



2024

ANNUAL REPORT



CORPORATE STATEMENTS

Vision

Transforming livelihoods through equitable and sustainable land administration and management.

Mission

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

Core Values

- > Fairness – impartiality, gender and diversity sensitivity
- > Accountability – integrity, professionalism and responsibility
- > Innovativeness – creativity and appropriate adaptation to change
- > Transparency – openness
- > Teamwork – participatory, collaborative and respecting diversity

PRINCIPLES GUIDING POLICY ON AGRICULTURAL LAND

The Zimbabwe Land Commission is guided by the following principles set out in section 289 of the Constitution:

- a) land is a finite natural resource that forms part of Zimbabweans' common heritage;
- b) subject to section 72, every Zimbabwean citizen has a right to acquire, hold, occupy, use, transfer, hypothecate, lease or dispose of agricultural land regardless of his or her race or colour;
- c) the allocation and distribution of agricultural land must be fair and equitable, having regard to gender balance and diverse community interests;
- d) the land tenure system must promote increased productivity and investment by Zimbabweans in agricultural land;
- e) the use of agricultural land should promote food security, good health and nutrition and generate employment, while protecting and conserving the environment for future generations
- f) no person may be deprived arbitrarily of their right to use and occupy agricultural land.



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ACRONYMS

ADR	Alternative Dispute Resolution
CNALA	Comprehensive National Agricultural Land Audit
eGP	Electronic Government Procurement
GPA	Global Politics Agreement
IWD	International Women's Day
LIMS	Land Information Management System
NDS1	National Development Strategy 1
OPC	Office of the President and Cabinet
PRAZ	Procurement Regulatory Authority of Zimbabwe
PSC	Public Service Commission
VPN	Virtual Private Network
ZACC	Zimbabwe Anti-Corruption Commission
Zig	Zimbabwe Gold Currency
ZIMPARKS	Zimbabwe Parks and Wildlife Management Authority
ZLC	Zimbabwe Land Commission

ZIMBABWE LAND COMMISSION COMMISSIONERS



CHAIRPERSON

Commissioner Tendai Ruth Walker Bare



Commissioner Lauretta Marembo



Commissioner Philip Tinashe Sewera



Commissioner Sukai Tongogara



**Commissioner Tsitsi Rosemary
Choruma-Dozwa (Dr)**



**EXECUTIVE SECRETARY
Piwai Mawire**

FOREWORD BY THE CHAIRPERSON OF THE ZIMBABWE LAND COMMISSION



CHAIRPERSON
Commissioner Tendai Ruth Walker Bare (Ms)

It is my pleasure to present the 2024 Zimbabwe Land Commission Annual Report. This is in terms of Section 323 of the Constitution of Zimbabwe Amendment (No. 20) Act, 2013 and the Public Finance Management Act [Chapter 20:19]. This report outlines progress made regarding implementation of the Commission's mandate as in Section 297 of the Constitution of Zimbabwe Amendment (No. 20) Act, 2013.

The Commission successfully implemented all the planned programmes and surpassed targets in all its deliverables. This was achieved despite operating in a challenging environment characterised by limited budget support and unavailability of critical goods and services. These are needed to support implementation of Commission programmes and activities. However, cutting edge and innovative strategies and strategic partnerships with key stakeholders were critical in achievement of the set targets.

The Commission remains committed towards providing excellent service delivery to the citizens of Zimbabwe for improved livelihoods in line with Vision 2030. The Commission continues to adopt electronic technologies in the establishment of an integrated Land Information Management Systems (LIMS), in line with e-Government and Whole of Government.



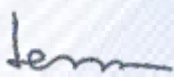
This is in line with automation of business processes for good and easy land administration across relevant Government agencies. This is important to effectively and significantly position agriculture to continue playing its social function of food and nutrition security. The implementation of periodic audits of agricultural land and comprehensive inspections of agricultural land continue to provide an opportunity to update LIMS database for adequate baseline information critical for planning and policy formulation by the Government.

The Commission's recommendations regarding Systems of Land Tenure were revolutionary. Security of tenure remains critical for predictability and certainty on land utilisation for improved investments, access to markets and wealth accumulation by beneficiaries of the Land Reform and Resettlement Programme across all provinces. Access to full basket of land rights remains a vital cog for production and productivity on the farms. To this end, the Commission continues to observe the need to prioritise special groups which includes veterans of the liberation struggle, women, youth and persons with disabilities in enjoying full baskets of land rights.

Application of Alternative Dispute Resolution (ADR) Mechanisms continues to pay dividend as a strategic approach to expedite investigation and determination of agricultural land disputes across all settlement models. The mediation role by the Commission has successfully provided an affordable opportunity for dispute resolution and created a harmonious environment in the resettlement areas for increased production and productivity.

These achievements are a testament to the unwavering support from our stakeholders, including state and non-state actors, traditional leaders, and the farming community. I extend my deepest gratitude to His Excellency, the President of the Republic of Zimbabwe, Dr E.D. Mnangagwa, whose commitment to Vision 2030 inspires us to realize the full potential of Zimbabwe's agricultural land sector.

As we forge ahead, I reaffirm ZLC's dedication to fostering **Fairness, Transparency and Accountability** in land administration for the benefit of all Zimbabweans.



Commissioner Tendai R.W Bare (Ms)

Chairperson, Zimbabwe Land Commission

STATEMENT BY THE SECRETARY FOR ZIMBABWE LAND COMMISSION



EXECUTIVE SECRETARY
Piwai Mawire

I am honoured to present the Zimbabwe Land Commission's Annual Report for 2024. This year I was honoured to receive the Presidential Performance Award in Service Delivery 2024, as the best performing Executive Secretary under the category of Independent Commissions. This achievement does not reflect my personal capabilities but the dedication, commitment and hard work by the commission and the secretariat. This distinguished honour acknowledges our unwavering commitment to outstanding service delivery.

Throughout the year, we maintained a strong focus on delivering quality services that improve livelihoods across our communities. Our initiatives concentrated on efficient land administration and responsive public service, ensuring that our work directly contributes to better socio-economic outcomes for citizens. By prioritizing people-centred solutions, the Commission has helped transform lives and support economic development.

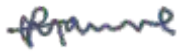
Stakeholder engagement and collaboration remain central to our strategy. We actively engaged with key partners through tripartite meetings with the Department of Lands and the Surveyor General, fostering coordinated policy implementation and transparency in land management. These inclusive collaborations have ensured our decisions are well-informed and reflect the needs of all parties involved.

We also strengthened strategic partnerships to enhance our capabilities. Notably, our work with the Zimbabwe National Statistics Agency (ZIMSTAT) has improved our data management systems. By leveraging reliable data, we make evidence-based decisions that enhance our planning and program execution. This partnership is vital for the efficiency and effectiveness of our operations.

I extend my sincere appreciation to the Commissioners, the Secretariat staff, and all our stakeholders for their teamwork, resilience, and unwavering commitment. Their collective dedication has been instrumental in our achievements this year. I commend them for embodying the spirit of service that drives our success.

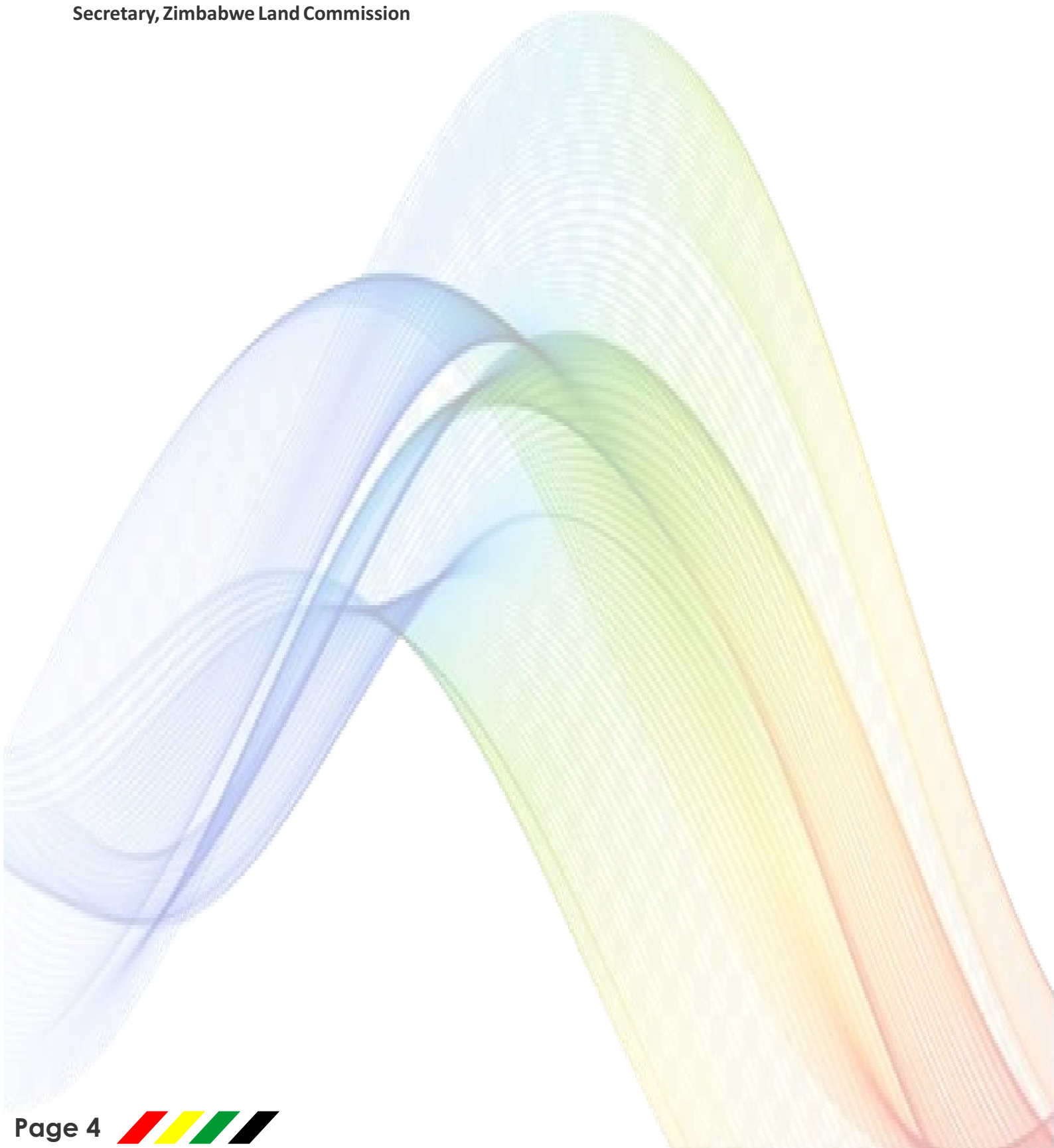


Looking ahead, we reaffirm our commitment to collaboration under the Whole of Society Approach, in line with Zimbabwe's National Vision 2030. By working together across all sectors of society, we will continue to pursue our shared goals of sustainable development and an improved quality of life for all citizens. Together, we move into the coming year with confidence and determination to realize our common vision.



Mr P. Mawire

Secretary, Zimbabwe Land Commission



ORGANISATIONAL PROFILE

Functions of The Zimbabwe Land Commission

Section 297 of the Constitution Amendment (No. 20) Act 2013 specifies the functions of the Commission as follows:

(1) The Zimbabwe Land Commission has the following functions-

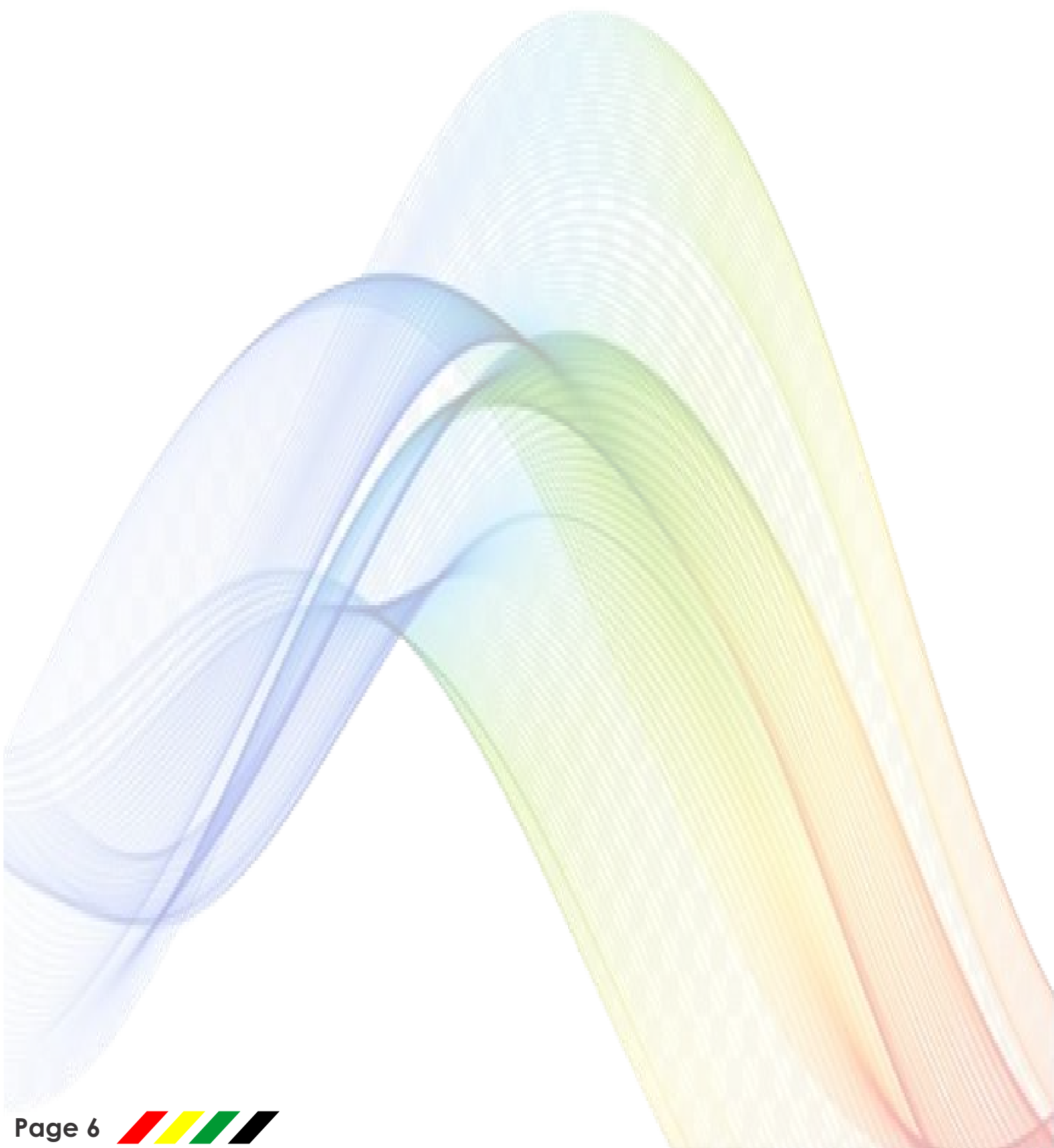
- (a) to ensure accountability, fairness and transparency in the administration of agricultural/and that is vested in the State;
 - (b) to conduct periodical audits of agricultural land; (c) to make recommendations to the Government regarding-
 - (i) the acquisition of private land for public purposes;
 - (ii) equitable access to and holding and occupation of agricultural land, in particular
 - A. the elimination of all forms of unfair discrimination, particularly gender discrimination;
 - B. the enforcement of any law restricting the amount of agricultural land that may be held by any person or household;
 - (iii) land usage and the size of agricultural/and holdings;
 - (iv) the simplification of the acquisition and transfer of rights in land;
 - (v) systems of/and tenure; and
 - (vi) fair compensation payable under any law for agricultural land and improvements that have been compulsorily acquired;
 - (vii) allocations and alienations of agricultural land;
 - (d) to investigate and determine complaints and disputes regarding the supervision, administration and allocation of agricultural/and.
- (2) The Zimbabwe Land Commission, with the approval of the Minister responsible for land, may make regulations/or any of the purposes set out in Subsection (1).
- (3) The Zimbabwe Land Commission must exercise its Junctions in accordance with any general written policy directives which the Minister responsible for land may give it.
- (4) in discharging its functions, the Zimbabwe Land Commission must be guided by the principles set out in section 289.
- (5) The State and all institutions and agencies of Government at every level, through legislative and other measures, must assist the Zimbabwe Land Commission in carrying out its functions and must protect its independence, impartiality, integrity and effectiveness.
- (6) The Government must make adequate and suitable provision, through legislation and other appropriate means, to ensure that-
- (a) the Zimbabwe Land Commission is able to exercise its functions efficiently and independently; and
 - (b) persons employed by the Zimbabwe Land Commission carry out their duties conscientiously, fairly and impartially.



ESTABLISHMENT OF COMMITTEES

First Schedule of the Land Commission Act [Chapter 20:29], Section 9 (1) states that "*for the better exercise of its functions the Commission may establish one or more Committees in which it may vest such of its functions as it thinks fit*". The Zimbabwe Land Commission has two functioning Committees namely;

1. Land Audit, Technical, Environment and Communications Committee;
2. Finance, Administration, Human Resources and Training (FAHRT)/Legal Committee.



COMPREHENSIVE NATIONAL AGRICULTURAL LAND AUDIT PROGRAMME

Introduction

The Zimbabwe Land Commission successfully implemented the Comprehensive National Agricultural Land Audit (CNALA) programme during 2024 and surpassed its target. Section 297(1)(b) of the Constitution of Zimbabwe (Amendment No.20) Act 2013 and section 8(1)(b) of the Land Commission Act [Chapter 20:29] provide for the Zimbabwe Land Commission to conduct periodical audits of agricultural land.

The overall objective of the Comprehensive National Agricultural Land Audit is to establish a full account of the utilisation of all agricultural land in Zimbabwe for providing economic growth, social equity and environmental sustainability. The annual target was to audit 40 000 farms across all the eight (8) rural provinces and across all resettlement models and categories.

Methodology

The implementation of the 2024 CNALA Programme involved the following key steps:

- > Identification and recruitment of staff from relevant Ministries, Departments and Agencies at provincial level to assist the Zimbabwe Land Commission as enumerators and supervisors. The identification and recruitment of these government officials was carried out in consultation with the Public Service Commission and guided by an approved criterion in order to standardize the process across all provinces.
- > Training of the engaged officials was carried out in two phases i.e. the Training of Trainers (ToT) Programme where supervisors were trained first in order to facilitate and cascade the Training of Enumerators (ToE) in the provinces.
- > Deployment of trained officials to the respective target district of audit.
- > Farm by farm audit was carried out through physical farm visits and data collection through direct interviews with farmers. The data collection was carried out using tablets supported by an Open Data Kit (ODK) application. Both attribute and spatial data were collected. Suitable high clearance vehicles and motorcycles were used to facilitate access to all target farms.
- > Implementation of the communication strategy with the assistance of key provincial government officials and community leaders to ensure all target farmers were prepared for the exercise. Various forms of media were used to enhance awareness including the use of print and social media.

Specific objectives

- > To collect and analyse land allocation data and extent of land distribution with respect to gender, equity classification, environmental management, extent of multiple land ownership and double allocations.
- > To assess land use planning with respect to farm sizes, ecological and farming enterprises/activities.
- > To assess the extent of tenure security and land rights of beneficiaries.
- > To identify challenges and constraints in order to successfully address the agrarian reform agenda.
- > To identify land utilisation patterns and optimal farming activities which influence appropriate policies for increased agricultural productivity, poverty alleviation and sustainable utilization of agricultural land.

> To develop a land information management system on agricultural land.

Farms Audited and Percentage Achievement

Table 1 outlines the total number of farms audited during the 2024 CNALA Programme by model and by province. A total of 40 858 farms (102%) were successfully audited against a target of 40 000.

	Province	Target Districts	Farms Audited during the Multiple Farm Ownership Verification Exercise	Farms Audited during the 2024 CNALA - Disaggregated per Model							
				A1	OR	A2	LSCF	SSCF	3 Tier	Total Audited	% of target
1	Masvingo	Gutu	428	3730	1750	125	7	185	0	6225	156
2	Mash Central	Muzarabani	182	4356	0	481	4	355	0	5378	135
3	Mat North	Lupane Umguza	82	3523	1398	108	8	123	0	5242	131
4	Manicaland	Makoni	172	3343	1585	114	5	84	0	5303	133
5	Mash East	Hwedza Goromonzi	283	3385	1612	40	7	35	0	5362	134
6	Mash West	Hurungwe	409	3490	997	102	8	54	0	5060	126
7	Midlands	Kwekwe	162	3211	963	75	6	24	0	4441	111
8	Mat South	Beitbridge Bulilima Mangwe	72	2451	1123	96	10	92	3	3847	96
	TOTAL		1790	26142	11417	808	55	643	3	40858	102

Table 1: Farms Audited during the 2024 CNALA Programme by model and by Province

A preliminary report outlining issues identified on the farms that required Government's attention was submitted to the Honourable Minister of Lands, Agricultural Fisheries, Water and Rural Development.



ZLC Female biker (enumerator) at Nami Farm in Headlands during the Comprehensive National Agricultural Land Audit Programme

Farm Inspections Programme

Comprehensive (Routine) Farm Inspections

According to Section 8 (1) a of the Land Commission Act (Chapter 20:29), the Commission is mandated to undertake comprehensive inspections of agricultural land, whether nationwide or incrementally and rotationally by province, not more frequently than twice in any calendar year, in connection with any or all of the matters upon which it may make recommendations to Government in terms of section 297 (1) c of the Constitution, or for any purpose related to its functions.

Comprehensive Farm Inspections are in-depth examination of land holdings with a view to gather comprehensive data through physical inspections of farms and direct interviews with land holders for evidence-based recommendations to Government regarding administration of agricultural land. This programme provides an opportunity for one-on-one interaction with the farmer or landholder for assessment of factors affecting production and productivity including access to land, financing, markets, labour, infrastructure and mechanisation and climate change, inheritance and gender issues.

Overall Objective for 2024 Comprehensive Farm Inspection Programme

The overall objective of carrying out the comprehensive routine farm inspections is to produce a comprehensive and detailed report with evidence-based recommendations to the Government regarding administration of agricultural land and production and productivity on the farms for economic development and social equity.

Specific Objectives

- a) To assess gender mainstreaming in land allocations and access to security of tenure;
- b) To examine factors affecting optimal land utilisation on agricultural land;
- c) To examine factors affecting production and productivity on agricultural land;
- d) To assess the level of infrastructural development and mechanisation on the farms;
- e) To investigate factors affecting access to agricultural finance and markets;
- f) To assess the effects of climate change and adaptation by farmers.

Methodology

The implementation of the Comprehensive Farm Inspections Programme was field-based and involved physical inspection of landholdings and direct interviews with landholders. Qualitative and quantitative data was collected. During the process, data gathered included attribute data related to the socio-economic details of the landholder as well as spatial data related to the land parcel.

The programme was carried out concurrently across all the eight rural provinces in selected districts and on selected farms. The configuration of the farms was representative of all the categories to include A1, A2, Small Scale Commercial Farms, Large Scale Commercial Farms, Old Resettlement Schemes, three-tier farms and peri-urban farms. The national target for 2024 was 5000 farms inspected. Each province was allocated a target of 625 farms for inspections. The number of farms inspected was budget driven.

Farm identification and selection was carried out in the Zimbabwe Land Commission Land Information Management Database (LIMS) Database. Nearest Neighbour Analysis techniques were employed to group selected farms according to proximity in order to avoid dead-mileage during the physical farm visits.

Communication and awareness exercises were carried out through various modes of media to ensure farmers were present on their holdings to facilitate adequate data gathering. Community leaders and local extension officers were critical in implementing the communication strategy.

Land Inspection officials were trained in order to standardise data collection processes including extension approaches and the use of the tablets. The interviews with landholders were structured following a predesigned electronic data collection instrument. The process involved physical checking and verification of farm records as well as activities and state of affairs at the farm on the day of the interview.



ZLC Provincial Manager, Mashonaland Central, Mr D. Muzinda educating farmers the need to have their farms inspected as well as the required documents during the data collection process, Beaulieu Farm, Shamva.

Output

Table 2 outlines the output for 2024 Comprehensive Farm Inspections by province. The Commission successfully achieved a total of 5293 farms inspected (105%) against a target of 5000 farms. A comprehensive report with recommendations was produced for submission to the Honourable Minister of Lands, Agriculture, Fisheries, Water and Rural Development.

	Province	District	Revised Provincial Target	2024 Output	Output (%)	Remarks
1	Manicaland	Mutasa/Makoni	625	628	100.5	Target achieved and surpassed
2	Matabeleland North	Hwange/Lupane	625	632	101.12	Target achieved and surpassed
3	Matabeleland South	Insiza	625	630	100.8	Target achieved and surpassed
4	Mashonaland West	Chegutu	625	670	107.2	Target achieved and surpassed
5	Mashonaland East	Murehwa	625	723	115.7	Target achieved and surpassed
6	Mashonaland Central	Shamva	625	668	106.88	Target achieved and surpassed
7	Masvingo	Masvingo	625	698	111.68	Target achieved and surpassed
8	Midlands	Shurugwi	625	643	102.88	Target achieved and surpassed
	Total		5000	5293	105.86	Target achieved and surpassed

Table 2: Summary of Farms Inspected under Comprehensive Routine Farm Inspections

A1 and Old Resettlement

The routine farm inspections within the A1 and Old Resettlement Schemes have revealed several significant challenges affecting agricultural productivity and sustainable land management in Zimbabwe.

- > At the farm level, there are arrangements in place whereby children are allocated portions of grazing land to conduct farming activities; however, most A1 farmers rely solely on government-initiated funding with little access to supplementary financial support. Crop and livestock production have been adversely affected by an El-Nino-induced drought, while the illegal occupation of grazing land by unauthorized farmers is contributing to environmental degradation.
- > Additional findings indicate that the change of ownership for deceased farmers is not being processed in a timely manner.
- > Furthermore, many farmers have established vegetable gardens in close proximity to rivers—often within less than the stipulated 30-meter distance—and these gardens are neither properly planned nor reflected on farm layouts.

Output

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- > Additional findings indicate that the change of ownership for deceased farmers is not being processed in a timely manner.
- > Furthermore, many farmers have established vegetable gardens in close proximity to rivers—often within less than the stipulated 30-meter distance—and these gardens are neither properly planned nor reflected on farm layouts.



- > A significant number of farmers are also struggling with inadequate mechanization, leading to poor production yields. The drying up and siltation of dams have further hampered irrigation efforts, forcing some farmers to downscale their operations or abandon irrigation projects entirely.
- > Moreover, in certain provinces, Rural District Councils continue to issue and replace A1 temporary permits, despite a directive to cease such parallel activities.
- > Conflicts, such as those arising between farmers and miners, have resulted in litigation and environmental pollution, thereby reducing overall agricultural productivity. Finally, human-wildlife conflicts on farms adjacent to wildlife conservancies have further complicated land management practices.

A2 Model

- > under the A2 model, there is extensive land fragmentation resulting from the subdivision of farms for the benefit of grown-up children. This practice has frequently led to an exceeded carrying capacity on such properties, contributing to land degradation through overgrazing and deforestation.
- > Additionally, many A2 farmers, who largely rely on their mobile devices to manage farm operations, are not regularly present onsite, impeding effective implementation and monitoring of their farming programmes. The lack of collateral security further restricts these farmers' access to sustainable and affordable agricultural finance.
- > Moreover, low levels of mechanization have had an adverse impact on farm production. In particular, in Matabeleland South, the sizes of A2 farms have been found inadequate for supporting the principal farming activities associated with wildlife, necessitating a reassessment of farm sizes. Furthermore, deficiencies in record-keeping have been noted, with farm records often poorly maintained and inadequately documented.

Small Scale Commercial farms

- > In small-scale commercial farms, similar patterns of land fragmentation are evident, as families subdivide their farms among multiple households—often resulting in more than seven distinct households operating independently within a single farm. Many of these farmers no longer operate at a commercial level, and there are persistent difficulties in effecting changes of ownership following the death of a farm proprietor. The need to continue data cleaning and updating of the CNALA LIMS to rectify anomalies, including the presence of pseudo farm names, remains critical.
- > Additionally, a number of landholders are neglecting their farming obligations in favour of engaging in illegal mining activities. The incidence of livestock mortality, attributable to January disease, has also increased. In some cases, farms are being left unattended with only minimal caretaker presence, and temporary offer letters are being issued by District Land Officials contrary to established policy that mandates all tenure documents be issued by the Hon. Minister.
- > Furthermore, land originally designated for grazing is now frequently reallocated for crop production, and existing farm infrastructure is often left vandalized and dilapidated due to a lack of responsible stewardship. Lastly, many households fail to update farm ownership documentation upon the death of the holder, leaving tenure documents in the name of the deceased.

Ninety-Nine (99) Year Lease Application Assessments

Section 24 of the Land Commission Act (Chapter 20:29) stipulates *that no ninety-nine-year lease in respect of Gazetted or other State land shall be issued to an applicant therefore until the application has been referred to the Commission for its consideration and report.*

Methodology

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

- > A desk assessment of the applications, where documents in the files were examined and issues about each application were noted for verification on the ground;
- > Physical farm inspections and interviews were carried out, using an instrument for 99 Year Lease Application Assessment;
- > Data processing and report writing;
- > Submission of a comprehensive report with recommendations to the Honourable Minister of Lands, Agriculture, Fisheries, Water and Rural Development for approval.

Output

The Commission received only six applications for 99 Year Leases. All the six applications received were successfully processed (100% output) and approved by the Hon. Minister. The implementation of assessments for 99 Year Lease is demand driven. The implementation of 2024 Assessments for 99 Year Lease Applications Programme was allocated \$842,400,000.00 budget.

Province No. of Applications Received No. of Applications Processed and approved by the Minister Percentage Output (%)

1Mashonaland East	33	100%	2Mashonaland Central	11	100%	3Manicaland	22	100%
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Total 66100% **Table 4** shows output under the 99-year lease application assessments programme by Province

Inspection of Applications for Delisting in Terms of Statutory Instrument 62 Of 2020

The Government of Zimbabwe published Statutory Instrument 62 of 2020: Land Commission (Gazetted Land) Disposal in Lieu of Compensation) Regulations, 2020 which provides for affected former indigenous farm owners and relevant BIPPA farms to apply for delisting of their farms which were gazetted and acquired for resettlement purposes under the Land Reform and Resettlement Programme.

The regulations under section 8 (2) provide that the Minister of Lands, Agriculture, Fisheries, Water and Rural Development may request the *Zimbabwe Land Commission to make representations, if any, on the recommendation within a period (not being less than seven days) specified by the Minister.*

Methodology

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

- A desk assessment of the applications, where documents in the files were examined and issues about each application were noted for verification on the ground;
- Physical farm inspections and interviews were carried out, using a checklist instrument for assessment of applications;
- Data processing and report writing;
- Submission of a comprehensive report with recommendations to the Honourable Minister of Lands, Agriculture, Fisheries, Water and Rural Development for approval.

Output

The Commission received only six (6) applications from the Ministry during the year 2024. All the six (6) applications were processed and submitted to the Honourable Minister for approval. The implementation of assessments in terms of SI 62 of 2020 was allocated a budget of \$84,240,000.00 with an annual target to process all applications received.

*Table 4: Output on Assessments of Applications under SI 62 of 2020
applications received by ZLC by Province*

	Province	No. of Applications Received	No. of Applications Processed and approved by the Minister	Percentage Output (%)
1	Mashonaland East	1	1	100%
2	Mashonaland West	2	2	100%
7	Masvingo	2	2	100%
8	Manicaland	1	1	100%
	Total	6	6	100%

RECOMMENDATIONS ON THE SYSTEMS OF LAND TENURE IN ZIMBABWE

Introduction and Background

Section 297(1)(c)(v) of the Constitution of Zimbabwe Act (No.20) Act, 2013 mandates the Zimbabwe Land Commission to make recommendations to Government regarding Systems of Land Tenure in Zimbabwe. Land tenure system refers to the bundle of rights and responsibilities under which land is held, used, transferred, and succeeded. Land tenure system outlines how and from whom land rights are acquired, how they are protected, regulated and disposed of or alienated. Land tenure systems in Zimbabwe are broadly categorised into four distinct categories namely, freehold, leasehold, customary and state land tenure. It is key to ensure that a land tenure system offers a bundle of rights which promote sustainable land use, increased production and promote short, medium- and long-term investment on agricultural land, communal land, state land and urban land. Section 289 (d) of the Constitution of Zimbabwe Amendment (No. 20) Act, 2013 states that *“the land tenure system must promote increased productivity and investment by Zimbabweans in agricultural land”*.

To this end, ZLC commissioned consultancy work on the review of land tenure systems in Zimbabwe. Section 71(2) clearly state that “Subject to section 72, every person has the right, in any part of Zimbabwe, **“to acquire, hold, occupy, use, transfer, hypothecate, lease or dispose”** of all forms of property, either individually or in association with others.” The basket of rights defines what Zimbabwean citizens are expected to enjoy on land. The review of the land tenure systems critically analysed all the land tenure systems in Zimbabwe, and associated land tenure documents, policies and legislation and gaps in this regard. In essence, this work constituted a critical point of intervention by the Zimbabwe Land Commission that seeks to ensure that citizens enjoy the bundle of rights as defined in section 71(2) the Constitution of Zimbabwe Amendment (No. 20) Act, 2013.

The Zimbabwe`s land tenure systems were largely influenced by the evolution of land administration systems over the years from the pre-colonial, colonial and post-colonial periods. Up to 1980, the freehold, leasehold with option to purchase, and customary tenure systems were the major forms of land tenure. These were largely based on the colonially racial skewed land allocations and alienation. In a bid to redress the imbalances of the colonial era, the Government embarked on land reform exercise that resulted in the leasehold tenure system being the dominant tenure systems.

Main objective

The objective of the assignment was to undertake a Comprehensive Review of the Systems of Land Tenure in Zimbabwe and associated Land Tenure documents, policies, and legislation with a view to identify the extent of access to security of tenure and the basket of rights as outlined in Section 71(2) of the Constitution of Zimbabwe Amendment (No. 20) Act, 2013 and its impact on sustainable utilisation of land for sustainable socio-economic Specific Objectives of the Assignment.

Specific objectives

- > To carry out a detailed situational gap analysis to examine factors affecting equitable access to land tenure security and basket of land rights on all categories of land;
- > To establish international better practices that facilitate access to security of tenure on all categories of land;
- > To formulate strategies and policy interventions that promote access to security of tenure and basket of land rights on all categories of land for sustainable utilisation of land for socio-economic growth.



Provincial Manager for Masvingo Province, Mr I. Yedwa (right) interviewing a farmer information during Routine Farm Inspections Programme at Summerton Village, Masvingo.

Scope of the work

The scope of work is outlined below:

- > Undertaking a desk review of relevant local and international literature including tenure documents, acts, statutory instruments, laws, policies and plans pertaining to land administration for adequate recommendation to Government regarding Systems of Land Tenure in Zimbabwe;
- > Carrying out a situational gap analysis regarding Systems of Land Tenure in Zimbabwe and provide recommendations to fill identified gaps for adequate access to a basket of rights as enshrined in section 71(2) of the Constitution of Zimbabwe Amendment (No. 20) Act, 2013;
- > Reviewing the Land Administration and Governance System in Zimbabwe with a view to assessing the impact on the Systems of Land Tenure and access to the basket of rights for increased security on land; and
- > Recommending on the improvement of Systems of Land Tenure in Zimbabwe with a view to ensuring access to basket of tenure rights by special groups including women, widows, child-headed families, people living with disabilities, youths and veterans of the liberation struggle for improved livelihoods and economic growth.

Methodology

The Zimbabwe Land Commission engaged a suitable consultant to assist in the implementation of the review of systems of land tenure in Zimbabwe. A representative sample of the target population was determined ensuring

that all categories of landholders were included across all provinces and districts. The Commission gathered both quantitative and qualitative data through direct interviews with farmers and through Key Informant Interviews and Focus Group Discussion respectively. The Commission also made use of data previously collected through various Commission programmes including Agricultural Land Audit, Comprehensive Farm Inspections and Dispute Resolution. The Commission has developed a database for 254 538 farm records.



Chairperson for ZLC, Commissioner Tendai R.W Bare (Ms) (third from right), Commissioner L. Marembo (first from right), Commissioner P.T Sewera (second from left) pose for a photo following Land Tenure Systems Bilateral Meeting with members from the disabled community, women and the youth.

Secondary data collection covered mainly the review of literature at international and national levels. Nationally; key land governance institutions provided critical secondary information; covering various aspects of the land tenure situation in the country. The review of international literature served as a reference for international better practices and standards, thereby providing guidance to improve the governance of land tenure interventions in the country. The review covered global; land-related frameworks; and experiences of what other countries have implemented. Country specific experiences provided lessons on what has worked and what has not worked elsewhere, thereby informing how Zimbabwe can implement its own land tenure reforms.

Data analysis was carried out dependant on the type of data collected, where both qualitative and quantitate data was analysed. A draft report was produced to facilitate stakeholder consultations. Bilateral meetings with thirty (30) key stakeholders including women, youths, disabled persons and Veterans of the Liberation Struggle were carried out before the national stakeholders' workshop. This exercise was followed by a National Consultative Stakeholders Validation Workshop where 251 stakeholders were invited and participated in the validation process for the improved final report. Stakeholders` input and review comments were incorporated into the main report for submission to Government.

Report Submission to Government

A comprehensive report with evidence-based recommendations was submitted to the Minister of Lands, Agriculture, Fisheries, Water and Rural Development. The report was adopted by Cabinet and Government is implementing the recommendations.

Major Findings

- > The research findings established approximately 77% of 254 538 farmers (including A2, A1, SSCF and ORS under **leasehold**) felt secure on the land they were allocated based on the tenure documents they held. The findings revealed that landholders under these categories legally enjoyed the right to acquire, hold, occupy, and use the land only. The documents were not providing the remaining land rights i.e. transfer, hypothecate, lease or dispose since the land they occupied is state land and were holding it on the bases of a lease.
- > Tenure under **customary** land successfully provided the four land rights i.e. acquire, hold, occupy and use. The system was not performing well in providing the other four outstanding land rights i.e. transfer, hypothecate, lease or dispose. However, households were able to transfer their customary land rights to their children. There was also evidence to show that households had started to illegally and unilaterally exercise the rights to lease and dispose their portions of communal land against the provision of the relevant legislation.
- > **Freehold** property rights performed well in urban areas and on some agricultural land where landholders have been issued with title deeds (either deed of grant or deed of transfer). Landholders under freehold tenure in urban areas and on agricultural land have been able to exercise the full basket of land rights as outlined in section 71(2) of the Constitution of Zimbabwe Amendment (No. 20) Act, 2013 i.e. acquire, hold, occupy, use, transfer, hypothecate, lease or dispose. Government continued to use the Certificate of No Present Interest instrument to regulate land transfers and disposals. The Government could also use Section 21 of the Land Commission Act Chapter 20:29 to avert the reversibility of the gains of land reform. State land tenurial regime managed to provide seven land rights i.e. acquire, hold, occupy, use, transfer, lease or dispose. The right to hypothecate had not been able to be enjoyed by most Government agencies using state lands as most financial lending institutions were rejecting the tenure documents. State lands were also exposed to land tenure threats. Gazetted state forests as administered by the Forestry Commission, state-owned agricultural lands as administered by ARDA; and National Parks and Game Reserves as administered by the Zimbabwe Parks & Wildlife Management Authority (ZIMPARKS); were threatened largely by illegal settlements and encroachments by adjacent communities seeking land for grazing, residential and cultivation. It had become very difficult for the Government agencies to exercise the right to exclusion to evict these illegal settlers from their properties due to weak monitoring, evaluation and enforcement mechanisms



Deputy Minister for the Ministry of Lands, Agriculture, Fisheries, Water and Rural Development Hon. Minister V.P Haritatos delivering remarks during the Review of Systems of Land Tenure National Validation Workshop in Harare.

Major Recommendations

- > The Zimbabwe Land Commission recommended that Zimbabwe maintains the current four land tenure systems i.e. Leasehold, Freehold, Customary and State Land. Maintaining the current four systems of land tenure was expected to build confidence, predictability and certainty in the Land Administration in Zimbabwe and allow the nation to now shift from land redistribution agenda and to now focus on promoting investment and production and productivity towards attainment of Vision 2030 in line with the National Development Strategy 1 and 2
- > Government to ensure that system of land tenure provides the full basket of land rights as enshrined in section 71(2) of the Constitution of Zimbabwe Amendment (No. 20) Act, 2013 i.e. **acquire, hold, occupy, use, transfer, hypothecate, lease or dispose.**
- > Government to ensure that the tenure documents are bankable, transferable, tradeable registrable and marketable. This is critical to transform agricultural land into a vibrant economic asset and unleash its commercial value, provide collateral security and make it able to attract capital for short, medium- and long-term investment in order to boost production and productivity.
- > Review of the land administration system, legislative and policy frameworks, capacitation of key land administration structures and strengthening monitoring, evaluation and enforcement mechanisms on land. This is key to ensure security of tenure in order to promote investment and sustainable land use across all land categories.
- > Government should expedite finalisation of the National Land Policy in order to guide land administration and management interventions for current generations and posterity through a national master plan articulating among other issues the land use allocations including brown and green fields i.e. for agriculture, residential, industries, wildlife, forestry, mining and state land reserves.
- > The Land Administration and Management system should not discriminate against certain special groups including veterans of the liberation struggle, women, youths and persons with disabilities. The legislated quota for veterans of the liberation struggle should be upheld.
- > Use of modern technologies in land administration, strengthening monitoring, evaluation and enforcement mechanisms, policy reviews and for key land administration institutions are some of the key interventions proposed to facilitate seamless land administration processes across all land categories in order to improve security of tenure.

LEGAL AND CORPORATE GOVERNANCE

Introduction

Resolution of agricultural land disputes and complaints is one of the Key Result Areas (KRAs) for the Zimbabwe Land Commission as espoused in Section 297 (1) (d) of the Constitution of Zimbabwe Amendment (No. 20), 2013. The Commission is mandated to investigate, resolve and determine complaints and disputes regarding the supervision, administration and allocation of agricultural land. Land disputes, the world over, retard national economic growth and pose threats to national food security.

Outline the configuration of disputes

- > Boundary disputes
- > Non-boundary disputes including divorce cases

The Commission successfully resolved a total of **1,516** agricultural land related disputes against a target of 1500 translating to **101%** achievement. This was achieved partly through boundary identification exercises carried out in phases throughout the year. In the same vein, resolution of non-boundary disputes, was achieved through Commission Hearings. **Fig 1** gives a statistical description of resolved disputes as at 31 December 2024.

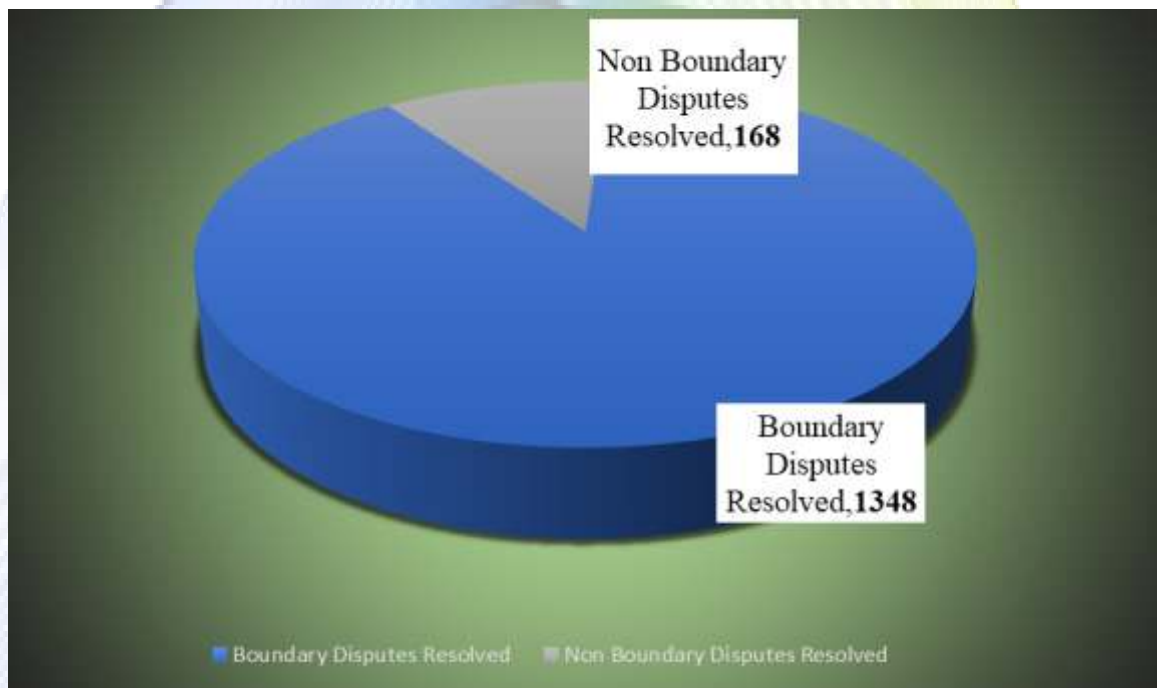


Fig 1: The above is the illustration of disputes resolved in 2024 according to the 3 programmes attended to

Establishment of Commission Hearings

The ZLC recognizes the current efforts by Government to implement the devolution strategy. Therefore, in 2024 the Commission continued the land dispute resolution Hearings at Provincial level. Also, a monthly Commission Hearing is planned for each province and this is expected to reduce the number of disputes in the database. A total number of 168 non-boundary cases were resolved in the reporting year.

	Province	Number of Cases Resolved
1	Mashonaland Central	35
2	Mashonaland East	30
3	Mashonaland West	29
4	Manicaland	29
5	Midlands	33
6	Masvingo	2
7	Matabeleland North	4
8	Matabeleland South	6
TOTAL		168

Table 5 Number of Non-Boundary Cases Resolved in 2024

In line with the agricultural land dispute resolution mandate, the ZLC seeks to promote peaceful co-existence within the farming community. The Alternative Dispute Resolution (ADR) mechanism seeks to mediate between feuding farmers so as to enhance production and productivity on farms and guarantee food security in the country. Pursuant to that, the Commission resolved **1,348** boundary disputes executed in phases as illustrated in the tables below.

	Province	Number of Cases Resolved
1	Mashonaland Central	273
2	Mashonaland East	255
3	Mashonaland West	229
4	Manicaland	165
5	Midlands	144
6	Masvingo	135
7	Matabeleland North	20
8	Matabeleland South	127
TOTAL		1,348

Table 6: Phase 1 Total Number of Disputes of boundary disputes resolved in 2024

Alternative Dispute Resolution (ADR) Workshop

The Commission managed to conduct a workshop for Alternative Dispute Resolution Training. Knowledge in resolving agricultural land disputes is an effective means to accomplish our goals and it is also the tool used by expert mediators to resolve conflicts between disputing parties, therefore, this training was of paramount importance as it assisted the ZLC Secretariat in resolving disputes in 2024.

OUTLOOK RELATIVE TO THE NDS1 AND DEVOLUTION POLICY

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

YEAR	NDS 1 Targets	Resolved Cases	Proportion of disputes resolved (NDS 1 Target)
2021	780	619	8.9%
2022	2000	1131	16.2%
2023	1600	1462	20.9%
2024	1400	1516	21.7%
Total of resolved Cases to Date		4728	67.7%

Table 7: Proportion of disputes resolved against NDS 1 Target

The above table shows the actual performance by ZLC from 2021 – 2024, vis-à-vis NDS1 targets. For the period under review, the Commission resolved 4,728 disputes despite budgetary constraints. The Commission will continuously employ strategic approaches to accomplish the NDS1 targets.

CLIENT AND STAKEHOLDER ENGAGEMENT

Stakeholder engagement has become an integral part of the Zimbabwe Land Commission's core processes, reflecting the public sector's transition toward a stakeholder-centric governance model. This approach emphasizes participation and feedback, fostering social accountability, transparency, and trust among stakeholders.

The Commission has utilized exhibitions, workshops, and media platforms to articulate its vision, goals, and flagship programmes effectively. The official ZLC Facebook page was launched to facilitate direct interaction, while a dedicated WhatsApp number has been introduced to gather farmer feedback, enabling continuous service improvement.



Zimbabwe Land Commission's Official WhatsApp Number

The Commission successfully conducted seven exhibitions in rural agricultural districts across Zimbabwe. These exhibitions provided a platform to interact directly with farmers and other stakeholders, facilitating the dissemination of critical information about land audits, dispute resolution mechanisms, and sustainable land use practices.

The exhibitions were instrumental in raising awareness about the Commission's mandate, fostering trust among rural communities, and gathering feedback to enhance service delivery. This initiative marked a vital step in bridging the gap between the Commission and stakeholders at the grassroots level, aligning with the national goals of equitable land administration and sustainable agricultural development.



Honourable Minister of Women Affairs, Community, Small and Medium Enterprises Development, Minister M. Mutsvangwa (right) and the Secretary for ZLC, Mr P. Mawire (left) at the ZLC stand during the International Women's Day (IWD) Expo in Chitora Business Centre, Shurugwi.



ADMINISTRATION AND HUMAN RESOURCES

Appointment of Commissioners

The Commission initially comprised four Commissioners following the demise of the Deputy Chairperson, Commissioner A.G.C Nyathi, in May 2024, which reduced the number of serving Commissioners to three. The Commission operated with three Commissioners until the appointment of additional Commissioners.

In July 2024, two additional Commissioners were appointed under Section 296 of the Zimbabwe Constitution Amendment (No. 20) Act, 2013, increasing the number of serving Commissioners to five. The appointments are in line with the Constitutional provision which allows for a maximum of nine Commissioners. The new composition of the Commission includes four female Commissioners and one male Commissioner. The position of Deputy Chairperson remains vacant since the passing on of the late Commissioner A.G.C Nyathi.



The late ZLC Deputy Chairperson (second from left), Commissioner A.G.C Nyathi at Matobo Research Station together with ZLC Commissioners being taken through the High-Profile itinerary for the Land Audit Programme by Provincial Manager, Matabeleland South, Eng. C. Chifamba (far left).

Induction of Commissioners

During the year, the Zimbabwe Land Commission conducted an **Induction Training Programme** for all five Commissioners, comprising three existing and two newly appointed members. This programme, facilitated by officials from the Office of the President and Cabinet (OPC), the Attorney General's Office, the Ministry of Lands, Agriculture, Fisheries, Water and Rural Development, the Ministry of Finance and Investment Promotion, and the Zimbabwe Land Commission, focused on corporate governance principles. This training was critical for equipping the new Commissioners with the knowledge required for effective governance and refreshing the skills of the existing Commissioners.



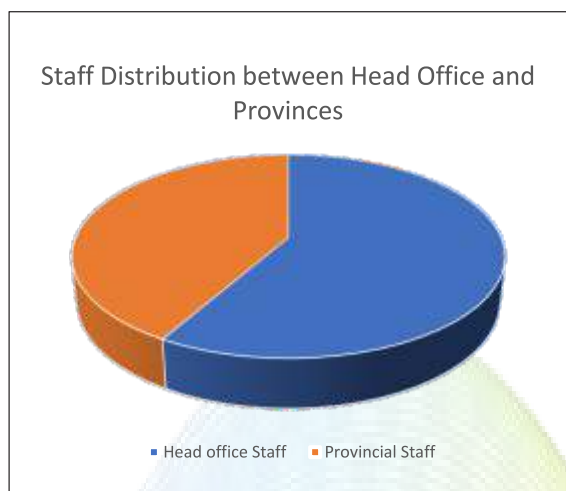
Commissioner T.R Choruma – Dozwa (Dr) (left) followed by Commissioner S. Tongogara during a swearing in ceremony at State House. Photocred: The Herald.

Commission Staff Compliment

As at 31 December 2024, a total of 107 posts were filled out of 115 Secretariat posts which make up the full Secretariat establishment. The eight (8) vacant posts comprised the post of 1 x General Manager Legal Services, 1 x Manager Communications. Due processes to fill the vacant posts have been carried out. Interviews for the two senior management posts were conducted during the year and now awaiting requisite approvals.

The Commission is decentralized to all provinces excluding two metropolitan provinces, Harare and Bulawayo. This is in line with devolution principles as enshrined in NDS1 and government drive to bring Government services closer to the people. Pending is decentralization of services to district offices planned for the short-term future.

The distribution of secretariat staff between Head Office and provinces is as illustrated in Figure 2 below.



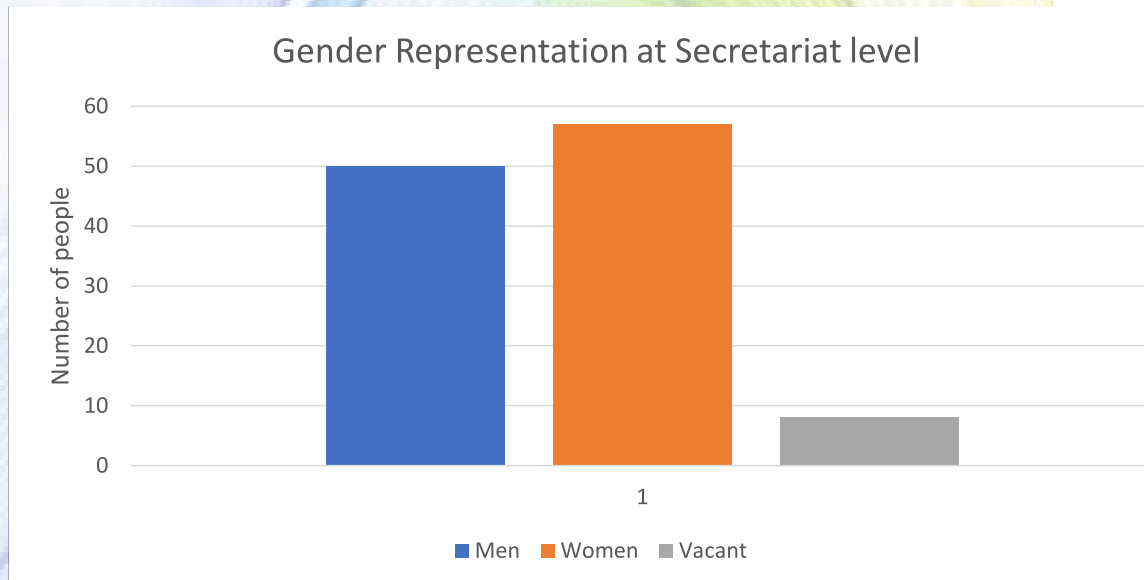
It is noted from Figure 2 above that more staff are stationed at Head Office as compared to those stationed at Provinces. This was caused by the lean structure effect which the Commission endeavours to address in the proposed new structure.

Gender Issues

The Commission is an equal employer and does not discriminate against gender, race, nationality or religion. Furthermore, the Commission ensures gender equality, mainstreaming and responsiveness in all its policies by continuously advocating for the rights of marginalised groups including women, the elderly, the disabled and war veterans.

The Commission has participated in several programmes that promote gender awareness and equity. This includes the National Disability Expo held in Mashonaland Central.

Figure 3 below highlights the demographics of the Secretariat in terms of gender.



As highlighted in figure 1 above, the Commission has more females than male employees in its secretariat staff establishment.

Statutory Compliance

The Commission successfully fulfilled its statutory obligations, by submitting all three Asset Statutory Returns for the year ending 31 December 2024, as required by Treasury Instructions. These included:

- > One 48-seater minibus,
- > Three Renault Triber vehicles,
- > Mercedes Benz Fridge vehicle, which was a donation received from the Ministry of Finance, Economic Development, and Investment Promotion, as part of a fleet appropriated by ZIMRA.

Provision of Tools of Trade to Staff

The Commission ensured that all staff were equipped with necessary tools of trade, i.e. laptops, desktops and tablets were provided to deserving staff members accordingly. To enhance communication and operational efficiency, the Commission equipped its operational staff members with 71 cell phone handsets. The devices greatly facilitated effective communication with farmers and disputants during office and field operations.

Disposal of Commission Assets

Four fully depreciated vehicles were disposed of by public auction. Their maintenance costs were no longer sustainable. The proceeds of disposal were deposited in the main exchequer account resident at Treasury.

Relocation of the Matabeleland North Office from Bulawayo to Lupane

The Commission secured two offices within the Lupane Government Office Complex. The offices were allocated to ZLC by the Ministry of Local Government and Public Works. Relocation is pending authorization from the Ministry of Local Government and Public Works.

Leveraging ICT in Commission Business

Establishment of Virtual Private Network (VPN)

The Commission successfully implemented a Virtual Private Network (VPN) interlinking the eight ZLC provincial offices with the head office. This secure connection enables provincial offices to access internet services directly from the head office, ensuring seamless communication and operational efficiency across the Commission.

Decentralization of the Land Information Management System (LIMS) Database

The Land Information Management System (LIMS) database has been decentralized, making it accessible to all eight provincial offices. ZLC staff received comprehensive training to interact and use the system effectively. This decentralization supports the Commission in utilizing consolidated farm records for routine farm inspections, land audits, and resolving farm-related disputes.

Updating of Farm Records

Records of previously audited farms in the LIMS database were updated using data from the 2024 land audits and routine farm inspections. This initiative enhances the accuracy and reliability of farm records, ensuring informed decision-making and improved service delivery.

The Commission's endeavour to digital transformation of business processes, culminated in the digitalization of legal disputes files in Midlands Province. The Commission, in this pilot project, managed to digitalize 701 files for both agricultural boundary and non-boundaries disputes.

A digital database of disputes files is projected to significantly enhance the designing and operationalisation of the case management system. Records digitisation will be used to administer the dispute resolution function of the Commission. Resultantly, the remaining provinces will have their files digitalized in 2025.

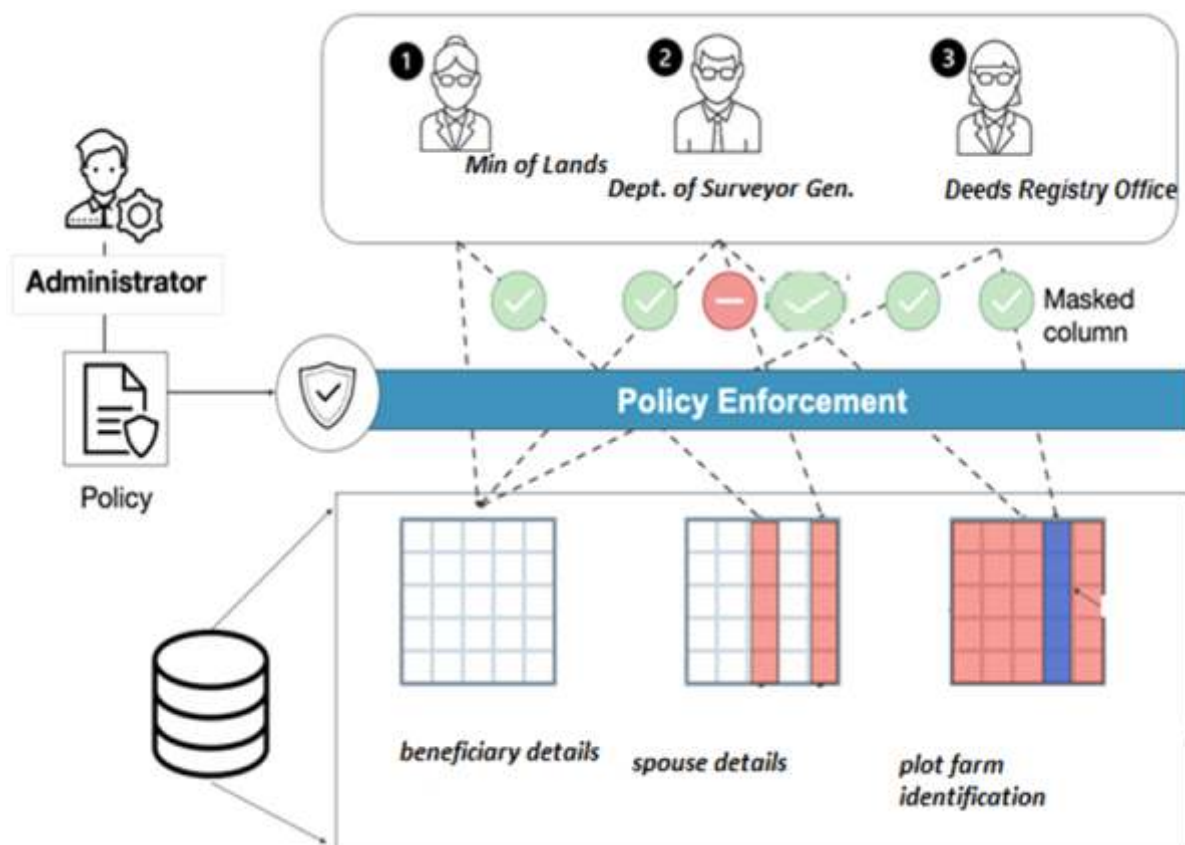


Diagram1: Illustrates how access privileges will be distributed according to stakeholders by the LIMS Database

Electronic Government Procurement System

In 2024, the Zimbabwe Land Commission adopted the **Electronic Government Procurement (e-GP) System**, as mandated by the Procurement Regulatory Authority of Zimbabwe (PRAZ). This system required all accounting officers of procuring entities to submit procurement plans and execute procurements electronically. The Commission's procurement plan was successfully submitted through the e-GP system and received approval on 20 March 2024.

The adoption of the e-GP system was a transformative step for the Commission, as it streamlined procurement processes and improved compliance with regulatory frameworks. ZLC procured various goods and services using methods such as requests for quotations, direct procurement, and competitive bidding. These processes allowed the Commission to identify and communicate challenges with the system to PRAZ, which provided timely assistance. This iterative learning approach enabled PMU staff to gain deeper insights into the e-GP system, enhancing their procurement competencies.

Significant procurements during the year included a 45-seater staff bus, three light vehicles, and mobile handsets for staff. These acquisitions contributed to improving operational efficiency and mobility in executing the Commission's mandate.

CHALLENGES HAMPERING ON SERVICE DELIVERY

- > Delayed and inconsistent release of funds by Treasury. This affected implementation of the procurement cycle and timely delivery of procured goods and services to facilitate Commission Programmes.
- > Inadequate fleet of suitable vehicles which resulted in high costs incurred in hiring vehicles thereby consuming more than 30% of the total budget allocated to the programmes;
- > Lean structure and competing work demand for the same staff. The Commission has reviewed its structure and proposed to decentralize to district level with a view facilitate effective service delivery.
- > Budget constraints affected implementation of the Procurement Plan resulting is cancellation of some contacts due to non-release of funds.
- > The Commission incurred significant rental costs for office accommodations at Head Office in Harare, as well as in three provincial offices: Manicaland, Mashonaland East and Masvingo. Resultantly, the 2024 Commission budget was considerably strained with office accommodation expenditure being one of the major cost drivers for the year.
- > High Cost of vehicle hire: It is noted that the Commission mandate entails engagement of extensive field work which require high terrain vehicles to navigate the different geological landscapes nationwide. Furthermore, being an evidence-based Commission, ZLC makes profound recommendations to government after conducting rigorous research, field data collection and data analysis. The field data collection component is highly dependent on the effectiveness and efficiency of the Commission transport resources. The Commission's fleet was evidently inadequate to service the mandate related demands during the year.
- > Inadequate secretariat staff establishment was a major challenge across all sections during the year under review.

STRATEGIES EMPLOYED

- > To address this high office lease challenge, the Commission completed the construction of prefab offices in Mashonaland Central Province (Bindura) and is also in the process of acquiring a suitable building for use as Head Office in Harare.
- > Resultantly, the Commission resorted to hiring of vehicles from CMED in order to satisfy land audit, farm inspections and dispute resolution transport requirements during the year. In order to mitigate against high vehicle hiring costs, the Commission will consider further procurement of off-road vehicles in 2025 budget year. The Commission would also explore technological solutions that can enhance the business processes especially in mandate related areas which calls for field data collection.
- > The Commission's commitment to cultivation of a multiskilled and multitasked workforce culture was indeed useful in ensuring the achievement of the constitutional mandate, though with few staff numbers in relation to workload. Also, tailor made trainings programs and teamwork were some of the tools used by the commission in enhancing its effectiveness and efficiency in service delivery. Resultantly, the planned outputs were reached during the year.
- > Proposals for structure review were submitted to relevant authorities during the year and the Commission now awaits finalization of requisite approval process.

FINANCIAL REPORT FOR THE YEAR ENDED 31 DECEMBER 2024

Introduction

The Zimbabwe Land Commission (ZLC) financial performance as read with attained outputs for the year 2024 was fairly satisfactory irrespective of the challenges faced in the operating environment. The operating environment was marked with change of currency in April 2024 coupled with instability in exchange rates which influenced suppliers' behaviour in the market resulting in some procurements not being done during the year. The exchange rate fluctuations between the ZIG and USD resulted in the budget being restated in the middle of the year making planning and cashflow forecasting less relevant.

Prices of commodities were also constantly changing calling for management to institute viable strategies which enabled the Commission to achieve its mandate regardless of the volatility and uncertainty of the economy. Cash releases for incurred expenditure were subdued in the last quarter of the year with ZIG39M worth of payments carried over to 2025 budget due to non-release of cash support by Treasury. The Zimbabwe Land Commission (ZLC) mandate relates to ensuring accountability, fairness and transparency in the administration of agricultural land. In executing this mandate, the Commission conducts periodical audits of agricultural land, investigation and determination of complaints and disputes regarding the supervision, administration and allocation of agricultural land.

Resultantly, due to its mandate, the Commission's programs are substantially field based and as such, the major cost drivers for the majority of programmes implemented during the budget year are skewed towards ensuring efficiency and effectiveness in field data collection. In executing the 2024 budget, the Commission employed the programme-based budgeting approach as guided by the Integrated results-based management principles. The budget was therefore split into two main programmes, i.e. Corporate Governance and Administration (Programme 1) and Land Management and Advisory Services (Programme 2).

This report therefore outlines the financial performance for the year ended 31 December 2024, providing insights on the budget, expenditure, and program performance.

Key Highlights

Total Original Budget for 2024 (Vote): The total budget stood at ZWL \$52.9 billion before the introduction of the ZIG in April 2024. Upon the introduction of the new currency, which eventually became the reporting currency as guided by Treasury, the new converted budget was ZWG \$79.5 million. **Revised Budget at the end of the year stood at ZWG \$85.3 million:** The increase of ZWG5.8M from ZWG79.5M to ZWG85.3M was transfer from Unallocated Reserve to cushion compensation of employees' budget which was insufficient for the year.

Expenditure vs. Budget: Total cumulative expenditure at the end of the year stood at ZWG \$58.5 million, representing 69% of the revised budget. **Program-wise Breakdown:** The budget is divided into two programs which include Corporate Governance and Administration and Land Management and Advisory Services. Each program had a distinct consumption rate and release profile as indicated below.

Table 8: Original Budget

Economic Classification	Program 1	Program 2	Total
	(ZWL)	(ZWL)	(ZWL)
Compensation of Employees	4,670,209,000.00	3,788,876,000.00	8,459,085,000.00
Use of goods and services	9,830,755,000.00	24,318,000,000.00	34,148,755,000.00
Acquisition of non -financial assets	4,082,200,000.00	6,247,800,000.00	10,330,000,000.00
Total	18,583,164,000.00	34,354,676,000.00	52,937,840,000.00

Table 8. Breakdown of original budget by economic classification allocation for the year, showing how much was allocated for each program within the Zimbabwe Land Commission.

Table 1 above outlines the original budget or Vote for the Commission before conversion to ZiG (which is in ZWL)

Revised Budget

- > During the year under review, there was a change in currency from ZWL (Zimbabwean Dollars) to ZWG (Zimbabwe Gold)
- > The budget was therefore systematically converted from ZWL to ZWG using tools and guidance from Treasury. Table 2 Below highlights the original budget and the revised budget for 2024 respectively.

Economic Classification	Original Budget	Original Budget	Revised Budget
	(ZWL)	(ZWG) equivalent	
Compensation of Employees	8,459,085,000.00	12,708,297.12	17,858,576.95
Use of goods and services	34,148,755,000.00	51,302,537.43	48,096,146.15
Acquisition of Non - financial assets	10,330,000,000.00	15,519,019.99	19,410,598.00
Total	52,937,840,000.00	79,529,854.54	85,365,321.10

From table 9 above, it can be noted that the original Vote for ZLC stood at ZWL52.9 billion before the introduction of the ZIG currency. Upon conversion, the budget stood at ZWG79.5M. However. this was not enough to meet the Commission expenditure requirements, especially on employment costs.

The inadequacy of the revised budget necessitated the release of more budget from Unallocated Reserves (UR) by Treasury to the tune of ZIG5.8M. The unallocated reserve received had an impact of increasing the Commission revised budget from ZWG79.5M to ZWG \$85.3 million.

REVISED BUDGET VS CONSUMED BUDGET

Programme 1: Corporate Governance and Administration

The strategic objective of Corporate Governance and administration programme is to improve institutional capacity and Development. The programme consists of four sub-programmes of which the purposes and services provided are as follows:

Table 10

	Sub-programme Name	Purpose
Sub-Programme 1	Commissioners and Secretary's office	Corporate Governance
Sub-Programme 2	Finance and Administration	provides policy formulation, advisory and support services
Sub-Programme 3:	Internal Audit	Provides internal audit assurance and advisory services to management
Sub-Programme 4	Information, Communication and Technology	Provides technical support services

The Programme had a revised budget total of ZWG \$**34,716,154** and utilised **76%** by year end (ZWG\$**26,510,020**).

The chart below summaries the revised budget vs consumed budget for Programme 1:

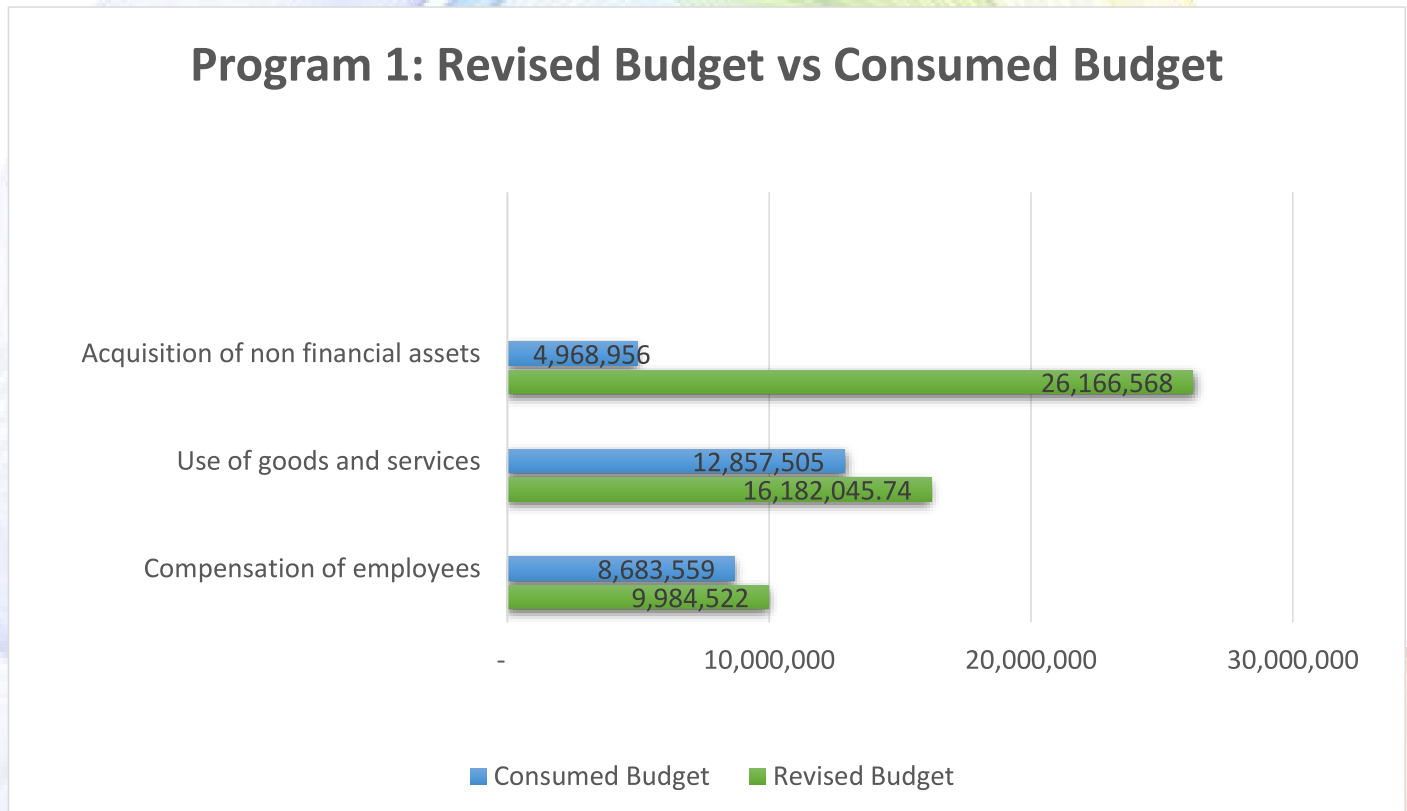


Chart 1: Programme 1: Revised Budget vs Expenditure

Budget Performance for Programme 2: Land Management and Advisory Services

The strategic objective of the programme is to improve land utilisation, productivity, food security and sustainable livelihoods.

The Programme does not have sub-programmes, but consists of five major activities as outlined below:

Activity 1: Land Audit

Activity 2: Dispute Resolution

Activity 3: Farm Inspections

Activity 4: Land Tenure Systems Review

Activity 5: Policy Review

Budget performance for the Programme activities was largely affected by lack of cash release during the year. From the revised budget total of **ZWG\$50,649,168**, the Commission managed to expend a total of **ZWG\$32,007,707** which translates to **63%** budget utilisation rate.

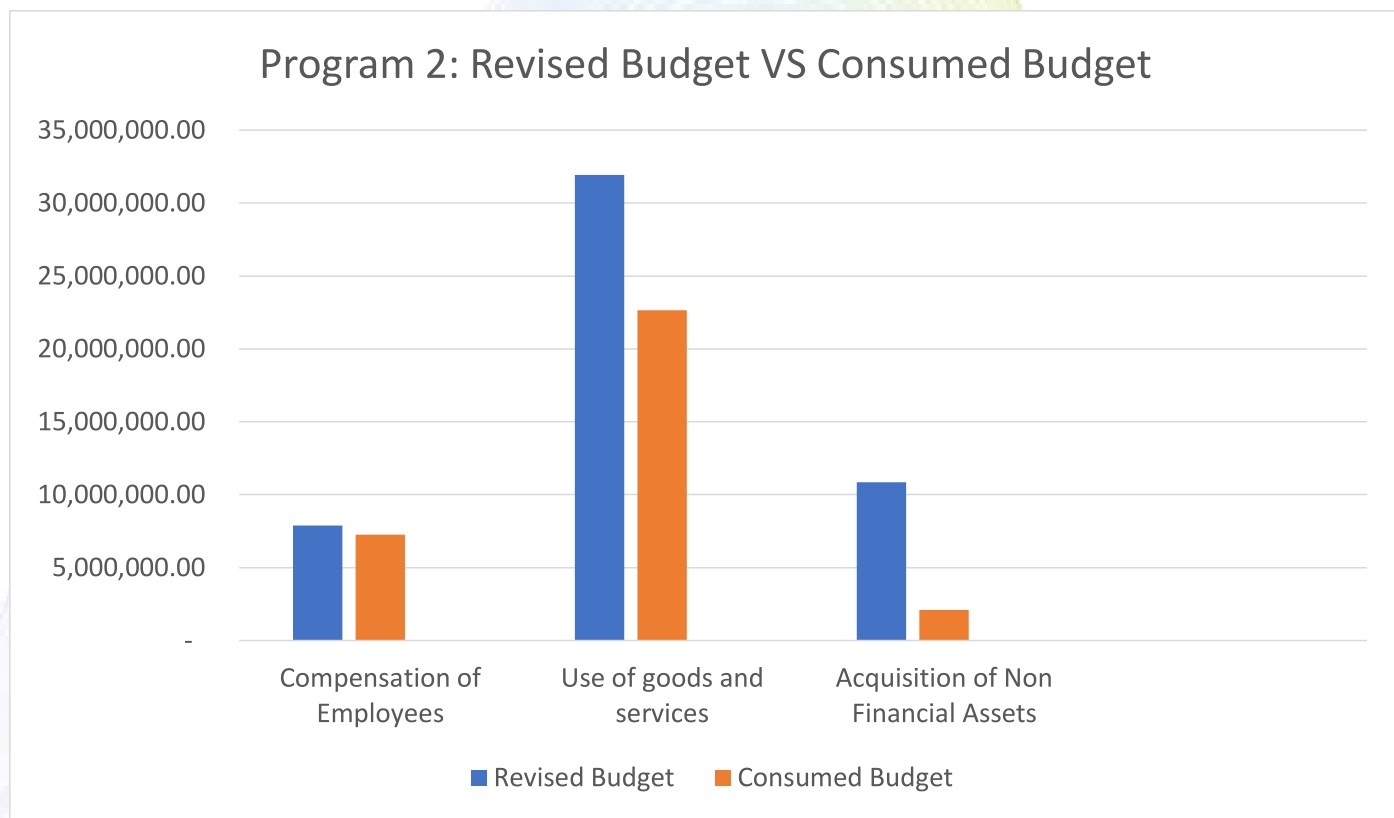


Chart 2: Programme 2: Revised Budget vs Expenditure

CUMULATIVE RELEASE PER PROGRAM

The cumulative releases per programme provides relevant intel on how much budget was released for expenditure by Treasury against the approved Vote. It shows the extent to which the budget utilisation level could have reached if actual cash releases (which translates to expenditure as reflected in the accounts) were matched against budget releases. During the fourth quarter of the financial year under review, expenditure as defined under cash basis was suppressed due to lack of funding for released budget.

Programme 1

The table below shows the comparison between Revised Budget, Cumulative Releases and Expenditure. Programme 1 released budget by Treasury at the end of the year stood at 89%% of its revised budget and managed to attain all planned outputs. The expenditure for programme 1 in relation to released budget was at 86% with the variance of 14% being attributed to lack of funding for processed payment runs.

From the table below, it can be observed that Programme 1 had a good budget consumption rate as indicated by low variances between the revised budget, released budget and the consumed budget in all major economic classifications.

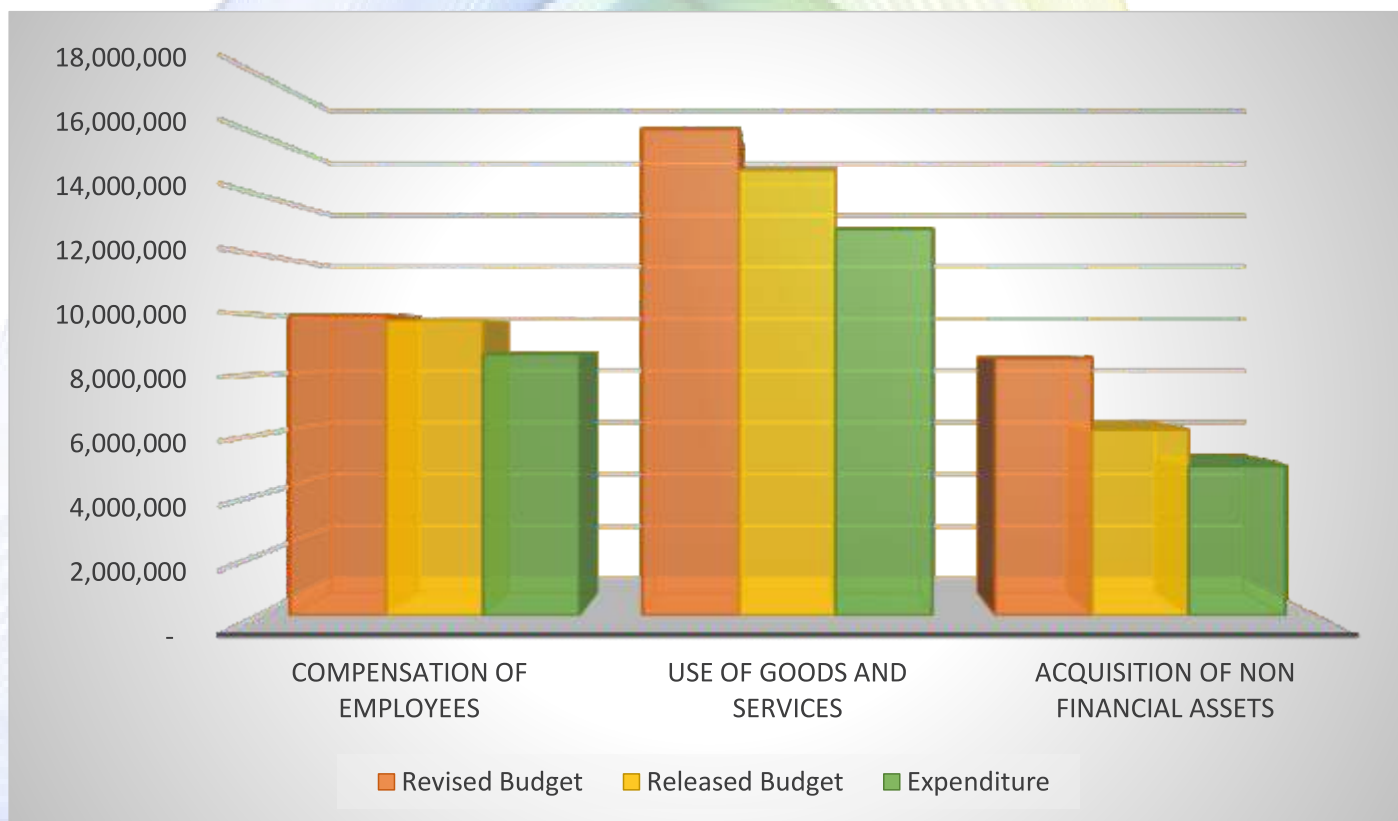


Chart 3: Programme 1: Revised Budget vs Released Budget vs Expenditure.

Programme 2

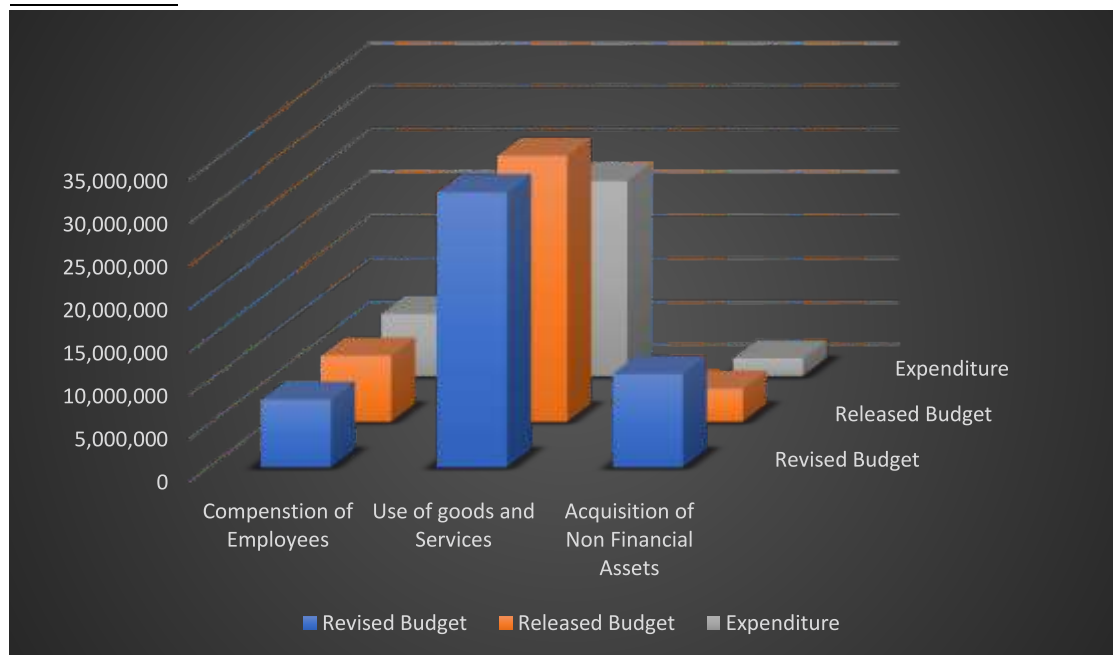


Chart 4: Programme 1: Revised Budget vs Released Budget vs Expenditure.

In regard to Programme 2, a total of 83% of the revised budget had been released at year end. Out of this, 75% of the released budget managed to get cash financing from Treasury (expenditure). This means that 25% of the released budget for Programme 2 did not receive cash funding.

Budget Performance in relation to mandate related outputs

Budget performance in relation to output was mainly affected by Non-release of cash resources from Treasury which resulted in non-payment of expenditures primarily incurred in achievement of such outputs, especially during the last quarter of the year.

The table below is a summary of 2024 budget performance in relation to mandate related outputs achieved.

Table 11: Key performance indicators

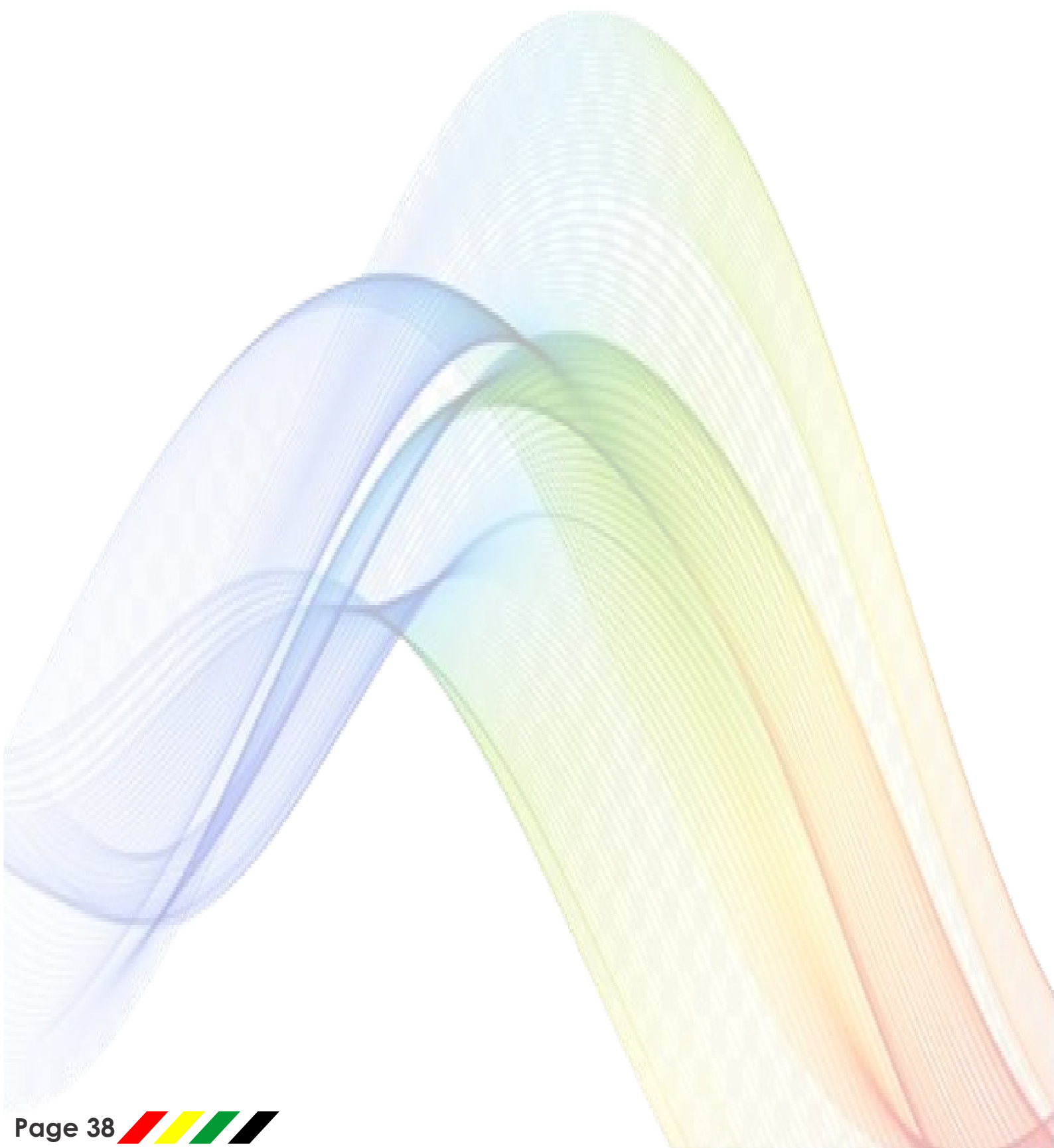
Programme/ Activity	2024 Approved Targeted Results	2024 Actual Performance (Results Achieved)	Actual performance percentage****	Expenditure Utilisation Rate
Land Audit (farms budgeted to be audited)	40 000 Farms to be audited	40 858 Farms Audited	102%	57%
Dispute Resolution	1500 Farm Disputes	1 516 Farm Disputes Resolved	101%	70%
Farm Inspections -99- Year Leases	100% Farms to be inspected	100% Farms Inspected	100%	80.8%
Routine Farm Inspections	5 000 Farms to be inspected	5 293 Farms inspected	106%	80.8%
Land Tenure Systems Review	4 Tenure Systems to be Reviewed	4 Tenure systems reviewed	100%	96.8%

(Budget Utilisation Rate-----Actual expenditure over Revised Budget



CONCLUSION

In conclusion, the financial year 2024 has demonstrated the Zimbabwe Land Commission's ability to manage and allocate its resources strategically and efficiently despite external economic challenges experienced during the year. While there were certain variances between the budgeted and actual figures, the Commission's financial management remains robust, ensuring the achievement of key objectives, including farms audited, dispute resolved, farms inspected, and land tenure systems reviewed.



APPENDICE1: DETAILED FINANCIAL STATEMENTS

Table 13: Detailed Financial Statements for Programme 1:

PROGRAMME 1: CORPORATE GOVERNANCE AND ADMINISTRATION				
	Original Budget	Revised Budget	Cumulative Releases	Cumulative Expenditure
	(ZWG)	(ZWG)	(ZWG)	(ZWG)
Sub-Programme 1: Commissioners and Secretary's office	9,127,093	9,611,170	8,496,310	6,681,013
Sub-Programme 2: Finance, Admin and HR	14,315,378	21,885,507	20,050,364	17,981,660
Sub-Programme 3: Internal Audit	1,620,444	1,784,686	1,164,155	940,779
Sub-Programme 4: ICT	2,855,041	1,434,790	1,093,324	906,569
TOTAL	27,917,957	34,716,154	30,804,154	26,510,020
<u>COMPENSATION OF EMPLOYEES</u>				
Wages and salaries in cash	4,672,823	7,617,228	7,607,470	7,600,267
Wages and Salaries in Kind	2,343,349	2,367,294	2,205,626	1,083,292
Subtotal	7,016,173	9,984,522	9,813,096	8,683,559
<u>Use of Goods and services</u>	-			
Communication & information, supplies & services	2,673,594	2,491,579	2,108,676	1,657,212
Medical supplies and services	7,887	-		-
Office Supplies and Services	531,837	131,484	122,439	8,159
Rental /Hire expenses	1,311,357	3,367,414	3,278,929	3,138,383

Training and development expenses	1,806,546	1,615,968	1,613,309	1,599,847
Travel Expenses domestic	1,800,131	3,343,194	3,153,029	3,064,514
Travel expenses foreign	1,518,701	2,598,624	2,358,027	1,566,062
Utilities and other service charges	63,999	85,499	60,153	59,643
Financial Transactions	90,140	217,265	180,357	105,915
Institutional provisions	775,068	358,051	261,143	165,594
Technical and Office Equipment	15,023	7,835	2,000	1,984
Vehicles and mobile equipment	437,102	969,940	698,810	505,857
Fumigation and Cleaning Services	29,190	-	-	
Fuel, Oils and Lubricants	2,571,463	995,190	984,368	984,337
Other Goods and services not classified above	1,136,955	1	1	
Subtotal	14,768,992	16,182,046	14,821,243	12,857,505
Acquisition of non-financial assets	-			
Transport Equipment	3,575,534	6,231,083	4,650,000	4,290,950
Other Machinery and Equipment	2,557,258	2,318,503	1,519,816	678,006
Subtotal	6,132,792	8,549,586	6,169,816	4,968,956
TOTAL	27,917,957	34,716,154	30,804,155	26,510,020

Table 14: Detailed Financial Statements for Programme 2:

PROGRAMME 2: LAND MANAGEMENT AND ADVISORY SERVICES				
	Original Budget	Revised Budget	Cumulative Releases	Cumulative Expenditure
	(ZWG)	(ZWG)	(ZWG)	(ZWG)
Activity 1: Land Audit	31,949,117	34,544,945	29,019,991	19,798,349
Activity 2: Dispute Resolution	9,216,668	8,892,923	7,530,049	6,230,779
Activity 3: Farm Inspections	6,706,780	6,267,354	4,981,992	5,064,541
Activity 4: Tenure Systems Review	3,538,011	943,945	914,610	914,039
Activity 5: Land Policy Review	201,322	-		
Subtotal	51,611,898	50,649,168	42,446,642	32,007,707
<u>COMPENSATION OF EMPLOYEES</u>				
Wages and salaries in cash	4,373,647	6,498,089	6,497,479	6,485,188
Wages and Salaries in Kind	1,318,477	1,375,966	1,207,206	757,945
Subtotal	5,692,124	7,874,055	7,704,685	7,243,133
<u>Goods and services</u>	-			
Communication & information, supplies & services	3,968,296	1,808,841	1,544,352	961,746
Medical supplies and services	12,770	1,960	-	
Office Supplies and Services	885,182	316,581	298,786	178,070

Training and development expenses	77,820	970	967	967
Travel Expenses domestic	4,038,683	14,493,955	14,118,373	11,748,354
Travel expenses foreign	298,212	359,172	353,162	234,209
Utilities and other service charges	703,082	70,900	65,133	58,432
Institutional provisions	5,476,054	709,351	620,234	389,294
Technical and Office Equipment	3,756	-	-	
Vehicles and mobile equipment	163,979	871,333	785,062	519,293
Fumigation and Cleaning Services	140,437	12	-	
Fuel, Oils and Lubricants	3,319,613	4,664,638	4,655,907	4,616,731
Other Goods and services not classified above	15,032,417	6,787	6,780	6,780
Subtotal	36,533,546	31,914,100	30,880,773	22,660,113
Acquisition of fixed capital assets	-			
Buildings and Structures	2,720,148	1,080,000	1,080,000	438,505
Transport Equipment	4,322,415	4,860,458	1,750,000	1,280,070
Other Machinery and Equipment	2,343,665	4,920,554	1,031,184	385,887
Subtotal	9,386,228	10,861,012	3,861,184	2,104,461
TOTAL	51,611,898	50,649,168	42,446,642	32,007,707

ACCOUNTING POLICIES FOR THE APPROPRIATION ACCOUNTS FOR THE YEAR ENDED 31 DECEMBER 2024.

Presentation of Appropriation Accounts for the Year Ended 31 December 2024

The financial statements (appropriation account) for the financial year ended 31 December 2024 were prepared in accordance with the going-concern basis and accounting policies which have been applied consistently in all material aspects, unless otherwise indicated.

However, where appropriate and meaningful, additional information has been disclosed to enhance the usefulness of the financial statements and to comply with the Statutory requirements of the Public Finance Management Act (Chapter 22:19), Treasury Circular Number 1 of 2025 and the Programme-Based-Budgeting (PBB) system.

Basis of Accounting

The financial statements for the year ended 31 December 2024 were prepared in compliance with the current Government Cash basis policy, Treasury Instructions and Public Finance Management Act. The Commission is in the process of migrating from the cash basis to accrual basis as guided by relevant International Public Sector Accounting Standards. The Commission is expected to be fully compliant to IPSAS by the end of the year 2025.

Reporting Currency

The reporting currency is the Zimbabwe Gold (ZWG).

Current Expenditure

Recurrent payments made in respect of employment costs and operation costs from the Commission's Paymaster General (PMG) account are recognised as expenditure in the financial year period. They were incurred and paid, that is, when actual cash payment was made.

Capital Expenditure

Capital payments made for capital assets from the Commission's PMG account are fully depreciated and recognised as an expense during the period when such payments resulted in actual cash outflow.

Table 15: Comparison of Financial Year 2023 and 2024

Economic Classification	Revised Budget	Cumulative Expenditure	Revised Budget	Cumulative Expenditure
	2023	2023	2024	2024
	ZWG \$	ZWG \$	ZWG \$	ZWG \$
Compensation of Employees	78,556	128,266	17,858,577	15,926,692
Employment costs	78,556	128,266	17,858,577	15,926,692
Use of Goods and Services	1,222,359	614,181	48,096,146	35,517,619
Communication & Information, Supplies & Services	120,203	43,546	4,300,419	2,618,958
Medical Supplies and Services	18,065	3,219	1,960	0
Office Supplies and Services	37,099	9,682	448,065	186,228
Rental/ Hire Services	305,924	193,453	11,977,015	7,084,620
Training and Development Expenses	29,219	7,757	1,616,938	1,600,814
Domestic Travel Expenses	419,730	188,086	17,837,150	14,812,868
Foreign Travel Expenses	19,301		2,957,796	1,800,270
Utilities and other Service Charges		2,286	156,400	118,075
Financial Transaction Charges	1,082	303	217,265	105,915
Institutional Provisions	53,812	71,028	1,067,402	554,888
Physical Infrastructure	1,259	132	-	
Technical and Office Equipment	1,550	1,348	7,835	1,984
Vehicles and Mobile Equipment	63,266	12,910	1,841,273	1,025,150
Fumigation and Cleaning Services	9,264	5,489	12	0
Fuel, oil and Lubricants	126,299	74,925	5,659,828	5,601,067
Other goods and services not classified above	16,286	15	6,788	6,780
Acquisition of Non-Financial Assets	129,207	127,207	19,410,598	7,073,417
Motor vehicles and mobile Equipment	64,678	103,522	11,091,541	5,571,020

Table 15: Comparison of Financial Year 2023 and 2024

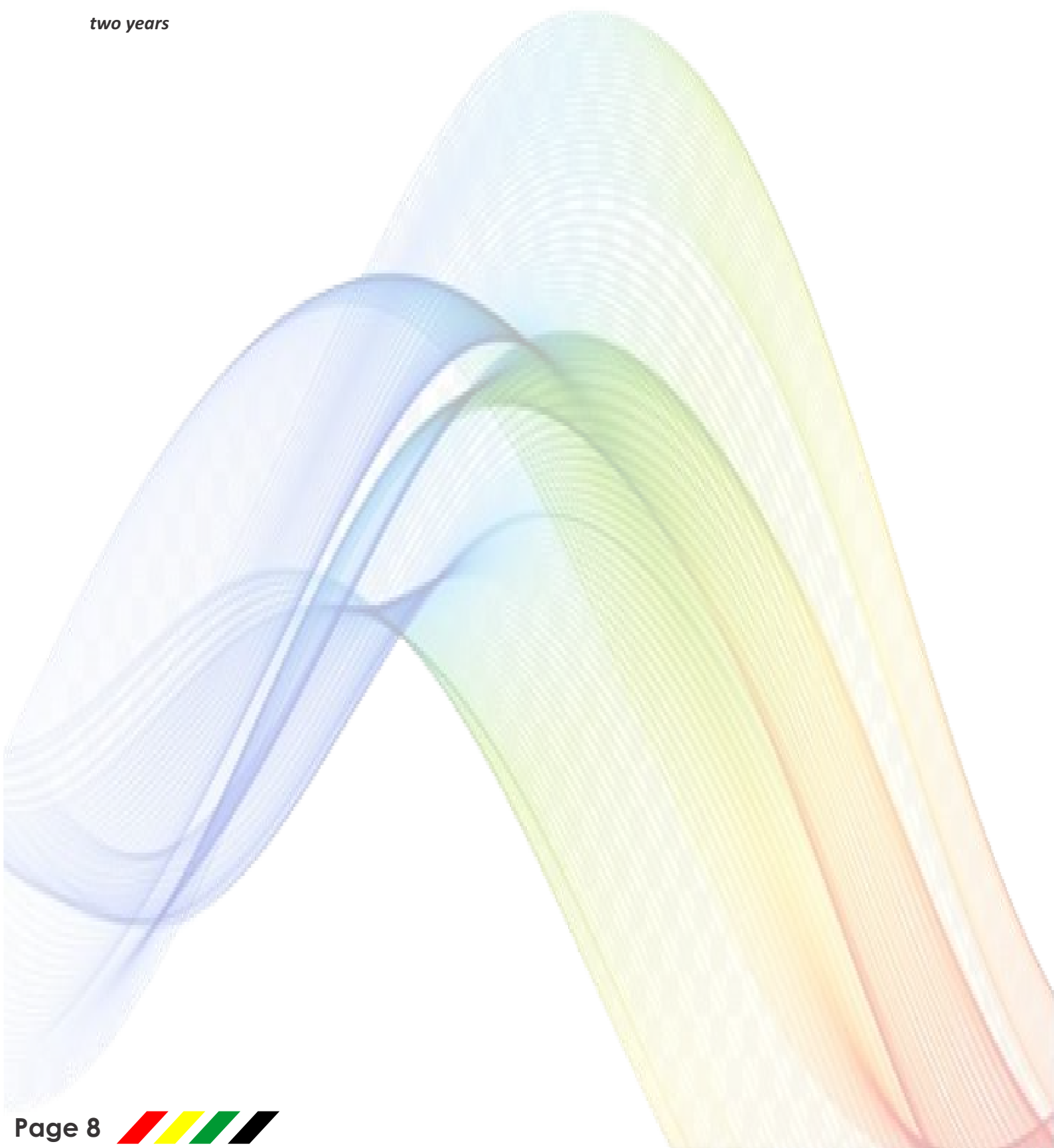
Economic Classification	Revised Budget	Cumulative Expenditure	Revised Budget	Cumulative Expenditure
	2023	2023	2024	2024
	ZWG \$	ZWG \$	ZWG \$	ZWG \$
Compensation of Employees	78,556	128,266	17,858,577	15,926,692
Employment costs	78,556	128,266	17,858,577	15,926,692
Use of Goods and Services	1,222,359	614,181	48,096,146	35,517,619
Communication & Information, Supplies & Services	120,203	43,546	4,300,419	2,618,958
Medical Supplies and Services	18,065	3,219	1,960	0
Office Supplies and Services	37,099	9,682	448,065	186,228
Rental/ Hire Services	305,924	193,453	11,977,015	7,084,620
Training and Development Expenses	29,219	7,757	1,616,938	1,600,814
Domestic Travel Expenses	419,730	188,086	17,837,150	14,812,868
Foreign Travel Expenses	19,301		2,957,796	1,800,270
Utilities and other Service Charges		2,286	156,400	118,075
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Institutional Provisions	53,812	71,028	1,067,402	554,888
Physical Infrastructure	1,259	132	-	
Technical and Office Equipment	1,550	1,348	7,835	1,984
Vehicles and Mobile Equipment	63,266	12,910	1,841,273	1,025,150
Fumigation and Cleaning Services	9,264	5,489	12	0
Fuel, oil and Lubricants	126,299	74,925	5,659,828	5,601,067
Other goods and services not classified above	16,286	15	6,788	6,780
Acquisition of Non-Financial Assets	129,207	127,207	19,410,598	7,073,417
Motor vehicles and mobile Equipment	64,678	103,522	11,091,541	5,571,020
Other goods and services not classified above	16,286	15	6,788	6,780
Acquisition of Non-Financial Assets	129,270	127,270	19,410,598	7,073,417



Machinery and Equipment	64,528	23,685	7,239,057	1,063,892
Construction	0	0	1,080,000	438,505
Grant Total	1,433,724	864,206	85,365,321	58,517,728

*For the purposes of comparison, the 2023 budget was converted to ZWG using the rate 665,6 as given by Treasury Circular 1 of 2025.

NB: note the 2023 Financial Statements have been converted from ZWL to ZWG to enable comparison between the two years





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