

**ZIMCODD**  
ZIMBABWE COALITION ON DEBT & DEVELOPMENT

# STAP SEMI ANNUAL PROJECT REPORT



Strengthening Transparency and Accountability in Public Finance Management

**Cooperative Agreement Number:** 72061318CA00011

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## Context

The second fiscal framework (2020 National Budget Statement) was presented in November 2019 amid unfavourable macroeconomic environment exacerbated by severe drought and electricity shortages. The 2020 National Budget marked the transition from austerity to growth stimulation and employment generation with much emphasis on reviving key economic sectors through promotion of production-oriented investment and productivity coupled with monetary and fiscal consolidation. The government is not ready to cushion the poor and vulnerable from the debilitating impacts of austerity measures of 2019 which saw extreme poverty rising from 29% in 2018 to 34% in 2019, an increase from 4.7 to 5.7 million people (World Bank, 2020). The impact of Cyclone Idai and drought worsened leaving more than 60% of Zimbabweans food insecure.<sup>1</sup> The economy is not responding to a wide array of fiscal and monetary policy interventions introduced to address foreign currency shortages, unsustainable fiscal and current account deficits, overdependence on imports, huge debt burden, wide infrastructure gap and poor service delivery. This was confirmed by the report of the Executive Board of the International Monetary Fund (IMF) at the conclusion of the Article IV consultation with Zimbabwe, blaming the state of the economy to uneven implementation of fiscal and monetary policy reforms as well as failure to restore confidence in the new currency.

Fuel shortages continue unabated despite regular upward reviews in the price of the scarce commodity. This is compounded by an acute foreign currency shortage. The ever-increasing price and shortage of fuel is reflecting in the price of goods and services. The 2020 Monetary Policy was presented amid higher expectations by Zimbabwean citizens to ease the soaring inflation and worsening financial woes emanating from the increasingly volatile financial market. An appalling revelation in the February 2020 monetary policy statement is that only 200 entities hold 50% of the ZW\$34.5 billion bank deposit. The economic hegemony of these 200 entities confirms the existence of economic cartels comprising of a few entities controlling the economy. This bears testimony to the fact that wealth remains concentrated in the hands of the few elites at the expense of the majority poor living in poverty and deprivation. It is worrying that the bank just highlights this anomaly without proffering a solution to this gap. In general, the Governor failed to provide clear and practical solutions for ameliorating the financial sector driven income inequalities despite the fact that income inequalities promote other forms of disparities which remain visible in the health and social services sector, depression of aggregate demand and negative economic growth which was estimated at negative -6.5% in 2019.

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<sup>1</sup> Preliminary observations of the United Nations Special Rapporteur on the right to food, Ms. Hilal Elver, on her Official visit to Zimbabwe from 18 - 28 November 2019

The period under review also witnessed the signing of a currency swap deal between Zimbabwe and China Swap Deal which is meant to address the accumulating foreign currency legacy debt owed to Chinese Corporates in unrepatriated profits. Considering that several entities are owed huge sums of money, the decision raised a lot of debate from citizens who became curious to know the government's interest in the Chinese deal only over other foreign currency legacy debts. Legacy foreign currency debts continue imposing unnecessary pressure on foreign currency in the country. Therefore, foreign currency shortages are not a short-term problem especially at a time when the country is experiencing a decline in exports.

The Supreme Court of Zimbabwe also handed a landmark ruling that all the debts accrued in United States Dollars on or before 22 February 2019 must be paid in local currency, Zimbabwe Dollar, at the rate of 1:1. The monetary policy developments and the court ruling in particular disadvantages creditors considering that the two currencies in question do not carry the same purchasing power. Therefore, assigning equal weight to the two currencies for debt repayment does not only kill the financial services sector but also takes away investor confidence across sectors. The domestic creditors will not be able to recover the principal amount lent, let alone the interest. Therefore, the chances for economic revival in the near future remain slim as the country desperately needs economic bail out from two decades of economic regression.

As the country struggle to raise resources domestically, the government through Statutory Instrument (SI) 25 of 2020 backdated tax exemptions granted to the Huawei Technologies, a Chinese Conglomerate to 2009 from 2014. This is happening at a time when the Zimbabwe Revenue Authority (ZIMRA) is owed in excess of USD4.5 billion in unpaid taxes. Instead of making efforts to recover revenue in unpaid taxes, the government is rewarding non-payment of taxes by the corporates. This remains a cause for concern considering that the country is giving away its taxing rights to China pursuant to the Double Tax Agreement signed between Zimbabwe and China in December 2015. Under this arrangement, when a Chinese investor is exempted in Zimbabwe, it will pay the equivalent in China.

The government of Zimbabwe further proposed Constitution of Zimbabwe Amendment (No. 2) Bill which was published in the *Gazette* on the 31st December 2019 and again on the 17th January 2020. Of concern to ZIMCODD is the amendment of Section 327(2) of the Constitution which states that international treaties do not bind Zimbabwe until they have been approved by Parliament. Clause 23 of the Bill proposes to alter section 327(3) of the Constitution so that it will apply only to agreements entered into with "international organisations", i.e. organisations such as the IMF and the World Bank whose members include foreign States. Section 327(3) will no longer apply to agreements with foreign banks or similar non-State institutions even if the agreements impose fiscal obligations on Zimbabwe. Effectively, Parliament will no longer have the constitutional power to approve loan agreements with such non-State institutions. ZIMCODD will continue mobilising citizens against the enactment of this bill amid high public debt overhang in Zimbabwe.

With the outbreak of the COVID-19 virus which has increasingly becoming a global threat, the government of Zimbabwe enforced control measures including banning of public gatherings and

ultimately a national lockdown in the wake of increasing number of COVID-19 cases in Zimbabwe. This has seen ZIMCODD taking measures to protect the lives of both ZIMCODD Staff and its beneficiaries. This has adversely affected the implementation of ZIMCODD activities especially those that were scheduled for the month of March 2020. Despite such challenges, ZIMCODD came up with innovative ways of working which included the use of mainstream and social media to continue engaging with duty bearers whilst empowering citizens to hold duty bearers to account through radio and television programmes.

ZIMCODD remains convinced that the socio-economic transformation of Zimbabwe lies in the collective effort of both state and nonstate actors operating in Zimbabwe. The STAP programme provides that opportunity for duty bearers and rights holders to interact and influence the legislative framework for public finance management whilst empowering citizens with the necessary social accountability tools necessary for transforming public finance management in Zimbabwe.

## **Strategic Objective I: Influence the legislative and institutional reform of public finance management by 2023.**

### **Summary of Achieved Project Objectives/Outcomes**

The Zimbabwe Coalition on Debt and Development (ZIMCODD) and African forum and Network on Debt and Development (AFRODAD) jointly implemented activities to influence the legislative and institutional reform of public finance management in Zimbabwe. The activities conducted by AFRODAD during this review period were uncompleted activities from the previous implementation year whereas ZIMCODD implemented the activities planned for the second implementation year.

The research paper on [China-Zimbabwe Relations: Impact on Debt and Development in Zimbabwe](#) analysed the current gaps in China-Zimbabwe development relations and proffered alternative for both legislative and institutional reforms. The paper was shared with key policy makers at a high-level debt conference. Some of the recommendations from the research paper have been adopted in the 2020 National Budget which tried to address some of the concerns raised in the research paper around gaps in China-Zimbabwe contracts. The paper noted that 70% of contracts reached between the governments were implemented by Chinese nationals at the expense of the national local companies. To address this anomaly, the Finance Minister in the 2020 National Budget noted that there is need to promote contract arrangement or regulation that encourage foreign contraction to work with local partners to facilitate skills and technology transfer.

The synthesis paper on Human Rights and Indebtedness has partly influenced some changes as indicated by the changes in the policy towards improvement of social service delivery. The government through 2020 National Budget proposed to address weak governance and

monitoring of loans guaranteed by government to parastatals to ensure cost recovery service provision especially for water, communication and electricity. Furthermore, the 2020 National Budget ring-fenced resources for infrastructure projects in health, education, water as well as rural electrification to allow delivery of such services in the short term.

Delivering the State of the Nation Address in October 2019, President E.D Mnangagwa reiterated one of the recommendations highlighted in the policy paper on [The Alignment Of Legislation Impacting PFM in Zimbabwe](#), which highlighted that the Public Finance Management Act has to be aligned with the Constitution making it mandatory for metropolitan and local councils to submit budgets and financial reports to Parliament. Moreover the Inter-Ministerial Taskforce on alignment of legislation with the constitution recently announced that the outstanding 50 statutes that need to be aligned with the constitution would be finalised by 30 June 2020<sup>2</sup>. The Ministry of Justice, Legal and Parliamentary Affairs has committed to conclude the process within the shortest possible time using the Inter-Ministerial Taskforce bill tracker to which ZIMCODD has been included for updates.

The debt conference made several recommendations that are also reflected in the 2020 National Budget Statement such as measures to curb the growth of domestic public debt and zero tolerance of expenditure outside the budget and Parliament approval. In the State of the Nation Address delivered in October 2019, the President further noted that observations of public funds mismanagement brought by the Auditor General should be taken seriously. Other issues such as adequate provision of resources to Parliament to carry out their operations were also addressed by the budget. Independent members of Parliament pointed out that Section 129(k) of the Constitution stifles meaningful debate by Members of Parliament from political parties during parliament debates<sup>3</sup> a point that was also raised during discussions at the Debt Conference in October 2019.

Citizens and Parliamentarians have started to speak with one voice on the need for improved transparency and accountability on the management of public resources by the Executive. Since November 2019, there has been a big debate in Parliament and on social media platforms about USD\$9.6 billion which was spent by government without Parliament authorisation. The government through the Ministry of Finance sought condonation for the unlawful expenditure by the government. Civil Society has vehemently opposed the enactment of the Financial Adjustment Bill. ZIMCODD made a written submission to Parliament and was invited to appear before the Public Accounts Committee though this was then shelved to later due to the COVID-19 virus.

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<sup>2</sup> <https://www.sundaymail.co.zw/all-laws-to-be-aligned-by-june>

<sup>3</sup> <https://www.parlzim.gov.zw/national-assembly-hansard/national-assembly-hansard-24-october-2019-vol-46-no-04>

[The Annual Debt Management Report for Zimbabwe](#) unearthed a number of malpractices by the Ministry of Finance and Reserve bank of Zimbabwe in debt contraction. The Report has been used by the Chair of Public Accounts Committee Honourable Tendai Biti to raise a number of issues in Parliament. These include<sup>4</sup> use of country's minerals as security when borrowing loans; contracting debt without parliament approval; the state overdraft from RBZ was above the stipulated threshold(RBZ Act) of 20% of previous year's revenue since 2013 and multiple source of debt contraction (only the Ministry of Finance should contract public debt) and lack of coordination between RBZ and Ministry of Finance. The research work done by AFRODAD offered alternatives and therefore enabled the portfolio committee to exercise its oversight over malpractices by RBZ.

Pursuant to the PFM Reform Indaba held in Hwange on Devolution, the Greater Whange Residents Trust put pressure on Hwange local board to investigate the Council Accountant on allegations of corruption. In response, Hwange local board suspended its accountant, finance director and administrator for abuse of council funds and failing to undertake regular audits respectively. Furthermore, Greater Whange Residents Trust appeared before Parliamentary Committee on Local Government, Public Works and National Housing with regard to the issue of incorporation of Hwange Concession Area to Hwange Local Board. This follows a request by residents to take the Concession Area from the administration by Hwange Colliery to Hwange Local Board to improve the state of public service delivery which is currently in dire state. Source: <https://www.chronicle.co.zw/hwange-local-board-suspends-another-official/>  
<https://www.chronicle.co.zw/top-hwange-local-board-officials-suspended/>

### **Constitutional Amendment No. 2 of 2019.**

Pursuant to the government's decision to amend the National Constitution particularly Section 327, the ZIMCODD conducted a Public Finance Management Reform Indaba in Bulawayo on the 11<sup>th</sup> of February 2020 to interrogate the implications of the proposed bill on public finance management. In attendance was the Hon. Kucaca Phulu who expressed interest in tabling the issue before Parliament. As promised, the Honourable MP tabled the issue before the House of Assembly. In his address, Hon. Phulu urged the Minister of Justice, Legal and Parliamentary Affairs to recognise the difference and the distinction between a foreign entity or organisation and on the other hand an international organisation.<sup>5</sup> The issue was recorded on the Hansard of 3 March 2020<sup>6</sup>. In his response, Minister of Justice, Legal and Parliamentary Affairs agreed that there is need for a definition of a foreign organisation in the proposed Bill. He further made an undertaking that His Ministry no longer intends to remove foreign organisation in the

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<sup>4</sup> <https://www.parlzim.gov.zw/national-assembly-hansard/national-assembly-hansard-12-november-2019-vol-45-no-05>

<sup>6</sup> National Assembly Hansard 03 March 2020, Vol 46 No. 29

amendment to the Constitution which will allow Parliament to play its oversight role. ZIMCODD will continue advocating for the protection of the constitution and ensure that progressive tenets of good governance must instead be respected and maintained.

**Source:** National Assembly Hansard 03 March 2020, Vol 46 No. 29.

In the wake of COVID-19, ZIMCODD issued a Press Statement urging the government and other players to ensure transparency and accountability in the mobilisation of resources towards fighting the pandemic. Clarion calls were made for the government to disclose ultimate sources of funds (revenue and non- revenue) to allow for public scrutiny for enhanced public accountability. The government heeded the call and the Finance and Economic Development Minister disclosed all sources of funding in the Press Statement on Fiscal Mitigatory Measures to Contain the Impact of COVID-19. ZIMCODD continues to monitor the revenue coming into the national COVID-19 Fund and the utilisation of those funds on a weekly basis to keep the public informed and raises any red flags if there are any.

### Summary of Achieved Activities

During the period under review, ZIMCODD and AFRODAD conducted the activities indicated in Table I under the strategic objective I. These activities improved influence on policy and legislative reform through enhanced and effective evidence-based advocacy initiatives on PFM.

**Table I Targets versus Achievement for SO I Outputs**

<b>Output Indicators</b>	<b>Target</b>	<b>Achievement</b>	<b>% Achievement</b>
Research papers on public debt	2	2	100%
Multi-stakeholder PFM Conference	1	1	100%
TV broadcasting of PFM reform dialogues	8	8	100%
Number of Quarterly PFM Indabas	8	8	100%
e-Public or Social Messaging	8	7	88%

### Research papers on public debt

The research on China-Zimbabwe Relations: Impact on Debt and Development in Zimbabwe brought to the fore net benefits Zimbabwe gains from engagement with China with the objective of proffering solutions to maximise the benefits on a win-win basis. Most of the Chinese engagements are government to government agreements often shrouded in secrecy. This raises issues of transparency and accountability in the loan contraction process and utilisation of the resources acquired. The research sheds more light on responsible borrowing and lending as a way of promoting sustainable debt management and economic development. The paper was discussed in the presence of Chinese authorities at the **Zimbabwe Multi-**

**Stakeholder Debt Conference** and some of the recommendations were implemented by embassies. For instance, after the announcement of 2020 National Budget, the Chinese Embassy confronted government disputing the figure for Chinese Aid. The American Embassy further disputed the figure of American aid to Zimbabwe. The research raised awareness among embassies so that they demand government to be more transparent with resources provided for the benefit of the citizens. The research paper also enhanced citizens' agency to demand accountability on the nature of development financing that Zimbabwe requires in implementing political, social and economic reforms.

### **Annual Debt Management Analysis Report**

[The Annual Debt Management Report for Zimbabwe](#) was undertaken to increase government accountability and address non-compliance with legislative provisions that govern public finance management in Zimbabwe. The report also aims to enhance debt transparency and accountability from duty bearers. The research covered broad overview of the internal and external debt portfolios, macro challenges, the drivers of public debt and how the nation should manage the challenges arising from such debt situation. A lot of stakeholders showed keen interest in the Annual Debt Management Report which unearthed mal-practices by the executive in respecting the public finance management legislation. To influence change policy, the report was presented in the Zimbabwe Multi-Stakeholder Debt Conference and was shared with key government stakeholders which included among them Reserve Bank, Ministry of Finance and Economic Development, Zimbabwe Aid and Debt Management Office and Parliament. Furthermore, to increase evidence based advocacy copies of the report were shared with citizens in platforms such as community based Indabas and trainings.

### **Multi-stakeholder PFM Conference on Public Debt Management**

AFRODAD jointly with ZIMCODD organised the **Zimbabwe Multi-Stakeholder Debt Conference from 29<sup>th</sup> – 30<sup>th</sup> October 2019, in Harare**. A total of 60 participants (39 males and 21 females) attended the conference. Conference delegates were drawn from central government, Parliament of Zimbabwe, development agencies, private sector, renowned economists, the academia, civil society organisations as well as experts working on debt and debt related issues from the SADC region. The Debt Conference provided a platform for discussing outputs from research papers and policy briefs. The conference was held under the theme **“Enhancing Public Resources Transparency and Accountability”**. The conference enabled AFRODAD/ZIMCODD to communicate clearly on the issue of debt and provide regular and detailed insights from the research outputs. Presentations and discussions made assessed the impact of Zimbabwe's debt on citizens. To widen the reach and stir discussion around the impact of the current stock of debt in the country a local radio station Star FM covered the conference. The conference saw the building of collaborative plans to tackle Zimbabwe's rising debt. Stakeholders key policy recommendations that would potentially address Zimbabwe's debt situation, revolved around aligning of the current legislation to

strengthen transparency and accountability in the administration of public funds. Proceedings of the conference were extensively covered in mainstream media

<https://www.ebusinessweekly.co.zw/zim-debt-overhang-challenge/>

<https://www.herald.co.zw/chinese-firm-injects-us50m-into-tobacco-sector/>

<https://bulawayo24.com/index-id-news-sc-national-byo-174162.html>

<https://www.theindependent.co.zw/2019/11/01/china-still-committed-to-financing-zim-projects/>

<https://www.thezimbabwedaily.com/news/365033-just-in-tiens-invests-us50m-in-tobacco-annually.html>

<https://www.imf.org/~/media/Files/Countries/ResRep/ZWE/201911-zim-needs-an-independant-central-bank-the-independant-nov1.ashx>

<https://newsbeezer.com/zimbabwe/china-remains-committed-to-funding-zimbabwe-projects/>

### **TV broadcasting of PFM reform dialogues**

ZIMCODD stirred conversations around public finance management on the Zimpapers Television Network where calls for transparency and accountability were made. The conversations stimulated debate from viewers on issues around transparency and accountability. All the episodes were streamed live on Facebook and they were promoted prior production. A total of 4 episodes have been aired and attracted 21693 views as at 27 March 2020. The following topics were discussed.

- COVID-19: Zimbabwe's Response & Resource Mobilisation. [Click here](#) for more
- Gender Responsive Budgeting- A Necessity for the realisation of Women's Right. [Click here](#) for more
- Understanding Public Finance Management- Fiscal Frameworks, Policies and Rules. [Click here](#) for more
- Implications of Constitutional Amendment No 2 on Public Finance Management. [Click here](#) for more

### **e-Public or Social Messaging**

Public finance management is a technical subject for an ordinary citizen to understand. It is against this background that ZIMCODD infused comedy to raise awareness amongst citizens on the implications of Constitutional Amendment No 2 on PFM. The Comic Pastor was engaged, and a comic skit was produced to highlight the repercussions of Constitutional Amendment Number 2 on effective public finance management. The skit attracted 92,303 Views. [Click here](#) for more

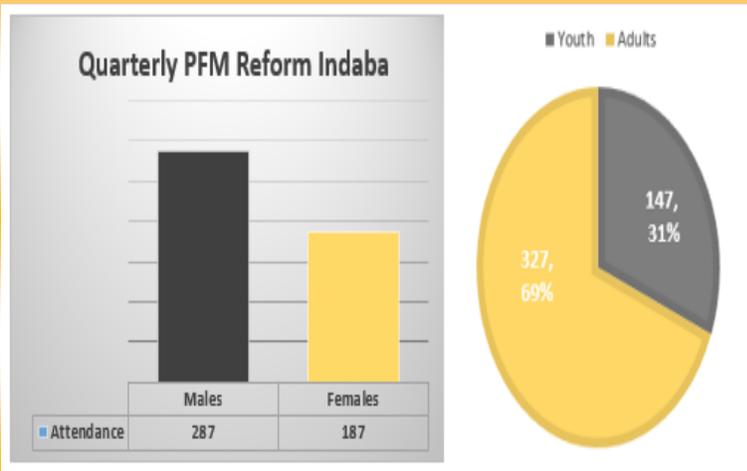
Furthermore, to increase citizen oversight of public resources key electronic messages calling for transparency and accountability in the use of public funds were developed and shared. The mediums consisted of infographics and digital fliers that were circulated on social media especially around mobilisation of citizens to participate and make submissions in public hearings on Constitutional Amendment No 2 and the need for transparency and accountability in the

utilisation of resources mobilised towards fighting coronavirus as shown in the attachments below.



### Quarterly PFM Reform Indabas

ZIMCODD conducted a total of eight Public Finance Management Indabas in Harare, Gweru, Mutare and Bulawayo. The PFM Indabas were attended by 462 participants (287 males and 187 females), of the total participants 208 were youths. The Indabas were broadcasted live on



community radio stations to popularise the issues raised during the deliberations to the broader community. The first series of the PFM Indabas focused on the 2020 National Budget. The Indabas engaged the solution holders on the major highlights of the 2020 national budget and discussed opportunities and challenges presented by the budget framework. These Indabas were

held as Post- Budget Seminars in which ZIMCODD and Parliament Budget Office shared the insights and highlights of the 2020 National budget. Having engaged citizens on the national budget processes during the pre-2020 National Budget period, ZIMCODD saw it fit to go back to the people and help them understand key highlights of the 2020 budget as well as providing a platform for them to reflect on the budget and make their submission before the approval of the budget by the Parliament. The second series of the PFM Indabas focused on Constitutional Amendment Bill (No. 2) with particular emphasis on section 327 of the constitution. Thus, the PFM Indaba's were a platform to interrogate the implications of the constitutional amendment, proffer alternative recommendations and come up with advocacy points to engage central government as well as Parliament.

## **Objective 2: Capacity and effectiveness of Parliament’s oversight role in the management of public finances in the course of the 9th Parliament increased.**

### **Summary of Achieved Project Objectives/Outcomes**

This objective was implemented by Southern Africa Parliamentary Support Trust (SAPST) with the aim to strengthen the Parliament’s oversight role in the management of public finances. The key outcomes from the implementation of the activities under this object are increased capacity of parliamentarians to monitor the use of public finances and improved demonstration of the executive’s commitment to reform on PFM. The implementation of the various activities since the inceptions of the project has brought about notable changes in the manner in which both Parliament and the Executive respond to issues of transparency and accountability in public finance management.

Following the training on social accountability monitoring for CSOs in 2019, one of the participating organizations, the Zimbabwe National Council for the Welfare of Children (ZNCWC) developed an advocacy programme on “Child Budgeting and Social Accountability” to lobby government to provide more resources for the full realisation of children’s right to education. They engaged the Portfolio Committee on Primary and Secondary Education and made submissions for the 2020 National Budget.

In its submissions, ZNCWC lobbied the Portfolio Committee to prioritize budget allocations that address children’s needs and rights to education and in particular allocations to the Basic Education Assistance Module (BEAM) and Children under Difficult Circumstances (CDC) Fund. The Committee took on board the recommendation from ZNCWC and tabled them to the Minister of Finance during plenary debate on the 2020 National Budget in the National Assembly and at the Pre-Budget Seminar in November 2019 at Victoria Falls. This submission was incorporated in the 2020 National Budget as the Primary and Secondary Education budget vote indicates that a total of ZWL\$200million was allocated within the Social Benefits budget line towards provision of free sanitary wear starting with Grade 4 to Form 6 targeting the most disadvantaged schools, while ZWL\$400 million was allocated within the Current Grants budget line towards provision of Free Basic Education as Tuition-In-Aid targeting P3 and S3 schools; ZWL100million for Infant Schools, ZWL\$200million for Primary Schools and ZWL100million for Secondary Schools, respectively. (<https://www.parlzim.gov.zw/national-assembly-hansard/national-assembly-hansard-04-december-2019-vol-46-no-12>). While the above-mentioned allocations to the Ministry of Primary and Secondary Education cannot be entirely attributed to our activity, what cannot be disputed is the fact that ZNCWC was able to engage the Education Committee after our training and that its submissions were taken on board by the Committee.

As a result of the previous year training conducted for the Budget Portfolio Committee and the Public Accounts Committee on budget oversight and quarterly budget performance reporting

statutory requirements, there has been increased oversight by the two committees in demanding for accountability from government over public finance management. The Public Accounts Committee has of late been tenaciously investigating misuse and abuse of public resources as reported in the 2018 Auditor General’s report. The Committee has in particular been investigating underhand dealings especially with respect to the Agricultural government subsidy (Command Agriculture Financing). The committee’s ongoing investigation has exposed corruption with respect to the subsidy where business cartels were capitalizing on arbitrage opportunities in the subsidy for their personal gain at the expense of the beneficiaries.

Following the technical support to the Parliamentary Budget Office (PBO) regarding the analysis of the quarterly budget performance reports from Ministries, there has been notable improved monitoring and tracking of budget expenditures by different Parliamentary committees using the evidence from the analysis of the reports. The findings from the reports have been used as basis for quizzing the Ministry officials. For instance, the Ministry of Defence and War Veterans Affairs appeared on the Defence, Home Affairs and Security Services Committee on the 23<sup>rd</sup> of September 2019. The committee noted that although the Ministry has consistently produced monthly financial statements, it has however failed to adhere to its statutory obligation to produce quarterly reports following the prescribed Quarterly Budget Performance Guidelines. The committee also showed its competency by recognising the need to capacitate Ministry officials to enable them to comply with the Guidelines as they seemed not very conversant with these guidelines.

### Summary of Achieved Activities

The activities conducted during this period under review include some last year activities which were not completed due to delayed project inception. Some activities such as the production of the parliamentary oversight model are being implemented within both implementation years.

<b>ACTIVITIES</b>	<b>TARGET</b>	<b>Achievement</b>
<i>Conduct tailor-made training workshops for Portfolio Committees (1 training workshop for 2 committees)</i>	1	1
<i>Conduct SOEs monitoring induction workshops for Parliamentary Portfolio Committees</i>	1	1
<i>Training workshops for Parliament and Government Officials on Quarterly Budget Performance Reports</i>	2	2
<i>Conduct 2 Consultative Workshops for Developing a Parliamentary Oversight Model</i>	3	2

### Conduct tailor-made training workshops for Portfolio Committees

During the period under review SAPST conducted a half-day capacity building workshop on social accountability monitoring for the Portfolio Committee on Primary and Secondary Education on the 27<sup>th</sup> February 2020. The training was attended by 19 participants (11 males

and 8 females drawn from the committee members and Parliament secretariat. The workshop equipped committee members with monitoring and budget tracking tools to ensure that resources allocated to the Ministry of Primary and Secondary Education are utilized prudently so as to achieve quality education for the learners. To increase the adoption and implementation of the knowledge shared the training was delivered by strategic partners which included Zimbabwe National Council for the Welfare of Children (ZNCWC), Parliamentary Budget Office (PBO) and ZIMCODD given their expertise on the areas the workshop sought to train committee members on. To improve the committee oversight on prudent use of public resources and improving quality of education for the vulnerable the training focused on the child-friendly Budgeting Approach, quarterly Budget Performance Reporting Guidelines, Emerging Issues in the Auditor General's Report in the Education Sector. The training was deemed to be critical and timely by Committee members as it contributed immensely to the process of drafting its work plan for 2020. The knowledge and skills gained from this workshop will assist the Committee in coming up with a work plan that addresses key issues identified in this workshop. However, the following capacity gaps were noted for future capacitation: technical assistance regarding the analysis of the Auditor General's Report, Procurement laws and regulations in the public sector and budget tracking tools.

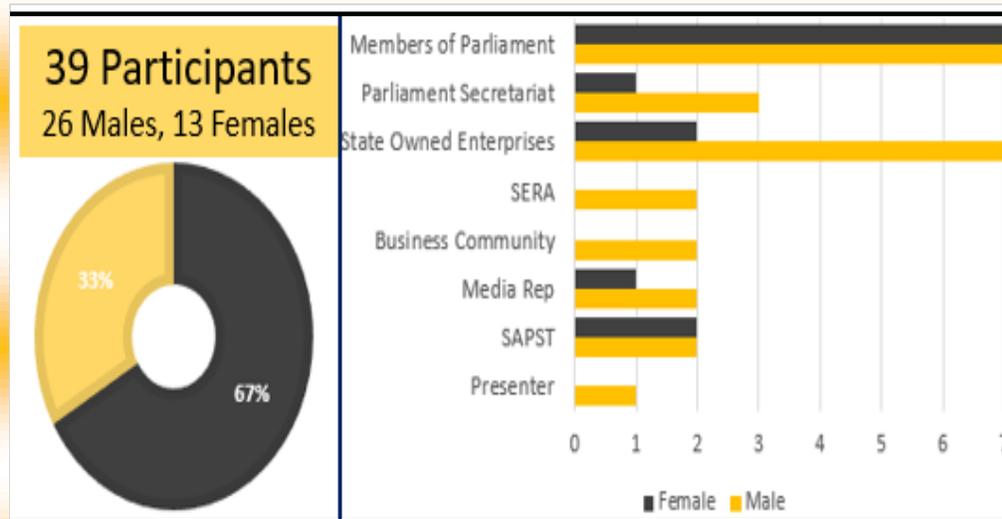
### **Training workshops for Parliamentarian and Parliamentary Staff on Quarterly Budget Performance Reports**

SAPST conducted two training workshops for new women Parliamentarians and new committee clerks and researchers on the oversight role of Parliament on public finance management. The trainings was conducted on the 2<sup>nd</sup> and 13<sup>th</sup> of March 2020 respectively. The training for women parliamentarians was attend by 34 participants selected by the Zimbabwe Women's Parliamentary Caucus (ZWPC). The training for Parliament secretariat (Committees Clerks) was attended by 22 participants (16 males and 6 females). The trainings increased the basic understanding of principles of public finance management by both the new parliamentary secretariat and women parliamentarians. As a result, increasing their oversight and knowledge in analysing budget performance reports. The capacity gaps were identified through the needs assessment conducted by the monitoring and evaluation team. It was noted that very few women MPs, especially the first-timers, debated the National Budget in the House nor asked questions or moved motions around public finance management issues as compared to their male counterparts. Discussions with the secretariat serving the Zimbabwe Women's Parliamentary Caucus (ZWPC) revealed that most women MPs did not have confidence to participate in budget debate because they lacked capacity. Whereas the new Parliament clerks and researchers also need to have basic knowledge of principles of public finance management as espoused both in the constitution, international and regional frameworks. The rationale behind these workshops was to close the knowledge gap between the new secretariat and women parliamentarians and their senior counterparts in terms of PFM concepts.

The trained new committee clerks and researchers will form a pool of parliamentary officers that will undergo the train the trainer (ToT) capacity building workshop on parliamentary quarterly budget performance reporting guidelines.

## Commission State-Owned Enterprises SOEs Performance and Compliance Surveys

Following the completion of the survey, SAPST facilitated a breakfast meeting on the 17<sup>th</sup> of December 2019 to share key survey findings. The findings were shared with key stakeholders that included Members of Parliament drawn mainly from the Budget Portfolio Committee, Public Accounts Committee and Industry Portfolio Committee, representatives of SOEs,



business community, and the media representatives. Disaggregated details of participants are shown in the table below.

SOEs that attended this event included Infrastructural

Development Bank of Zimbabwe (IDBZ), Zimbabwe National Water Authority (ZINWA), Zimbabwe National Road Authority (ZINARA), Central Mechanical and Equipment Department (CMED) and Grain Marketing Board (GMB). The business sector was represented by the Zimbabwe National Chamber of Commerce (ZNCC) and Confederation of Zimbabwe Industries (CZI). Also in attendance were representatives of the State Enterprises Restructuring Agency (SERA). Details on the findings of the survey can be accessed on this link; <http://www.sapst.org/download/state-owned-enterprises-performance-and-compliance-survey/>

Key practical follow-up actions which need to be implemented to ensure that SOEs contribute meaningfully to economic growth in the country were identified during the meeting. These included among them the following; MPs made an undertaking to push for the enactment of a whistle-blowing legislation, capacitating MPs on the Public Entities and Corporate Governance Act so that they are able to play effective oversight role over SOEs, sharing the survey findings with more MPs through an abridged version of the report, enactment of legislation by Parliament that compels all SOEs Boards to be appointed by Parliament to ensure their independence from parent Ministries, enforcement by Parliament of the existing legal

framework on public resource management and development of SOEs performance monitoring tools for Parliament.

Survey results were appreciated by the participants and was adopted as baseline framework for the committee's oversight role on parastatals going forward for the tenure of the 9<sup>th</sup> Parliament. To ensure wider dissemination of the findings among the citizen so as to foster discussion and key ask on the management of SOEs, media was invited to cover the event. Open ParlyZW live-streamed the proceedings of the breakfast meeting. SAPST used its social media platforms (facebook and twitter) to share key highlights of the survey findings with its stakeholders. Furthermore, SAPST facilitated a live radio programme where the researcher presented the survey findings and the representative of (Public Accounts Committee) responded to issues raised in the survey report. The meeting also got media mention where the News Day ran a story on the event in its Wednesday 18 December publication (<https://www.newsday.co.zw/2019/12/poor-accountability-legal-compliance-dog-state-entities/>). An abridged version of the report will be produce for distribution to all Members of Parliament and other key stakeholders.

### **Development of Parliamentary Oversight Model on Public Finance Management**

SAPST begun the process of developing a Parliamentary Public Finance Management Oversight Model in Year one and this activity is being concluded this year. The Model will draw best practices on Public Finance Management oversight from countries within Southern Africa and beyond in a manner that will allow Parliament of Zimbabwe to review its existing PFM oversight and identify areas that require strengthening. The Model's primary objective is to provide the framework that describes how Parliament conducts oversight. It shall therefore include the values and principles by which Parliament conducts oversight; the mechanism or framework to conduct oversight; and the processes and resources required for conducting oversight.

As part of this process, SAPST facilitated two stakeholders' consultative workshop on the 27<sup>th</sup> of November 2019 and 6<sup>th</sup> of March 2020 in Harare and Bulawayo respectively to gather views of stakeholders. Both workshops were attended by a total of 64 participants (30 males and 34 females). The other stakeholders' consultative workshop that had been scheduled for the last week of March 2020 was affected by the COVID-19 outbreak. For the Harare and Bulawayo consultative workshops, the stakeholders were drawn from MPs, Parliamentary support staff, representatives of CSOs and Ministry of Finance.

The following are the key recommendations that culminated from the workshops regarding the oversight role that the Parliament should play over public resource management in Zimbabwe.

- There is need to change the format of consultations. Parliament should carry out consultations by clusters.

- Parliament should also widen the outreach of consultations. Online consultations are some of the promising practices though this requires good mobile and internet penetration.
- There is a need to undertake feedback meetings (Key is for Parliament to collaborate with CSOs in order to conduct such feedback sessions)
- Citizens should be involved at all stages of the budget cycle including the formulation of strategy papers.
- The Ministry of Finance should produce strategy papers well in advance in order to give citizens ample time analyse and give meaningful recommendations.
- Parliament and the Ministry of Finance should also work on producing a guiding framework for public participation in the entire budget process.
- There is need for institutions to ensure that all the relevant information is accessible (Re- establishment of constituency resource centres)

### **Objective 3: The voice of citizens in accountability through information dissemination and increased platforms for engagement with solution holders increased.**

#### **Summary of Achieved Project Objectives/Outcomes**

This strategic objective aims to increase citizen capacity to hold solution-holders accountable using various accountability tools which include public expenditure monitoring, citizen scorecard, open budget survey, and the fiscal transparency index. This has been done through creating platforms for engagement between citizen and the duty bearers at constituency level. Also through creating platform for information dissemination. Citizen and solution holder engagements through Constituency Indabas (CIs) has been very effective in amplifying the voice of citizens in demanding service delivery from their MPs and local authorities. These platforms have also strengthened the MPs representation of their constituency key demand and concerns. The MPs have taken the issues of the communities and debated them in Parliament. After engagement with Honourable Chidakwa, the Mabvuku- Tafara Member of Parliament who is also a ZIMCODD Social and Economic Justice Ambassador (SEJA) on Statutory Instrument 25 of 2020, during the Constituency Indaba, the Honourable member took the issue to Parliament and requested the Minister of Finance and Economic Development to explain the implications of backdating Huawei tax exemptions. He further explained the implications of the statutory instrument to principles of good public finance management as codified in Section 298 of the Constitution which clearly states that the burden of taxation must be shared equally. **Source:** National Assembly Hansard 19 February, 2020, Vol 46 No. 24

Due to the effectiveness of the CIs some MPs from constituencies where CIs were previously hosted, have replicated the constituency Indaba concept through conducting further meetings in

their constituencies which are meant to enforce accountability and responsiveness by duty bearers. For instance, Mutasa South MP Rengai Tsunga initiated constituency meeting after being inspired by the outcome of the CIs conducted in his constituency. The MP conducted meetings in rural parts of the constituency such as Penhalonga, Muchena and Chinganga to consult on the use of the Community Development Fund (CDF) and engage the electorate of different development issues. Furthermore, in Nkulumane constituency, the MP, Honorable Kucaca Phulu has established effective constituency structures which organises frequent meetings between the electorate and the MP. To improve evidence based advocacy among the electorate the MP furthermore initiated awareness meetings on Constitutional Amendment Bill no 2. This awareness meeting improved understanding of the implications of the constitution amendments proposed by the government and prepared them for meaningful participation during consultative meetings.

The ripple effects of CIs model in strengthening the relationship between the solution holders and electorate through platform where they engage and solve the constituency development challenges together, have necessitated some MPs from areas where ZIMCODD is not operating to replicated the Constituency Indaba model. In Kwekwe constituency the MP consulted ZIMCODD on how the model operates and has since used the approach in conducting the meetings in the constituency. The CIs have also further improved the solution holder's response to the citizen demands. Moreover, the repeated meetings within the constituencies has created platforms where citizen are able to follow up with previous demands and commitments made by solution holders.

The best practice has been observed in Mabvuku Tafara constituency where the solution holders have been able to address some demands made during the previous CIs. The MP and Councillors followed up the issue of the installation of streets lights in areas where there have been increased theft and violence, purchasing of sewage pipes to upgrade the sewer system and setting up of disability committee (together as one). These demands have been addressed as the City of Harare have already installed the streets lights and delivered sewer pipes. The MP has established the disability committee and has started the renovating of community library using the constituency development fund (CDF).

Citizen at local level engage their local authorities through the Resident Associations and SEJAs. These are the structures that galvanise and amplify citizen demands for transparency and accountability by local authorities. During the outbreak of COVID 19 in the country citizens have been demanding improvement of water supply which was critical for basic hygiene. There have been media mentions of citizens in Gwanda, Bulawayo and Harare petitioning their local authorities to deal with the water problem affecting the vulnerable in the high density suburbs of the cities. The outstanding outcome is when the Combined Harare Residents Association took the government of Zimbabwe to court over failure to provide potable adequate water in the face of Covid-19 and the subsequent "lockdown." The Urgent Chamber Application with

case number HC 2156/20 sought a relief order for, Government and City of Harare to immediately contract bulk water service providers to provide mobile water tanks to decongest the crowding at community boreholes and Ministry of Finance to immediately release money for purchase of water treatment chemicals in bulk to ensure that Harare City Council increase water supply to residents. <http://kubatana.net/2020/03/31/chra-drags-government-to-court-over-water-supply-during-lockdown/>

## Summary of Achieved Activities

The performance of outputs under this objective is reflected in Table 2 below

**Table 2 Targets versus Achievement for SO 3 Outputs**

Output Indicators	Annual Target	Annual Achievement	% Achievement
Quarterly Constituency Indabas	10	6	60%
Capacity Building workshops for RAs and SEJAs on STAP	6	6	100%

### Quarterly Constituency Indabas

ZIMCODD had planned to conduct two series of Constituency Indabas constituting to 10 CIs. The target was however not met due to the outbreak of COVID 19 epidemic. A total of 6 CIs were conducted in Harare, Gweru, Mutare, Bulawayo and Hwange and reached to 663 participants (275 males, 367 females and 248 youth). The Indabas were aimed at increasing citizen oversight in accountability through information dissemination and increased platforms for engagement with solution holders and focused mainly on creating a platform for citizens to interrogate the management of public finances at local and national levels and helped citizens to understand how decision makers are implementing national and local budgets. The Indabas were also used as platform to inform citizens on the 2020 National Budget and proposed Constitutional Amendment Bill no 2 of 2019. Through this platform citizen engaged in development issues with their solution holders and also highlighted key policy issues which need to be addressed at local and national level.

### Capacity Building workshops for RAs and SEJAs on STAP

ZIMCODD in the first quarter of 2020, conducted six (6) capacity building workshops on social accountability for Residents Associations (RAs) and Social and Economic Justice Ambassadors (SEJAs) on Strengthening Transparency and Accountability on Public Finance Management in Harare, Chivu, Norton, Gwanda, Bulawayo and Mutare. The capacity building workshops aimed at strengthening and enhancing the capacity of members of Residence Associations and SEJAs to demand transparency and accountability as well as perform oversight and monitoring role in PFM. Also, the capacity building workshops aimed to create resilient grassroots-based social movements so that they are able to demand transparency and accountability from solution

holders at both the local and national level. Zimbabwe is currently riddled with serious governance challenges including corruption, misappropriation of funds, violation of procurement regulations, unaccountable leadership behaviour and limited opportunities and capacity for citizens to effectively influence and contribute towards sound public finance management practices and government decision making processes. If empowered, Residents Associations (RAs) and SEJAs can monitor and demand accountability from rights holders on fiscal transparency and accountability.

#### **Objective 4: The participation of women and youth in accountability monitoring by 2023 increased.**

#### **Summary of Achieved Project Objectives/Outcomes**

The training of women and youths in social networks and tertiary institutions has increased their awareness on the critical role they play in ensuring social accountability and participation in civic spaces. Tertiary students under the banner of Zimbabwe National Students Union (ZINASU) requested for a meeting with Parliamentary Committee on Higher and Tertiary Education, Science and Technology Development to share challenges confronting students in institutions of higher learning especially the fees structure which was beyond the reach of many. In response, Parliamentary Committee on Higher and Tertiary Education, Science and Technology Development invited the students to present their issues and resolved that the achievement of SDG 4 which commits to ensure inclusive and equitable quality education and promote lifelong opportunities for all is under threat and the committee will take the relevant ministry to task so as to guarantee that students in Zimbabwe access education at tertiary level.

Students also continued to engage with institutional leadership to demand socio economic rights, especially the right to access quality education. Students at Midlands State University through their leadership wrote a letter to the Registrar seeking the extension of the registration date from the 9<sup>th</sup> of March to the end of the month. The call for extension was necessitated by lower number of students who had registered within the stipulated registration deadline. Students after noticing the fate which had befallen most of the students who risked to drop out or defer their studies consulted with their leadership to petition the university for extension of the registration periods. Their demand was met by the university as the registration deadline was extended to the 31<sup>st</sup> of March 2020. The Registrar further notified the students that those which challenges in paying fees were eligible to apply for the Ministry of Higher and Tertiary Education, Science and Technology Development student loan schemes. Following the social accountability training with the women in social networks, Domboshava small holder women farmers approached the Ministry of Lands, Agriculture, Water Climate and Rural Settlement on input distribution and beneficiation of command agriculture scheme. The women demanded to have a meeting with the Minister so as to inform him about their challenges in accessing the inputs and also to share their experiences and best practices in farming which can be adopted by other women farmers. The women farmers were meant to meet the Minister sometime in March 2020, however their meeting was postponed due to the outbreak of the COVID 19

## Summary of Achieved Activities

<b>Output Indicators</b>	<b>Semi Annual Target</b>	<b>Semi Annual Achievement</b>	<b>% Achievement</b>
Seminars to build the capacity of women and youth in tertiary institutions on Social Accountability Monitoring	4	3	75%
Rights Consciousness and Social Accountability Monitoring Training for Social Networks	5	5	100%

### Seminars to build the capacity of women and youth in tertiary institutions on Social Accountability Monitoring

ZIMCODD facilitated three Social Accountability Monitoring Seminars for Tertiary Institutions in Harare, Gweru and Bulawayo. The participants were drawn from the University of Zimbabwe and Harare Polytechnic College for Harare training while Gweru had Midlands State University and Gweru Polytechnic College and Bulawayo drew its participants from Lupane University, National University of Science and Technology and Bulawayo Polytechnic College. ZIMCODD is of the view that women and youth in general, particularly those in tertiary institutions present an effective platform for building a strong social movement against violation of socio economic rights. The training leverages on that the women and youths in tertiary institution has already have functional structures which can be utilised to amplify student's voices for social accountability. Thus the training provided a platform for the young people to be capacitated on social accountability in economic governance which is aimed at improving young people's participation in social accountability monitoring and build citizen agency amongst the young people. Additionally, building the capacity of tertiary students ensures they act from an informed position to demand for transparency and accountability from duty bearers. The training also equipped the youth with skills on how to use social media in mobilising and sharing evidence for advocacy.

### Rights Consciousness and Social Accountability Monitoring Training for Social Networks

During the period under review, ZIMCODD conducted 5 trainings on Rights Consciousness and Social Accountability Monitoring for Women in Social Networks in Bulawayo, Chikomba, Goromonzi, Gwanda and Norton. The trainings reached to a total of 634 participants (119 males, 515 females and 201 youth). The trainings deliberately targeted women and youth from social networks including church clubs such as Ruwadzano and youth clubs because these existing community groups present an effective channel for increasing women and youth basic understanding of social accountability and their role in holding the solution holders at both local

and national level accountable. Building from the first implementation year training, the current trainings targeted the similar participants to strengthen their social accountability monitoring and reporting using various social accountability tools including among them scorecards, power mapping and budget tracking. Women and youths were also alerted on how whatsapp can be used as a tool to share evidence for advocacy and mobilise for action. From the various training, it emerged that lack of transparency and accountability leads to corruption which is the root cause for the deplorable condition of social services delivery in, it is therefore critical for the church and women to engage duty bearers to ensure that they deliver what they promised when they were elected into power as per community demands. Also, residents bemoaned poor public finance management within council which needed to be addressed to ensure efficient social services delivery. Furthermore, women and youth realised that in a bid to try and stop poor public finance management both at local and national level, there is need for residents to participate in national and local budget consultative meetings which they have not been doing.

### Lessons learnt

- Adaptation is key in a fluid operating environment to remain relevant and fit for purpose. Shifting focus to public resource management in a disaster context, though not initially conceptualised, has revealed interesting pertinent issues – lack of preparedness; poor oversight framework for resources mobilized to respond to disasters; politicisation of disaster relief funds/resources.
- We learnt in the period under review through various meetings conducted in the country that ZIMCodd is doing immense work in this country, probably we need to improve on how we harvest our outcomes.
- To strengthen its student-structures at university and college campuses the organisation must at least find little funds to keep the structures functional more of a student-solidarity fund.
- Targeting of compatible groups on Social Networks to ensure these groups can be tracked systematically and can also self-organise for their own activities and real impact can be seen as a result of ZIMCodd's intervention. It seems as if the target group only convene when the workshop is called besides a workshop, they don't meet oftenly.
- Deliberate efforts to follow up on action plans, assign stakeholders with the responsibility to systematically action the set plans and systematically report for evidence and set up a two-way feedback system with stakeholders for the outcome harvesting process
- Partner with women's, youth and disability organizations in our workshops and bring their expertise to our platforms so that participants can easily relate with the facilitators and ZIMCodd can get more value and best practices towards making the desired impact

## Challenges

Despite numerous positive outcomes realised during the period under review, program implementation faced some of the following challenges,

- The outbreak of the COVID 19 pandemic has put all programming to a standstill and uncertainty prevails thus compromising on the attainment of set objectives and deliverables.
- Inconsistencies in the fiscal policy environment making budgeting difficult. Policy inconsistencies affected programme implementation especially in terms of participants' reimbursements.

## Plans for Sustainability

ZIMCODD has implemented PFM program in the past and currently with other donors such as NCA and NPA. STAP project rides on the key lessons learnt in the implementation of these previous programs. Mobilisation of STAP activities were done through existing ZIMCODD community structures such as SEJAs and regional board structures. Using local structures has created project buy in from communities as such enhanced fidelity to planned targets and attracted relevant activities participants. The sense of ownership by communities will enhance the continuity of gains made so far. Furthermore, ZIMCODD and its partners have created media presence and interest in PFM discourse through digital advocacy, radio and TV broadcasting. These have improved citizen constitution and economic knowledge and thereby equipped citizens with capacity to hold solution holders accountable. Apart from using social and mainstream media, the project has printed and disseminated relevant materials to the citizens to further informed and evidence-based advocacy.

It has also increased attention of other CSOs and funders to issues of public finance management. During the period under review ZIMCODD and its partners have collaborated with other CSOs in presenting on issues of public finance manage and building capacity of other institutions CSOs. This has increased the reach of PFM issues and broaden the sphere of influence for the project. To enhance sustainability, the consortia have collaborated with government structures such as Parliament, Zimbabwe Aid and Debt Management Office (ZADMO), Office of Auditor General (OAG) and Reserve Bank. This relationship and partnership will enhance the adoptability of alternatives to improve transparency in public finance management.

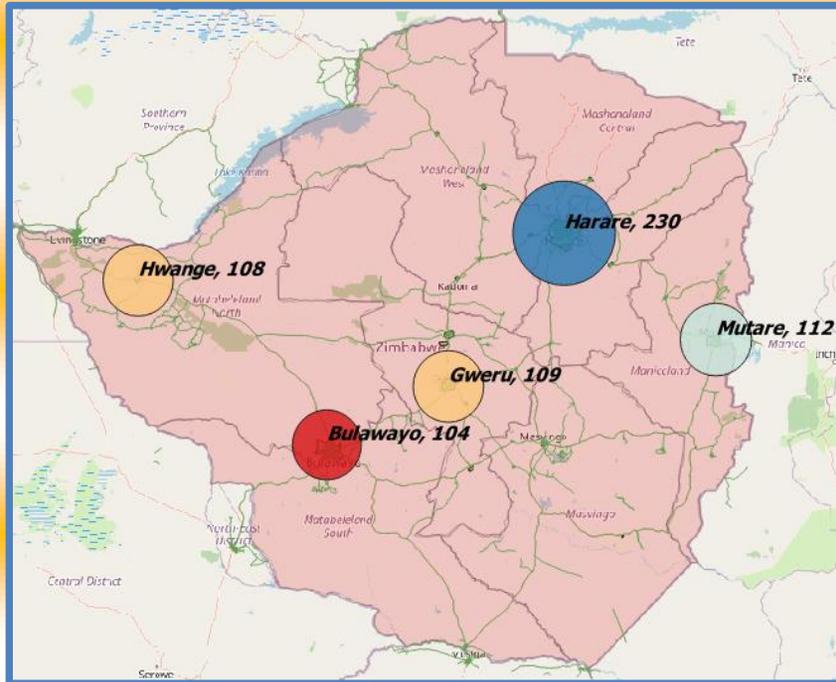
The collaborations between ZIMCODD, academia and other research institutions such as Chinhoyi University of Technology, Midlands State University and ZEPARU will go a long way in strengthening ZIMCODD's research capacities. The Universities and ZEPARU will also act as reliable sources of information, knowledge, know-how and innovation for ZIMCODD and its partners including SEJAs and Resident Associations.

## **PFM Related Media Mentions**

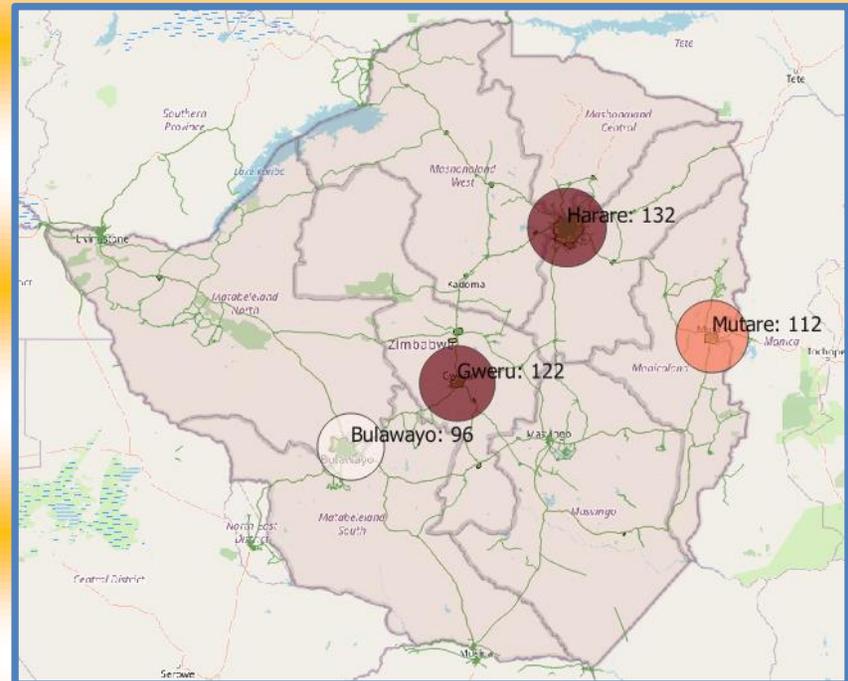
<https://www.263chat.com/government-under-fire-over-2020-national-budget/>  
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<https://www.newsday.co.zw/2020/02/govt-should-take-responsibility-for-ruling-losses/>  
<https://spiked.co.zw/huawei-technologies-mustnt-be-exempted-from-paying-tax-zimcodd/>  
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<https://www.cite.org.zw/zim-to-receive-coronavirus-testing-kits/>  
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<https://www.newsday.co.zw/2020/03/govt-managing-covid-19-information-csos/>

# ANNEXURE

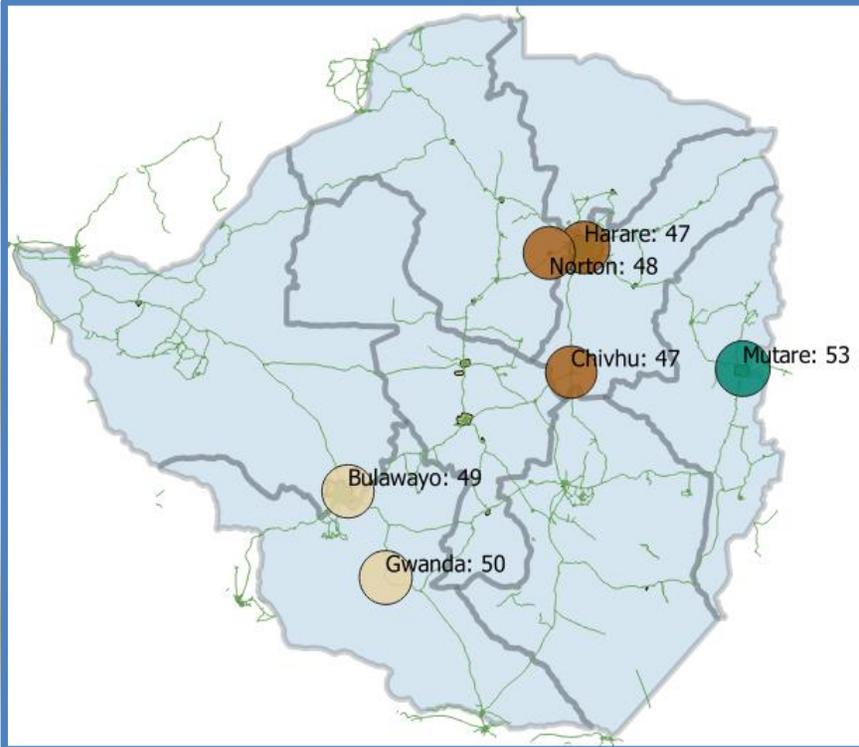
## CONSTITUENCY INDABAS



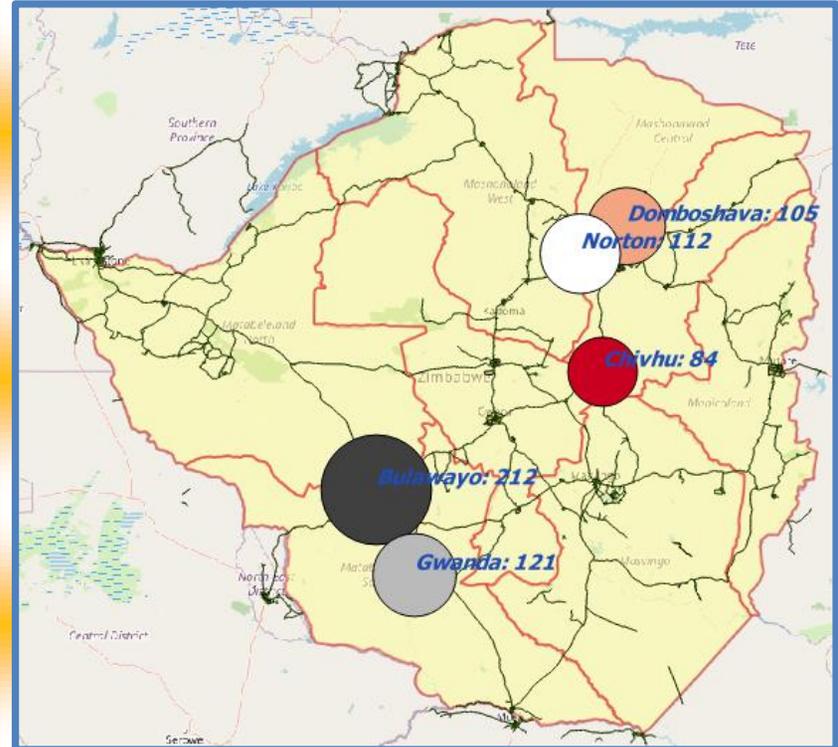
## PFM REFORM INDABAS



## RA and SEJAs



## SOCIAL NETWORKS



# STAKEHOLDER MAPPING

