, Number 26 has been disposed of.

HON. NYANDORO: I second.

Motion put and agreed to.

MOTION

REPORT OF THE PORTFOLIO COMMITTEE ON INDUSTRY AND COMMERCE ON THE FERTILIZER VALUE CHAIN

Twenty-Sixth Order read: Adjourned debate on motion on the report of the Portfolio Committee on Industry and Commerce on the Fertilizer value chain.

Question again proposed.

HON. MURINGAZUVA: Good afternoon Madam Speaker. Thank you for this opportunity. The fertilizer value chain, like any other value chain, has got its own glossary of terms, which I believe I must demystify or define before I proceed with my debate. I must bring the House to speed with the terminology that is used in the fertilizer value chain so that we avoid confusion.

I will just give layman's definitions of each and every term that is in this particular value chain. Before I proceed, we must understand that the fertilizer value chain has two different value chains. The basal fertilizer value chain is not in any way attached to the top-dressing value chain. That is the production of ammonium nitrate, that is, the top-dressing value chain and other specialist fertilizers like potassium nitrate is totally separated and alienated from the basal fertilizer value chain. By basal fertilizer, I mean the compound fertilizers like our Compound B, Compound C, Compound D, the ones that are used on the basis of the plant. Now, about four words kept on popping up in the report and these words are flotation, acidulation, granulation and blending. For us to understand my debate and any other debates as far as production is concerned, we must understand what these words mean.

Flotation: We have one source in this country of phosphate rock and that is at Dorowa. When that rock is extracted, the rock is processed at ZimPhos, here in Msasa. Before it comes here, we extract the concentration of phosphate and that process is called flotation because it actually involves water. It is literal meaning of flotation. It is floated, it is a water-intensive process whereby the rock is taken out. The rock is extracted from the ground, crushed into fine particles and from those fine particles the rock is treated with water in a water tank. This is from a layman's explanation. Then what floats on top is what is skimmed off by an industrial skimmer. That is, what is skimmed off now is dried. It forms a powder and that is the powder that is taken to ZimPhos Msasa. That process is called flotation; we take the bubbles.

At ZimPhos Msasa, we come to another word that is called acidulation. Acidulation is a process in which the rock is reacted with sulfuric acid. We must understand that our rock from Dorowa is not the same. It has a big disadvantage. We have rocks from Morocco. The largest producer of compound fertilizer in Africa is Morocco. Morocco has got a sedimentary rock. When you crush a sedimentary rock, you can immediately apply it to the soil and the plants can absorb it. Unfortunately for us in Zimbabwe, our rock is ignimbrite rock. No matter how much you crush it, you cannot apply it to the plant. The plant cannot absorb it, it is not water-soluble. It has to be treated by an acid and that process is called acidulation. It is done here at Msasa. It is a very acid-intensive process to break down the rock so that it is absorbable by the plant. I will come back to the issue of acidulation again.

Now, when it is treated, that powder, because I said it is ground first, the powder that comes out now is called the single superphosphate. Single superphosphate (SSP), that is the powder but in its powder form, it cannot be applied to plants for handling purposes. It has to be granulated, to be made into little granules so that the farmers can handle it. It undergoes a process called granulation. It goes through a machine which is a metal drum called the granulator. There, it comes out as little granules, the granules that we see in our fertilizers. We must understand that when it goes through granulation, it is pure single superphosphate. It is just phosphate but for us to have a bag of fertilizer that is applicable to the plants, it must contain NPK, which is nitrogen, phosphorus and potassium. That single superphosphate has to be taken in its granular form, has to undergo another process called blending and there are special machines that mix the granules and they are called the blenders.

It is a computerised machine which has got about four bins on it. One bin contains ammonia or uranium, just remember that NPK is nitrogen, phosphorus and potassium. The other bin is going to contain our single superphosphate in its granular form. The third bin, depending on which compound we are making, if we are making compound D, a cereal fertilizer, we are going to use muriate of potash in that bin. If we are making a water culture fertilizer or a tobacco fertilizer, we are going to use sulphate of potash. The fourth bin is going to contain what we call the filler. The filler is the bulker, so that the farmers can handle it.

You see, if you were to take the 7-14-7 which is written on the bag, the fertilizer bag would be smaller. So, we have to put the bulker and mix it with the filler so that it can be handled by the farmer easily. You can put it in your planter; you can apply it with your cups, *etcetera*. Having said this, it brings me back again to the issue of acidulation. Why is it important? Acidulation involves sulphuric acid. In sulphuric acid, you require 340 kgs to 400 kgs of sulphuric acid per tonne of single superphosphate. Now, 340 kgs to 400 kgs of sulphuric acid per tonne of single superphosphate, what does this mean? It means that as a nation, we are going to need a very strong source of sulphuric acid. Remember, we are talking about producing 400 000 metric tonnes of fertilizer at full capacity and 40% of that has to be sulphuric acid. Every tonne of single superphosphate comprises 600 kgs of SSP, single superphosphate. It contains 370 kgs of sulphuric acid and 30 kgs of water. Hence, 40% of every metric tonne we produce has to be sulphuric acid, which brings us back to the question of where we are getting our sulphuric acid from? In 2010, we decommissioned our sulphuric acid plant at Zimphos.

The whole point of this report and whatever it is we are doing is that we are trying to create a sovereign value chain that is free from external affliction and global shocks. So, basically what we are saying here is that if we can get our single superphosphate here and we still import the sulphuric acid, how independent is our value chain? We cannot have an independent value chain without a strong source of sulphuric acid. Attempts over the years, according to the report and what we have read from the papers and everything have been made to revive the sulphuric acid plant there, it closed because it had become maintenance-intensive. The equipment was obsolete and things like that. However, no significant investment has been made in sulphuric acid. I would therefore, like to recommend that we desist from further investing in the sulphuric acid plant. Why am I saying so? We visited ZimPlats and thanks to our Second Republic's mantra that Zimbabwe is open for business and the issue of beneficiation. At Zimphos, before we started using our own BMR, which is the Base

Mineral Refinery here in Zimbabwe, we used to take platinum ore outside the country. When it got outside the country in Rustenburg or wherever it is, they would process, extract the platinum and then you know what they did? They processed the impurities and produced sulphuric acid which we imported and paid for as a country and which we have been paying for since 2010. So, now because of this beneficiation issue, ZimPlats is now producing and is going to be producing 100 000 metric tonnes of sulphuric acid per year. Currently, we consume only 40 000 metric tonnes but at full capacity, we are going to require about 100 000 to 200 000 metric tonnes. We need not worry because there is yet another Chinese company that has invested 200 million in sulphuric acid production. My argument is that Zimphos must concentrate on single superphosphate production, SSP and not just, that but also concentrate on tripling superphosphate and leave out the sulphuric because we cannot have Zimphos having its fingers on too many pies. This is what is causing all these inefficiencies.

Madam Speaker, I spoke about acidulation which is very important to me because you must understand that in this country, we have got only one source of phosphate rock and that is Dorowa. We have got about 12, 13 or 14 companies. We visited all of them and all of them can granulate. They can blend but they cannot acidulate. They cannot extract and float. What I am saying here is that for Zimphos, in Dorowa to reach maximum production, it must concentrate on flotation to acidulation. This must be their co-mandate. Whatever they do after that, we are not worried because in Zimbabwe we have got Sunray, Omnia, NuFert, Nutrimaster, ZFC, Superfert, Windmill and GNW. All these companies are prepared to take the single superphosphate from Zimphos. It is like Baker's Inn which produces one million loaves of bread a day. Who is worried if a Baker's Inn outlet is no longer selling bread when we have got bread in the tuckshops? Their bread is all over the place. Are we going to say we are going hungry because the Baker's Inn outlet next to Chicken Inn is closed?

As long as ZimPhos can give us the single superphosphate, our independent companies can take up that SSP and granulate it, blend and distribute it. ZimPhos must focus on flotation and acidulation. From there, it is no longer their problem. Once they concentrate on this, I believe that all this money they want to put on sulfuric acid plants or granulators, they must take that money and buy graders, buy front loaders and triple, double or quadruple the production at Dorowa. This is the only way we are going to achieve an independent value chain. Of course, it cannot be totally independent because you must understand this is an NPK. There is the issue of potassium.

Africa has only three sources of potassium. Morocco, Ethiopia and the Republic of Congo, not to be confused with DRC. These are the only sources of potassium. So, either way, we are still going to need an importation.

We must understand Madam Speaker, the dangers of the companies that I mentioned here at the moment in this discussion. The eight or ten companies that I spoke about here…

HON. MAKUMIRE: Madam Speaker, we are in this House to debate the reports, not to try and explain the process.

THE TEMPORARY SPEAKER (HON. MUGOMO): You are out of order Hon. Makumire.

HON. MAKUMIRE: No, we have got a report that has got recommendations and findings of the Committee. That is what we need to do. The Hon. Member must debate the report.

THE TEMPORARY SPEAKER: You are out of order Hon. Makumire. Hon. Muringazuva, you may proceed.

HON. MURINGAZUVA: Now I am distracted. Anyway, Madam Speaker, everything I am reporting here is in the report. If one does not see anything that is in the report, they are free to say so, but what I am basically saying here is, we do not need further ZimPhos - [HON. MEMBERS: *Inaudible interjections.*]- We must concentrate because we must understand and it is very dangerous if we do not remember all these companies I spoke about. All of them are importing what is called mono-ammonium phosphate in place of single superphosphate that we are supposed to be producing. The problem here is one and this has happened before.

The first time we had the Ukrainian-Russian war, a bag of fertiliser went from $18 to $75 overnight. This time, the lending price at Beira Corridor for this mono-ammonium phosphate which they are using in place of the super single phosphate was around $600 per metric tonne. Now it is around $100. It has doubled and this is not our fertiliser. If Dorowa was fully functional, this was not going to impact the price of fertiliser for the farmers and the consumers. So, it is critical and we must revive Dorowa. We revive Dorowa for acidulation. Whatever happens there will take care of itself. I so submit.

HON. TSVANGIRAI: Madam Speaker, can I postpone and debate later? Thank you.

HON. KANGAUSARU: Thank you Madam Speaker Ma'am. Greetings from Hurungwe. I thought it prudent and wise for me to add my voice, although I am not in the Committee of Industry and Commerce. I have a few remarks and key points that I need to add. I rise to support the Report of the Portfolio Committee on Industry and Commerce on the fertiliser of value chain. The report raises an important concern. Zimbabwe has the capacity to produce enough fertiliser, yet we continue to spend large amounts of foreign currency in importing it.

Between 2018 Madam Speaker and 2024, Zimbabwe spent about 2.11 billion on fertiliser imports. Despite having installed production capacity of about two million tonnes per year against the national demand of about 780,000 tonnes, I wish to highlight three key issues. We have factories, like my predecessor was saying about Dorowa, but we are not producing enough. One of the biggest problems is the low use of existing factories. Dorowa which supplies phosphate operated at only about 20% capacity between 2016 and 2024 before stopping production in 2025.

ZimPhos is operating at only 5% capacity while several chemicals have been out of production since 2022. Government and the Monomutapa Fund must focus on getting this factory working again, with funding linked to clear production targets. We should measure success by how much fertiliser is actually produced, not simply how much money is spent on rehabilitation.

The Government must pay its debts and improve accountability. The report shows that companies are struggling because they are owed money. ZFC for example, was owed about USD1.2 million by the Government while ZimPhos has about 4.6 million in debts owed to it. At the same time, the report raises serious concern about procurement. At Dorowa, about USD1.4 million was paid for equipment which was never delivered.

I recommend that the Government must pay local fertiliser suppliers on time while all major rehabilitation projects should have strong controls, independent audits and clear responsibility for delays or losses.

Last but not least, we must produce more of our own raw materials. We cannot achieve real self-sufficiency if our factories continue to import the key materials that are needed. My colleague from Hurungwe was talking about the SSPs. The report notes that Zimbabwe continues to import important inputs such as phosphorus-related products and sulphuric acid. This makes production expensive and exposes the country to foreign currency shortages and international price changes.

The Government must prioritise the revival of Dorowa, ZimPhos and Sable as one connected value chain. We should also improve railways and transport systems because the high transport costs are making local fertilisers more expensive. The message from this report is clear, Zimbabwe has the resources and the factories, but we are failing to turn it into production.

We must therefore move from importing to producing, from spending to results and from short-term intervention to a properly coordinated fertiliser strategy. Most importantly Madam Speaker, a further measure of success must be whether our farmers can access good quality fertiliser at an affordable price at the right time. I thank you Madam Speaker, *Twalumba.*

***HON. ZVAIPA:** Thank you Madam. Speaker. Let me add my voice pertaining to what is happening in Dorowa. Dorowa Minerals is the major company that was operating in Zimbabwe. It is the one that people in Buhera were benefiting from but what is happening there is sad. When Mutapa Investment took over Dorowa, they intended to resuscitate it but instead of resuscitating it, it is being damaged.

Mutapa took employees from Chemplex and they are the ones damaging it. What is worrying is that some of the board members at Dorowa reside in South Africa. I do not know how they conduct their meetings but when we visited the site, it was said that it has been a year since they visited the mine. Meaning they are spending the money that they have been receiving from Mutapa. I do not know why the Minister is keeping those people, yet they are overspending money. Dorowa was the major company in Africa and we were known in Zimbabwe as the breadbasket of SADC but now we are surviving in poverty.

HON. TOGAREPI: Point of order Madam Speaker.

THE TEMPORARY SPEAKER (HON. MAUNGANIDZE): What is your point of order?

HON. TOGAREPI: I have no problem with what he is discussing about Dorowa but saying, for a fact that Zimbabwe is dying of hunger is wrong. We are well fed. We have adequacy in terms of food. Let us talk about fertilizer problems in terms of pricing and so forth but taking it to whether we are dying of hunger, surely, it is a misrepresentation. We do not want that - [HON. MEMBERS: *Inaudible interjections*.] –

THE TEMPORARY SPEAKER: Order Hon. Makumire! Thank you Government Chief Whip. Hon. Zvaipa, please do not mislead the House. Let us stick to the report that is there. You have to talk about the fertilizer issues and the Dorowa issue and not lie in front of the whole world saying Zimbabwe is in dire hunger. You may proceed.

***HON. ZVAIPA:** Thank you Hon. Speaker. I appreciate the words from the Government Chief Whip but the truth is, we used to export crops but we no longer do so. Most milling companies are now importing maize. Yes, we may be well fed but the fertilizer that we are getting from ZimPhos and that we are getting from Dorowa was affordable. Now, that the fertilizer is being imported, it has become expensive. Most people are no longer into the agricultural business, not that they cannot farm or do this agriculture business but it is because they cannot afford it. The issue is that we must be able to resuscitate it so that we can produce. The issue of agriculture in this country is that we are now regressing the country's development

***THE TEMPORARY SPEAKER:** Hon. Zvaipa, we are not here to play, stick to your debate.

***HON. ZVAIPA:** May I be protected Madam Speaker? There is a company in Rushinga where we visited. When we got there, we saw two companies that are operating and yet the Government funded them. When we questioned them, we were told that the CEO of the company willingly did not renew the licence and yet he had his own company which he wanted to register to mine there.

The person who was funded by the Government was not prosecuted or arrested and that person is benefiting from that. Parliament must be assisted by the fact-finding visits that they undertake. What they see is not what is expected. Things that would have been said here are not what is happening. Who are those people who are spending Government funds and yet they are not being arrested? We want those people who are receiving funds from the Government to be prosecuted or arrested. Those people must be held accountable because they are overspending government funds. Thank you.

HON. MADZIVANYIKA: I do not want to waste time because the bulk of it has been said by the other Hon. Members. Madam Speaker, let me start by introducing the structure of the fertilizer value chain, particularly those companies which are under the Government of Zimbabwe. At the shareholder level, there is Mutapa Investment Fund and then just under Mutapa, there is IDCZ, Industrial

Development Corporation of Zimbabwe and there is Chemplex Private Limited. Do not worry about the word private limited; it is still wholly owned by the Government.

Chemplex then has sub-companies under it. There is Dorowa Mines, there is G & W Industries, there is Sable Chemicals which the government owns about 36%, there is ZFC and ZimPhos. All those companies are under Chemplex. That is the structure of the fertilizer companies in Zimbabwe which are owned by the Government. There are also private fertilizer companies. As a Committee, we visit all those companies but let me make my point very clear, that I am here to support the report produced by the Chairperson of the Portfolio Committee of Industry and Commerce, Hon. Chiduwa.

First and foremost, let me start straight with G & W. G & W Industries is located in Rushinga. G & W has mining claims in Rushinga where it mines dolomite. We also call it dolomite lime. The words lime and dolomite are used interchangeably. If you go to Rushinga right now, there is this company called G & W which is under Government which is mining dolomite or lime.

At some point in 2016 there about, some of the directors of this company which were controlling G & W and other former IDCZ colluded to create a special position for a new company called Selbro Mining. The directors of both companies colluded to deliberately not renew mining claims that are owned by the Government. When they colluded they did not renew and the new Selbro Mining went on to claim those claims for the use of mines. They were given because they did not renew. What comes here is the danger of corporate governance malpractices. When that happens they make a case by going to court to appeal to the Mines and Mining Development to say we have lost our claims. The Ministry of Mines confirmed the claim belonged to them because there was no renewal. What I am seeing here is a pattern which is being introduced by the directors, those who had the right to run our companies or public companies. They had the right to collude in such a mistake. This is a classic example of insider trading which creates corruption. Government assets are stolen whilst we are watching.

I have a question Madam Speaker. These directors were going to court and the High Court proved the matter because it was not brought through the court in terms of procedure. So I am asking these two questions; who is that person who is bigger than the Government to take Government assets and go with them scot-free? Who is that person who has the power to take NRZ from the Government? Who is that person who has the power to take what belongs to Zimbabwe and personalise it? That creates a gap and a problem that needs to be addressed. The problem that we are seeing at the surface is a bigger problem because I cannot agree that the IDCZ and G & W members contributed to taking Government money. They took Government property. There is nothing like that, that is good. This is a testament to deeper and bigger corporate governance problems in this country.

Let me shift to the other issue, which is to do with directors and corporate governance. It is so wide that the IDCZ are the same directors of Chemplex and Dorowa. So what good does this do when they hold meetings? They get what are called directors' fees in all these companies. What kind of corporate governance are we practicing? This is too dirty. Are we short of people in this country? The danger that is there is, we are going to see the independence of these institutions being under attack because I cannot sit and make recommendations for these companies. What are we doing? There is no independence in the management of government affairs or corporate affairs. This is very fundamental Madam Speaker.

Now, let me go to Dorowa. We have got reserves of phosphate which can benefit Zimbabwe for the next 60 years. It is not a joke Madam Speaker but these reserves are so fundamental for the production of what is called a single superphosphate. I do not want to belabour myself because another Hon. Member did justice on it. We are saying, if we have got reserves that are going to last 60 years, what is the problem? This is where we came in as Parliament. The first problem is corporate governance again. In Dorowa, they came and purchased what is called specialised plants or pumps from South Africa for USD1.4 million. We were told that the pumps were not delivered. What is the reason? We were told that there were some contractual disputes but we were not told what the disputes were. We were just told that there were contractual disputes and the pumps amounting to USD1.4 million have not yet been delivered. If you look at the suppliers, they are the same people who came out of the scramble. They are related to management.

They are related to the directors. It is so worrying because Dorowa went on again to buy new pumps. So, the USD1.4 million just went down the drain like that. It disappeared. Not one day, Madam Speaker. Dorowa entered into a contract with a company called KowaZim Private Limited. The contract was to construct what is called a magnetite shed. Dorowa also produces a rock called magnetite. The magnetite gives us around USD15 million per year in terms of revenue, if all is well. The magnetite shed was to store the magnetite concentrate, which has been harvested. Let me tell you that an agreement of USD110 000 was made to construct this magnetite shed and the amount was paid in full to KowaZim Private Limited. What happened? KowaZim tried to construct this magnetite shed and it collapsed three times. What kind of decadence! It means you employed someone who does not have an idea of constructing a magnetite shed. Three times is not a joke. First time it collapsed. Second time it collapsed. You know what happened? The directors went on to agree with KowaZim to give them an opportunity to construct again for the 4th time? They paid again. How much did they pay? For your information they paid another USD55 000 to

KowaZim Investments. It did not end there. It failed again to construct that magnetite shed. Then they said, no. The problem is, let us rearrange again because the material they were giving us was substandard. That is why it was collapsing three times.

The amount that we have added is not enough. Let us agree and let us draw a new contract for USD71 000 but we are not going to supply now. It is not fix and supply. In other words, they then changed from KowaZim (Pvt.) Ltd. to a sister government of KowaZim (Pvt.) Ltd. called Thinx Limited. You see until that time, that is when the senior management from IDCZ, the new directors from IDCZ, came in now to say, this is outrageous. Colleagues, what is happening? That is when the management and directorship in Dorowa woke up and tried to cover up this thing. My question is, how can a normal director award a tender to a company which was unable to construct it three times? They draw another contract again. That level of corruption, I think it has taken us so far. I think as a Government, we need to raise our voice on this very important issue.

You will see that this trend is the one that has killed Dorowa as an institution. To make matters worse, this company’s shed still needs to be constructed again, regardless of what is happening over and over again. We still need that shed. So, what kind of situation is this to our country? I think that must be addressed. Let me jettison to Zimphos. Zimphos bought a granulator for USD1.7 million and they say they want a further USD1.3 million to install that granulator at Zimphos. But when we went to Nutrimaster, Madam Speaker, Nutrimaster bought its own granulator and installation at USD1.2 million but at Zimphos, Zimphos bought it at USD1.7 million. It requires an additional USD1.3 million for installation. What a kind of absentee. It means there is an absolute fraud. Not only that, ZimPhos decommissioned its own two sulphuric acid machinery or sulphuric acid plants but we were not told. Was there no salvage from those plants? There is no record at all and ZimPhos requested another 40 million from Mutapa to get a new sulphuric acid plant. Right now, we are importing sulphuric acid from South Africa, which is so worrying when we used to have our own plant in Zimbabwe.

Lastly Madam Speaker, what we have witnessed is that there is another company or a property which belongs to Chemplex which is in Kwekwe. That property has got people mining, it is no longer under Chemplex. I do not know what happened to this property but there is no paper work of transfers. My recommendation is that Mutapa has now come on board and if they want to change the manner in which things are happening, to change this value chain, they must fire everyone, every director who was in this value chain. I want to appeal to the authorities which are in charge of this, let us make sure that we fire all those people so that we start on a new page as far as this level of corruption is concerned. The biggest problem that we have is not the resources Madam Speaker but the corporate governance malpractice and outright corruption. I thank you.

HON. TOGAREPI: Madam Speaker, I was very touched by the presentation by the Chairperson of the Committee and just know that Hon. Madzivanyika's presentation is very objective. I feel we need a recommendation from this House that goes straight to the Mutapa Fund so that they deal with the corruption that is happening in the value chain of our fertilizer. Definitely at the moment it will be difficult for farmers to buy fertilizer to look after the next season's production because all the fertilisers are above $50. How do you expect a farmer to then do meaningful production? What has touched me is the corporate governance structure where same people are found everywhere in the value chain. How objective, how efficient can they be if they know that they will be the people who will pocket the money? I think this report needs to be presented or either to be taken through the same Ministry to Cabinet. I think all these boards, as Parliament, we must recommend that they be dissolved.

I was particularly pained by a situation where Government was running a mine in Rushinga. They said the mine is not maybe profitable, they closed the shop and they went behind the back door and said, we can run the same company but now all of a sudden, the same people who recommended that maybe it is no longer good to mine are now making money out of the same mine. We cannot allow that. Some of these reports and highlights that we are getting here cannot just go. We cannot just debate here, we really need to see the whole value chain, especially the Chemplex. Those from Rushinga, from Dorowa, Sable Chemicals, can you have them in one room and ask them to explain why this is happening. We want to feed our people, we want our people to have access to inputs that will take

Zimbabwe back to its main producer of grain, for example in Southern Africa.

So, Madam Speaker, I really pray for your position on this one that this Committee be allowed to go back and invite the whole *hochikochi* of these people, we want them to explain these structures. Who is benefiting from them and if we are not getting the fertiliser that we want, we end up importing fertiliser that is expensive yet we have structures within this industry that can give us reasonable prices for fertilisers. We cannot punish the people of Zimbabwe. Madam Speaker, allow this Committee to go back and invite this whole chain to give this Parliament, through the Committee, a clear explanation why they have got this structure that is not helpful to our industry, to the agricultural sector. I thank you.

HON. MUTSEYAMI: Thank you Hon. Speaker for granting me this opportunity. I rise to contribute to the Report of the Portfolio Committee on Industry and Commerce which has been presented in this House by Hon. Chiduwa, our former Minister of Finance, Economic, Development and Investment Promotion who happens to be the Chairperson of the Committee of Industry and Commerce. At the outset, I wish to commend the Committee for undertaking this important inquiry. Fertiliser is not merely an industrial commodity, it is a strategic national input directly connected to food security, agricultural productivity, rural incomes, employment and ultimately, the cost of living.

Madam Speaker, I appreciate the work of the Committee. I believe that this House must go further and interrogate the fundamental question. On these fundamental questions, I recommend the Committee of Industry and Commerce to go further to do some further interrogations with regards to the production of fertiliser. Why does Zimbabwe continue to import large quantities of fertiliser when we process significant domestic manufacturing capacity and important raw materials? Zimbabwe has for years spoken about the storing of fertiliser production but it has not happened. If you check on the 2026 budget statements, it states that the country spent more than USD331 million on fertiliser imports during the 2023-2024 season. Government has therefore recognised that dependence on imports is unsustainable. How can a country with established fertiliser manufacturing companies, phosphate resources and existing industrial infrastructure remain so dependent on fertiliser imported from other countries? The Committee's findings must force Government to confront the condition of our strategic fertiliser assets. We have companies and institutions occupying different parts of the fertiliser value chain including the Dorowa minerals, ZimPhos, Zimbabwe Fertiliser Company and Sable Chemicals. Yet these companies have experienced ageing equipment, inadequate working capital, plant breakdowns and other operational constraints. The Industrial Development Corporation previously indicated that Chemplex production capacity had fallen below 30%.

Dorowa required substantial refurbishment to restore production capacity. This is unacceptable. Sable is Zimbabwe's sole producer of ammonium nitrate. The company was closed for approximately three years before production was restarted in 2026 following capital support from the Mutapa Investment Fund. The company is targeting approximately 240 000 tonnes of ammonium nitrate annually against national demand of approximately 380 000 tonnes. Recapitalisation without accountability can become another injection of public money into inefficient enterprise. The Mutapa Investment Fund is now playing a significant role in revival of the fertiliser value chain. Plants must be put in place to capitalise companies under Chemplex, including ZimPhos, Dorowa Minerals, ZFC and Sable Chemicals. There is need for our Committee on Industry and Commerce to do a further interrogation with regards to the history and the production of fertiliser, what is pending and how the remedies can be put forward for this country to have a stable production of fertiliser.

HON. TSVANGIRAI: I rise to add my voice to the debate that is before this House, the debate that has been raised by Hon. Chiduwa. Since a lot has been discussed, in particular to issues around corruption, issues around accountability and issues around food security, I wish to make my debate on job creation. When we talk about the fertilizer value chain, we must not only talk about fertilizer production or imports of foreign currency. We must talk about the Zimbabwean worker whose livelihood depends on this industry being operational. The report exposes a painful contradiction. Zimbabwe has installed fertilizer production capacity of approximately two million tonnes per year, yet much of that capacity is lying idle while we continue importing fertilizer.

The report makes it clear that this is not simply an industrial problem, it is an employment problem. Madam Speaker, let us look at what this means in practical terms. At G & W Industrial Minerals, the shutdown affected an operation that directly supported approximately 170 workers. Women and workers had to be redeployed while contract workers lost their employment when operations ceased. At Dorowa Minerals, the situation is even more concerning. The company currently employs approximately 136 workers but around 100 contract workers were not returned because of financial and operational constraints. Yet management says that once the company fully recovers, it will require a workforce of approximately 270 employees. That tells us something very important.

Every factory that we allow to remain dormant is not just a building standing idle. It represents families without income, young people without opportunities and communities without economic activities. We come to Windmill, fertilisers which demonstrate that a functional industrial company can contribute to employment. The company employs about 750 permanent workers and 125 casual employees, depending on production requirements. Yet it is operating at only 10% capacity utilisation. Imagine what happens when we move these companies from survival mode to full production. We create jobs directly in these factories. We create jobs for engineers, technicians, machines operators, drivers, electricians, mechanics and administrators. That is why I support the recommendation of this report.

The Committee recommends the revival and integration of local fertilizers, raw materials industries, increased utilisation of domestic production capacity, affordable long-term financing, improved railway infrastructure and incentives for granulation and value addition. The Committee specifically recognises the potential for employment creation through downstream value addition. Jobs must become one of the key measures by which we judge the success of this intervention. When Government invests millions of dollars into rehabilitating these companies, we must ask how many jobs have been saved, how many jobs have been created, how many young people have been trained, how many local businesses are supplying these factories and importantly, how many Zimbabweans are moving from informal survival to decent productive employment. We cannot continue spending billions of dollars importing products that we have the capacity to produce locally while our young people are looking for work.

The report tells us that Zimbabwe spent approximately $2.11 billion on fertiliser imports from 2018 to 2024, despite having substantial domestic production capacity. That money should not simply leave Zimbabwe. A portion of that expenditure should circulate within our economy. It should pay a Zimbabwean worker's salary. It should sustain a Zimbabwean transport company. It should support Zimbabwe mining operations and it should create opportunities for Zimbabwean entrepreneurs. Therefore, supporting this report is not merely supporting the fertiliser industry. We are supporting the restoration of productive jobs. We are supporting industrial communities, we are supporting the dignity of work and we are saying that Zimbabwe must use the factories and minerals infrastructure that is already possessed to create opportunities for its own people.

Madam Speaker, I therefore support and urge the Government to implement its recommendations with urgency but with one clear measure of success; let the revival of the fertiliser value chain translate into jobs for Zimbabweans. I thank you.

HON. CHIDUWA: Thank you Madam Speaker Ma'am. I want to thank the Hon. Members who contributed to the report which we produced as a Committee. Specifically, I want to recognise Hon. Mushoriwa, Hon. Togarepi, Hon. Mapfumo, Hon. Muringazuva, Hon. Kangausaru, Hon. Tsvangirai and Hon. Zvaipa. Hon. Speaker, what is coming out is that there is an emotional connection that is coming out between the Hon. Members and the fertilizer sector. Zimbabwe has got a competitive advantage in agriculture. We have got a competitive and comparative advantage in mining.

On the agricultural side, in order for us to increase productivity, we need agriculture and fertilizer. We have seen that on fertilizer what we need at the moment is fertilizer self-sufficiency. From the report, I am sure you have seen that in terms of the basal fertilizers, what you just need is the rock from Dorowa. As a country, we are not able to get the rock from Dorowa and convert it to basal fertilizers. This is why as a Committee, when we visited the whole value chain, we saw that the major problem is the governance deficit. I am sure that is coming out of the deliberations here. There is need for us to address the governance deficit.

The other issue that also came out is the issue of Government being in a position to pay our suppliers. We have seen that from the inquiry that we did, we have two major granulators, Windmill and ZFC. These two, if they are up to capacity are able to provide all the fertilizer requirements that we need as a country. There is need for us as a country to ensure that the granulators are paid.

I want to thank the Hon. Members. We have been given an extra task to ensure that we make follow-ups and come up with an implementation plan. All the players that have been identified in our recommendations need to be brought into one room, come up with an implementation plan and ensure that we move towards fertilizer self-sufficiency. I thank you so much Hon. Speaker and I move that we adopt the report of the Portfolio Committee on Industry and Commerce on the Fertiliser Value Chain, put and agreed to.

HON. TOGAREPI: Madam Speaker, the investigation done by the Committee should continue. We should investigate the governance issues further. We must take all these companies together and report to Parliament through the Committee. This is a serious issue. We do not want to follow what Hon. Zvaipa said, to die of hunger when we have assets that are being mismanaged by other people.

So, I thought the Speaker was going to rule and allow the Committee to follow up as alluded to by the Hon. Members in this House but there was no ruling. I do not know whether the Members will revisit or not but we request that the Speaker rule in favour of further interrogation of this issue. Everybody is talking about this issue, farmers and the rest of the people. I think with the help of the Clerk's desk, maybe the Hon. Speaker can be assisted.

***THE TEMPORARY SPEAKER (HON. MUGOMO):** Thank you Hon. Chief Whip for the suggestion. We have adopted the debates about this issue by Hon. Members. This means your suggestion was also adopted. So, we are saying the Committee should proceed with the work to include all the points raised by this House. I thank you.

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 29 has been disposed of.

HON. NYANDORO: I second.

Motion put and agreed to.

MOTION

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

Twenty-Ninth Order read: Adjourned debate on motion on the Report of the Portfolio Committee on Industry and Commerce on the 2025 Third Quarter Budget Performance Report for the Ministry of Industry and Commerce.

Question again proposed.

HON. MURINGAZUVA: Good afternoon Speaker Ma'am. I would like to add my voice to the third quarter report of the Committee of Industry and Commerce. I wish to raise the issue of the delayed finalisation of legislation critical to Zimbabwe's industrial agenda. In the Ministry's 2025 Third Quarter Budget Performance

Report, the Committee expressed concern over the stagnation of Bills that had previously been announced in the State of the Nation Address. These include;

(1) Empowerment Bill

(2) Standards Bill

(3) Sugar Production Bill

(4) Competition Bill

(5) Legal Metrology Bill and

(6) The Iron and Steel Bill.

The Committee subsequently recommended that the outstanding Bills be finalised, beginning with the Sugar Production Bill, with a proposed deadline of 31st October 2026. This is where the matter becomes bigger than the Bills themselves. Zimbabwe needs to industrialise as a matter of agency. We need to expand domestic production, develop the value chain, create employment, increase exports and move towards greater value addition but industrialisation does not happen through policy statements alone. It requires a legal and regulatory environment. The very Bills identified by the Committee form part of that environment. Competition legislation affects the function of markets. Standards legislation affects the quality and credibility of production. Legal metrology supports confidence in commercial transactions while legislation relating to sugar, iron, steel and empowerment affects important areas of productive activity. Therefore, a legislation that the Government itself has identified as necessary remains outstanding for extended periods, the delay becomes an industrialisation problem.

There is also the issue of policy credibility. When the Bill is announced in a SONA, it signals that the Government considers the reform a priority. If that announcement is followed by prolonged delay, we create a disconnect between policy, commitment and implementation. Industrialisation requires investors and businesses to make long-term decisions and those decisions depend on predictable rules. Where legislation is necessary to support, industrialisation remains unfinished, part of the industrialisation framework remains incomplete. The implications are significant. Prolonged regulatory uncertainty can discourage investment, weaken institutional effectiveness and slow the development of strategic industries and competitive markets. If industrialisation is an urgent national priority, then the legislation required to enable it must also be treated as urgent.

I, therefore, call upon the Ministry of Industry and Commerce, together with all relevant MDAs, to expedite the finalisation of these Bills and provide clear timelines for the enactment and implementation. We must move from announcing industrialisation to enabling industrialisation. Thank you.

HON. CHIDUWA: Madam Speaker, let me take this opportunity to thank the Hon. Members who debated the motion. The motion focused on the 3rd Quarter Budget Performance Report for the Ministry of Industry and Commerce. The main issue that is coming out of the debate is the unpredictable funding that is coming from the Treasury going to the Ministry of Industry and Commerce. The Ministry of Industry and Commerce has three programmes. Programme number one, which is policy and administration, Programme number two is industrialisation and number three, which is on consumer issues. However, what is critical for us are programmes number two and three. We are saying the move that we have as a country at the moment is, we want to industrialise. At the centre of the industrialisation agenda is the Ministry of Industry and Commerce. Yes, we are not saying the Ministry of Industry and Commerce should be a brick-and-mortar Ministry but in terms of facilitation, this is where we need the funding. At the moment, you will see that the Ministry of Industry and Commerce is getting around 0.02% of the national budget. That 0.02% of the national budget is not being released in time. I think what is needed is to move forward, for us to identify what we want as a country. The transformation that we need is at the centre of value addition. I am happy that the Hon. Members who debated the motion supported the report. I, therefore, move that this motion be adopted.

Motion that this House considers and adopts the Report of the Portfolio Committee on Industry and Commerce on the 2025 Third Quarter Budget Performance Report for the Ministry of Industry and Commerce, put and agreed to.

MOTION

BUSINESS OF THE HOUSE

HON. TOGAREPI: I move that we revert to Orders of the Day Numbers 9 and 10 in that order.

HON. NYANDORO: I second.

Motion put and agreed to.

COMMITTEE STAGE

ADVERSE REPORT BY THE PARLIAMENTARY LEGAL COMMITTEE ON THE DEPOSIT PROTECTION CORPORATION BILL [H. B. 2, 2026]

Ninth Order read: Committee: Consideration of the Adverse Report of the Parliamentary Legal Committee on the Deposit Protection Corporation Bill [H. B. 2, 2026].

House in Committee:

HON. DR. MUTODI: Thank you Madam Speaker. Good afternoon. I rise to present the Adverse Report of the Parliamentary Legal Committee on the Deposit Protection Cooperation Amendment Bill [H. B. 2, 2026]. In pursuit of its constitutional mandate as provided for in Section 152 of the Constitution of Zimbabwe, the Parliamentary Legal Committee, herein referred to as the Committee, on the 3rd to 6th August 2026, met to consider the Deposit Protection Amendment Bill [H. B. 2, 2026]. After deliberations, it unanimously resolved that an Adverse Report be issued in respect of the Bill, due to the following considerations:

Madam Speaker, Clause 7 amends Section 27 of the principal Act by inserting a new subsection 9, creating a criminal offence where a contributory institution continues to operate after its membership has been revoked. The constitutional difficulty arises from the manner in which liability is capable of attaching to the board and its members without precise requirement that the prosecution establishes an individual or the individual conduct and the culpability of each person sought to be convicted.

In *Tom Beattie, Farms Private Ltd & Anor* v. *Mugova & Anor* Constitutional Court Case of Zimbabwe 7 of 2017, the Constitutional Court considered the constitutionality of Section 277 (c) (3) as read with Section 277 (5) of the Criminal Law Codification Reform Act, [Chapter 9:23]. The court declared those provisions consistent with the constitutional right to protection of law under the constitutional regime then applicable. The decision is material because it confirms that corporate and statutory attribution of criminal responsibility is a recognised feature of Zimbabwean law. It does not however, justify an indiscriminate presumption that every member of a governing body is personally liable or guilty irrespective of their conduct.

The South African Constitutional Court decision in S *versus* Court C and Others of 1997, a third case in South Africa, Volume 527 of the Constitutional Court is persuasive in emphasising that a criminal provision which relieves the prosecution of the burden of proving the essential elements of an offence or which creates an impermissible reverse onus is inconsistent with the presumption of innocence.

The court invalidated provisions which required an accused person to disprove an element that the prosecution ought to establish. The principle is relevant by analogy. A statutory provision should not make board membership itself the substitute for proof of conduct and the culpability constituting the offence.

The constitutional principle is reinforced by Section 69 (1) of the Constitution which guarantees every person accused of an offence a fair and public trial before an independent and impartial court and by Section 70 (1) (a), which protects the presumption of innocence.

Section 69 (2) further protects a fair hearing in the determination of civil rights and obligations.

The courts have consistently treated fair hearing as requiring a genuine opportunity to contest the allegations and the proper adjudication of the legal and factual basis for liability. Accordingly, the Committee recognises that our statute book does not permit corporate criminal liability.

Section 277 of the Criminal Law Codification Reform Act, [Chapter 9:23], expressly states criminal liability of corporations, associations and their members, employees and agents.

The Committee therefore does not proceed on the proposition that Zimbabwean law prohibits all forms of statutory attribution of criminal liability to corporations. Rather, the constitutional obligation is directed at any formulation which transforms mere membership of a board into personal criminal guilt without requiring proof of the conduct or culpable state of mind of the individual accused.

The Committee is consequently of the considered view that Clause 7 is constitutionally defective to the extent that it may be construed as imposing personal criminal liability upon every member of the board solely by reason of membership to that board. A constitutionally compliant offence should identify the prohibited conduct and should require proof in relation to the individual accused of the act or omission and the applicable mental element.

Liability should attach only a member who knowingly authorised or permitted or consented to or connived in or where the statutory offence permits negligently failed to take reasonable steps to prevent a prohibited conduct.

The Committee therefore recommends that Section 7 or Clause 7 be redrafted so that the offence does not create an irrefutable or automatic presumption of personal criminal liability by reason of office. The drafting should also expressly distinguish liability of the contributory institution as the corporate person from the personal liability of individual directors or officers.

Clause 17 introduces new parts after Part 7 of the principal Act inserting new Sections 53 (a) and 53 (w) (w) to regulate insolvency proceedings.

In particular, the new Section 53 (t) (1) is presently framed that empowers a liquidator to take immediate protective measures by directing the sheriff to attach property where the liquidator suspects that a debtor has disposed of property to an associate in a manner liable to be set aside under insolvency law.

Section 71 of the Constitution protects a broad range of property interests and regulates compulsory deprivation. Our courts recognise that property protection extends beyond formal ownership. In Greater Manzisto's 1979 (Pvt.) Ltd. and another *versus* Minister of Public Service, Labour and Social Welfare and another, the Constitutional Court of Zimbabwe No. 2 of 2018, the court distinguished deprivation from accusation and emphasised the Constitutional conditions governing compulsory deprivation.

The court's approach confirms that structural interference with property must be tested against the requirements of Section 71. In Stone and Beatty Studio Partnership *versus* Central Africa Building Society, Kemps and the others, HH 1181- 3, the High Court considered the constitutional protection of property under Section 71 and held in context before it that state action which improperly interfered with existing property interests could constitute unconstitutional deprivation. The judgment also relied upon the principle that public power must be rationally related to the purpose for which it is conferred.

With regard to the sheriff, Madam Chair, the sheriff is an officer of the court and executes court processes. The sheriff does not possess an independent adjudicative mandate to determine conclusively the committing claims to property. The sheriff must operate within the strict confines of the enabling legislation and the rules of the court and should do no more than the court has authorised.

The effect of judicial attachment is that the property comes under the control of the court. The position to instruct the sheriff is also inconsistent with Section 164 of the Constitution which stipulates that the courts are independent and that no person or institution may interfere with their function. Section 164 (3) further provides that the court order or decision binds the State and all the persons, governmental institutions and agencies to which it applies. The Constitutional Court has treated judicial independence and the authority of court orders as central to the rule of law. The Committee is also of the view that Clause 17 in its current form violates Section 3

(2) (c) of the Constitution, which identifies the separation of powers among the three arms of the State as a founding constitutional value.

This principle does not require an absolute separation of functions but it does require that powers which are inherently judicial are exercised subject to appropriate judicial safeguards. Under Section 69 (2) of the Constitution of Zimbabwe, it expressly guarantees a fair, speedy and public hearing in the determination of civil rights and obligations. Section 69 (3) protects access to the courts or another legally established forum for resolution of disputes. A statutory mechanism which permits property to be federally immobilised based on an administrator's suspicion without prompt access to an independent adjudicator is therefore constitutionally suspect. The concern is not that interim protective measures are inherently unconstitutional. In appropriate circumstances, the law may permit urgent protective action before a hearing, particularly where prior notice would defeat the purpose of the remedy.

The constitutional defect arises where an interim attachment is converted into a final determination without timely judicial confirmation and without an opportunity to challenge the factual and legal basis for the attachment or without safeguards against mistake or abuse. The Committee accordingly considers that the new Section 5 (3) (t) (1) should be amended to distinguish clearly between an interim protective attachment and a final determination concerning the rights to property. The legal data may be objectively justified by the agency, initiate or request protective measures, but the legislation should require prompt referral to a competent court for confirmation, variation or discharge. The affected person should receive notice within a prescribed period, be afforded a fair opportunity to challenge the attachment and have access to appropriate remedies. We accept the legitimate policy objective of preventing dissipation of assets during insolvency proceedings.

In conclusion Madam Chair, having regard to the Constitution, the statutory framework governing criminal responsibility and insolvency and the judicial authorities considered above, the Committee is of a unanimous view that Clauses 7 and 17 in their present form raise substantial and material constitutional concerns. Clause 7 is constitutionally objectionable to the extent that it may impose personal criminal liability upon members of a governing board without requiring proof of individual participation, knowledge, concern and other legally sufficient capability. Such a provision risks undermining the presumption of innocence and the right to a public trial guaranteed under Section 69 and Section 70 of the Constitution of Zimbabwe.

Clause 17 offends the Constitution to the extent that it permits property to be attached and effectively rendered to a final determination through an executive or insolvency process without prompt and meaningful judicial supervision. Such an arrangement raises serious questions under Section 71 of the Constitution concerning property rights, Section 689 concerning a fair hearing and Section 3 (2) (c) concerning separation of powers and Section 164 concerning judicial independence. The Committee resolved therefore that Clauses 7 and 17 of the Deposit Protection Amendment Bill, if enacted, would contravene Section 3 (2) (c), Section 69 (1) and Section 79 and Section 164 of the Constitution of Zimbabwe. I submit.

THE MINISTER OF JUSTICE, LEGAL AND PARLIAMENTARY AFFAIRS: Thank you Madam Chair, I seek to report progress and sit again.

Motion put and agreed to.

House resumed.

Progress reported.

Committee to resume: Tuesday, 22nd September, 2026.

On the motion of **THE MINISTER OF JUSTICE, LEGAL AND PARLIAMENTARY AFFAIRS (HON. Z. ZIYAMBI),** *the House adjourned at Five Minutes past Five o`clock p.m. until Tuesday, 22 September, 2026.*