

What you will find in this compressed PVO Bill Information Pack

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10 REASONS WHY THE PRIVATE VOLUNTARY ORGANISATIONS (PVO) AMENDMENT BILL, H. B. 2, 2024 IS BAD FOR THE PEOPLE OF ZIMBABWE MAY 2024

Introduction

Parliament of Zimbabwe is proposing a law called the Private Voluntary Organisations (PVO) Amendment Bill, HB 2, 2024, or simply known as the PVO Bill. Through public hearings, Parliament has started receiving public submissions on the PVO Bill. There is consensus among NGOs that this is not a good law for Zimbabwe for several reasons. In this document, we set out the reasons in ten simple points.

1. **The Bill pretends to solve a problem that does not exist:** In the accompanying note of the PVO Bill, Parliament says that the Bill is being introduced to comply with recommendations of the Financial Action Task Force (FATF) to combat the abuse of charity organisations in advancing terrorism and money laundering. However, there is no evidence from past National Risk Assessments (NRA) that charity organisations in Zimbabwe are used for money laundering or for funding terrorism. NGOs are not among the high threat sectors in Zimbabwe. Secondly, since March 2022, Zimbabwe has been removed from the FATF grey list (designation of a country as at risk) meaning the said recommendation 8 by FATF no longer applies to Zimbabwe.
2. **Anti-Terrorism Laws Already Exist:** As stated above, there is no evidence from past risk assessments, that NGOs in Zimbabwe are used for terrorism financing. In any case, Zimbabwe already has a law called Suppression of Foreign and International Terrorism Act which covers all matters related to prevention and suppression of terrorism.
3. **Sabotaging Community Organising:** NGOs are platforms through which ordinary people organise around various issues they care about. Current legal frameworks allow many groups to legally operate on the strengths of their constitutions like associations. Others are registered as trusts with the Registrar of Deeds under the Deeds Registries Act. This situation gives different NGOs flexibility to allow them to work on their issues. The PVO Bill creates one basket for everyone with rigid compliance rules making it difficult for many community-based groups. It forces organisations that were operating as associations under common law or trusts under the Deeds Registries Act to now register as PVOs. If these organisations which are already operating as trusts and universitas are denied registration communities which rely on them for services will be negatively affected.
4. **Undue government interference with NGOs:** The government has unfettered influence over the proposed registration of NGOs through the office of the Registrar of NGOs under the new law. Many NGOs that have been trying to register under the current PVO Act have faced many obstacles. This situation will only become worse with the new law, especially for NGOs that are seen as critical of the government. There is already evidence of government officials attempting to and threatening to 'ban' some NGOs. The PVO Bill, if it becomes law will be easily abused by such government officials. The Minister has wide discretionary powers which could be used to interfere with the operations of NGOs. He can suspend the executive committee of an organisation and replace it with a provisional trustee/s who can make far reaching changes in the organisation. A Minister can also suspend and disqualify individuals from holding office without giving them an opportunity to be heard. Interference of this nature will affect the operations of the organisation and they will not be able to pursue with their missions and this will affect the communities they serve.
5. **Interference with humanitarian work of non-state actors:** Zimbabwe continues to depend on humanitarian support from different international and local non-state actors including churches and other groups especially in

times of drought like the current season. The PVO Bill will make it difficult for many humanitarian actors to support communities in need. An example of this situation was the forced closure of a leading international humanitarian organisation in 2008, leaving many vulnerable groups without access to the much-needed humanitarian aid.

6. **Interference with human rights work:** Human rights organisations the world over play an important role of holding governments to account and assisting victims of human rights violations. The language of the PVO Bill can be interpreted as an attempt to criminalise human rights work. Already, some politicians and politically aligned media groups have started hate speech against human rights groups falsely labelling them as regime change agents or enemies of the state. In that regard, the law will be used to violate civil and political rights.
7. **Decline in foreign currency inflows:** The NGO sector makes significant contribution to the economy of Zimbabwe as it brings in over 900 million United States Dollars per year into the economy contributing significantly to the national fiscus. Evidence in other countries shows that laws like the PVO Bill will lead to significant reduction in foreign currency inflows causing economic stability which will make life difficult for many Zimbabweans. The reduction of foreign currency inflows has far reaching consequences in various sectors including health, education, energy, and provision of social services.
8. **Violation of the Constitution of Zimbabwe:** The Constitution of Zimbabwe guarantees freedom of association and expression. Forming associations that pursue lawful ends is a constitutional exercise of freedoms. Using those associations to advocate for certain issues is a form of expression that is protected by the Constitution. The PVO Bill will introduce obstacles to the exercise of these rights hence violating the Constitution and several other international laws.
9. **Legal ambiguities in the bill create a continuing operational risk:** Legal experts have noted that the Bill is poorly drafted, creating several unclear sections. This creates an ongoing risk of organisations unwillingly offending the law, or simply being deemed non-compliant, attracting the stated penalties or registration. Most of the penalties in the bill may be imposed against board members and employees of the organisations. This will discourage people from associating with NGOs as either members or employees of organisations and this will affect the ability of organisations to serve communities. Many organisations do not have the legal sophistication or resources that will be required to give meaning and compliance to this poorly drafted law.
10. **Top-down approach to law-making:** The approach used to develop this law is top-down without meaningful consultation of the NGO sector. Consultation with NGOs has been just a ritual with recommendations from CSOs, the African Commission on Human and Peoples Rights (ACHPR) and United Nations being ignored. In the spirit of nation-building and social cohesion, the government must create an inclusive roundtable on CSO regulation and consider the suggestions made by NGOs through their representative bodies, the ACHPR and the UN experts.

Conclusion

A bad law is not only bad for the sector directly affected. It is bad for the country as a whole. Ignoring views of the people in a law that affects their livelihoods is not good governance. It tarnishes the name of our young democracy at a time when we are trying to unite the people and reengage with the international community. The PVO Bill in its current form will not do Zimbabwe any good. The Parliament is encouraged to reject the law and recommend an inclusive NGO sector roundtable on regulation following recommendations from all concerned parties.

Analysis of CSOs Private Voluntary Organisations Amendment Bill, H.B 2 / 2024

On 1 March 2024, the Private Voluntary Organisations Amendment Bill, H. B. 2, 2024 was gazetted. The Bill seeks to amend the Private Voluntary Organisations Act [Chapter 17:05]. This amendment comes after the lapse of the Private Voluntary Organisations Amendment Bill of 2021 which failed to obtain the President's assent.

The memorandum of the Bill states that the purpose of the amendments are to:

- Comply with the Financial Action Taskforce (FATF) recommendations made to Zimbabwe including recommendations made to Zimbabwe in the area of the abuse of charities for the financing of criminal and terrorist activity.
- Streamline the administrative procedures for Private Voluntary Organisations (PVOs) to allow for efficient regulation and registration; and
- Ensure efficient regulation and registration of charities which are registered in Zimbabwe as “private voluntary organisations”.
- Ensure that foreign or domestic organisations purporting to engage in charitable work in Zimbabwe by the use of funds solicited from within or outside Zimbabwe are registered unless they fall within one of the statutory exemptions.

Since 2015, Zimbabwe has been conducting National Risk Assessments (NRA) at five year intervals. In late 2018 to 2019, Zimbabwe conducted the National Risk Assessment (NRA) through the support of the National Task Force on Anti Money Laundering and Countering Financing Terrorism AML/CT under the guidance of experts from the World Bank. This was the first time that legal persons and arrangements were assessed.¹ Out of the twelve (12) sectors assessed, the high threat level sectors were found to be Banking, Real Estate, Motor Vehicle Dealers, the Mining Sector and Mobile Money Dealers.² Over the years, the FATF has taken several corrective actions to reverse the harm, that include, changes to Recommendation 8 in 2016 and the Unintended Consequences project initiated in 2021 to understand and mitigate the negative effects of Recommendation 8 and other standards on the non-profit sector, resulting in additional changes to Recommendation 8 in November 2023. These include as stated below;³

- stating that Recommendation 8 does not apply to the entire universe of organisations working in the not-for-profit realm but only to those that fall within the (functional) FATF definition of not-for-profit organisations (NPOs);
- a reiteration of the imperative for countries to have in place focused, proportionate and risk-based measures to address Terrorist Financing (TF) risks identified;
- an acknowledgement of NPO self-regulatory and internal control measures to mitigate TF risks, such that national authorities do not need to take additional measures if these are deemed adequate;
- the fact that not-for-profit organisations should not be classed as obliged/reporting entities.

¹ Available at < <https://zimra.co.zw/revenue-assurance-and-special-project/anti-money-laundering?download=743:nra-2020-executive-summary> > Last accessed on 12 March 2024 page 13.

² Available at < <https://zimra.co.zw/revenue-assurance-and-special-project/anti-money-laundering?download=743:nra-2020-executive-summary> > Last accessed on 12 March 2024 page page 5.

³ The Future of FATF Recommendation 8: A Foresight Piece Lia van Broekhoven, Sangeeta Goswami and Thalia Malmberg with Floor Knoote page 7.

The 1 March 2024 Bill, does not acknowledge the recent changes that have been made by the FATF to Recommendation 8, and the removal in March 2022, of Zimbabwe from the FATF “grey list” of countries placed under increased monitoring due to deficiencies of Anti-Money Laundering and Counter Financing of Terrorism (AML/CFT) measures. Furthermore, the Bill provides for the requirement for beneficial ownership (BO), FATF Recommendation 24. BO Recommendation was revised in March 2023 to guide on its applicability to assist countries in identifying, designing and implementing appropriate measures to ensure that BO information is held by a public authority or body functioning as a BO registry, or an alternative mechanism that enables efficient access to the information. Recommendation 24 applies to private companies. In other jurisdictions, in cases where CSOs are also registered as companies, then BO requirements apply. In Zimbabwe, there is no possibility of CSOs registering as private companies and therefore no justification for Recommendation 24 to be added to this Bill. As a result, the current Bill perpetuates the unintended consequence of closing civic space in Zimbabwe.

This analysis compares March 2024 to the 2021 Bill and assesses how far the submissions made by civic society organisations (CSOs) to the President of Zimbabwe in March 2023, were taken into account. It also makes further recommendations on what needs to be addressed for the proposed amendments to create an enabling environment for civic society to operate effectively in Zimbabwe. This analysis has been produced by the CSO Technical Legal Committee (TLC), which is a sub-committee of the Civil Society Organisations Coordination Committee that was established in 2020, the CSO TLC was constituted in November 2021 and is convened by Zimbabwe Lawyers for Human Rights, working together with Veritas, Legal Resources Foundation, Zimbabwe Human Rights NGO Forum and Amnesty International - Zimbabwe. This document will be subject to endorsement by the CSO Coordination Committee and the broader CSO sector, convened with the secretarial services of Zimbabwe Institute.

For ease of reference, the text in blue flags out new provisions and the analysis of the March 2024 Bill with the recommendations to improve the March 2024 Bill.

<p>The Memorandum of the Bill</p>	<p><u>Concern:</u> Nothing was raised in the previous Bill about the Memorandum.</p> <p>Zimbabwe is a member of the FATF-style regional body, East and Southern Africa Anti-Money Laundering Group (ESAAMLG). ESAAMLG conducts mutual evaluations to assess the effectiveness and technical compliance of the member states with the FATF Recommendations or Standards. In its 2016 Mutual Evaluation Report, Zimbabwe was rated as non-compliant with Recommendation 8. Authorities were encouraged to review laws and frameworks, identify NPOs that pose high terrorist financing risks, and apply commensurate measures. In 2019, Zimbabwe was re-rated as partly compliant with Recommendation 8. Although Zimbabwe had been placed on the Grey List, it was removed from that list in March 2022.</p> <p>In November 2023, FATF adopted an interpretive note to offer guidance to States having noticed the unintended consequences of the application of Recommendation 8 by countries which was leading to closure of civic space. They highlighted that not all NPOs are at risk, and they instructed countries to undertake a risk-based approach so that the operations of legitimate charitable work are not affected. FATF reiterated that national authorities do not need to take additional measures if they are deemed adequate. Additionally, FATF acknowledged that NPOs can have internal control measures and self-regulate.</p> <p><i>Recommendation: Previously, there was no recommendation specific to the contents of the Memorandum.</i></p>	<p>The memorandum of the new Bill is now elaborate. It has been amended to include four objectives and has taken an additional step to define what the Financial Action Task Force (FATF) is, what it entails and its objectives in a bid to justify the restrictive provisions of the Bill. The new Bill has resorted to imposing the requirement to register instead of prioritising the risk assessment process.</p> <p>The memorandum provides the objectives that the Bill seeks to achieve. It clarifies the scope of applicability by the inclusion of both domestic and foreign organisations. Now, the Bill has a bearing on foreign organisations that are in Zimbabwe (charitable organisations) expressed in the fourth objective which outlines that the Bill applies to foreign or domestic organisations purporting to engage in charitable work in Zimbabwe using funds solicited from within or outside Zimbabwe that must be registered unless they fall within one of the statutory exemptions.</p> <p><i>Recommendation: The Bill should adopt the tenets of Recommendation 8 as revised in November 2023 which reiterates that not all NPOs are included in the definition of FATF and acknowledges the existence of internal controls and self-regulation of NPOs.</i></p>
<p>Definitions or identification of keywords/terms/phrases</p>	<p><u>Concern:</u> The inclusion of new definitions which broaden the scope of liability is problematic.</p> <ul style="list-style-type: none"> • The definitions of, "Beneficial Owner", "Controller", "serious offences" have introduced terms that are vague and subject to vast interpretations. 	<p><i>Recommendation: There is need for clarity on the scope of what the definitions and phrases entail so that they are not subject to abuse or misinterpretation.</i></p>

	<ul style="list-style-type: none"> • The definitions of "proliferation, proliferation financing", "proliferation financing offences" encapsulate a variety of aspects. The definitions have far-reaching implications. • The phrase "reasonable grounds for believing that" gives the Minister unfettered discretion to determine what constitutes reasonable grounds and is thus subject to abuse. • The wording of 'illegitimate' and 'immoral' sources is too vague for penal provisions. • The phrase "illegal activities" is also vague and subject to vast interpretations. • Definition of PVO now includes trusts whether registered with the High Court or with the Registrar of Deeds under the Deeds Registries Act. 	<p>Recommendation: Remove the phrase "reasonable grounds for believing that" altogether.</p>
<p>New registration requirements</p>	<p><u>Concern:</u> If adopted the amendments would result in gross violations protected in Zimbabwe's Constitution: the right to freedom of association and assembly (section 58 of the Constitution) and administrative justice (section 68 of the Constitution).</p> <ul style="list-style-type: none"> ○ Organisations that are currently operating lawfully as trusts and associations would immediately be rendered unlawful if they continue to operate and they receive donations from the public or donations from sources that are outside the country. ○ Staff members employed by these organisations will also be held criminally liable for asserting their right to freedom of association (section 58 of the Constitution) with such organisations, once the Bill is passed into law, and pending the Registrar's determination of their applications for registrations. As there are no timeframes, these organisations could be left in limbo indefinitely. ○ Abrupt cessation of activities will also violate the labour rights of the employees of the affected organisations guaranteed in section 65(1) of the Constitution that guarantees fair and safe labour practices for everyone. <p><i>Recommendation: Trusts registered under the Deeds Registries Act [Chapter 20:05] and common law universitas should still be allowed to exist and operate their mandates and remain exempted from registration as PVOs.</i></p>	<p>The definition of a Private Voluntary Organisation is now wide and includes trusts. Trusts in their variations are now required to be registered as PVOs.</p> <p>Organisations are not rendered unlawful once the Bill passes, however, they must apply to register within 30 days, (i.e. within 30 days of the Bill's commencement or within 30 days of commencement of its operations in Zimbabwe), and they can continue to operate, there is no set timeframe within which the application will be considered. This must be done within a reasonable time by the Registrar.</p> <p>After lodging an application for registration, its operations can continue, beyond the 30 days, however, there will be uncertainty on the status of the organisation when the application is being considered by the registrar within a reasonable time that is not defined. State sponsored entities will not be subject to the registration requirements under the new Act. There is no definition of a state</p>

		<p>sponsored entity provided and this can lead to discrimination.</p> <p>Recommendation ignored for Trusts to continue to operate as registered by the Deeds Registries Act.</p>
<p>Compulsory registration for all organisations</p>	<p><u>Concern:</u> The amendments introduce compulsory registration as PVOs of all organisations doing prescribed charitable activities defined in the PVO Act. The current Act exempts Trusts and Common Law Universitas from such registration. Assisting people with material, mental, physical, or social needs; Providing charity to persons in distress; Supporting the destitute; Uplifting people’s standard of living; Providing funds for legal aid; Preventing cruelty and promoting welfare of animals; Collecting contributions for these purposes; and: Any other charitable objects that may be prescribed in regulations.</p> <p><i>Recommendation: Trusts registered under the Deeds Registries Act [Chapter 20:05] and common law universitas should still be allowed to exist and operate their mandates and remain exempted from registration as PVOs.</i></p>	<p>This position has been maintained and elaborated on. Now the Bill defines other associations that must be registered including Trusts, in all their variations - (section 2C) on the definition of PVO. As such, Trusts registered with the High Court, or with the Registrar of Deeds under section 70A of the Deeds Registries Act [Chapter 20:05] are subject to the registration process.</p> <p>Recommendation was ignored, instead, the Bill now explicitly mentions Trusts to remove any doubt on the need to register.</p>
<p>Immediate registration or face penalty</p>	<p><u>Concern:</u> The amendments introduce a new section with stricter and more immediate requirements for trusts, bodies, associations of persons corporate or unincorporate, and any institutions that are not exempt under the Act that receive financial donations or collect contributions from the public to conduct prescribed charitable activities to be registered as PVOs, failing which anyone associated with the then unregistered organisation may be subjected to criminal sanctions as discussed below. A new provision states that no person is permitted to collect contributions from the public except in terms of the Act, thus outlawing crowdfunding (for charitable and relief causes), unless registered or temporary authority has been provided by the Registrar under the Act.</p> <p><i>Recommendation: Phrases such as “legal persons” and “legal arrangements” should be deleted from the Bill. These are not defined and they are too broad to restrict the entire non-profit sector (even common law universitas). This is different</i></p>	<p>New organisations that were not operating legally before the Bill passes, must register or face penalties. The Registrar has power to issue a civil penalty in this regard. Those that operated legally before, have 30 days to commence the process. Once they commence the process, they can continue operating whilst the application is being considered.</p> <p>The recommendation to remove phrases such as “legal persons” and “legal arrangements” was ignored.</p>

	<i>from the targeted approach envisaged in the FATF Recommendation 8 and Outcome 10.2 that the Bill seeks to operationalize.</i>	
Requirement for sanctionable trusts to be registered and decentralisation of registration process	<p><u>Concern:</u> The section introduces specific provisions for “<i>sanctionable trusts</i>” whom the Registrar suspects to be operating unlawfully to be dispatched with a written notice by the Registrar and requiring that the trust commence registration within 30 days, failing which the trustees are subject to criminal liability.</p> <p><i>Recommendation: Registration modalities must be decentralised, so that applications can be lodged in the various provinces, to ensure that no locations are left behind, in line with the devolution principles in the Constitution of Zimbabwe.</i></p>	<p>There is now a provision that has been inserted in which a "sanctionable trust" may continue to operate whilst it awaits determination on its application for registration (provided that an application has been lodged with the Registrar). However, the 30-day timeline for registration is not applicable to sanctionable trusts, they have been excluded.</p> <p><i>Recommendation was not considered.</i></p>
Transitional provisions	<p><u>Concern:</u> There are no transitional provisions provided to protect an organisation’s status pending registration.</p> <p><i>Recommendation: Registration delays may be used to frustrate organisations and their ability to operate. We propose that an application received by the Registry must be submitted to the PVO Board for determination within one month of receipt. The Board must consider the application within two months of receipt.</i></p>	<p><i>Recommendation not addressed - organisations only have 30 days to commence the registration process. In the 2021 Bill, an organisation could operate without filing registration papers and only became liable after being requested to register as a sanctionable Trust. The Registrar does not have a cut-off time to determine the application. The Bill repeals the role of the PVO Board in the registration of PVOs. The PVO Board will be completely dissolved.</i></p>
Timeframes for application to be determined	<p><u>Concern:</u> There are no time limits within which the Registrar must determine applications for PVO registration.</p> <p><i>Recommendation: There should be clear timelines stipulated within which an application for registration as a PVO must be decided once lodged. Where no time stipulations are made and organisations wait indefinitely for the PVO Registry’s approval, amounts to denial of registration.</i></p>	<p><i>This was not addressed and will negatively affect the implementation of activities by organisations. It will affect proper planning. Organisations normally roll out implementation plans a year in advance.</i></p>
Clear registration requirements	<p><u>Concern:</u> There are no clear registration requirements in the Bill or the current Act.</p>	<p>The Bill only outlines that PVOs should pay a prescribed fee, and submit an application for registration, together</p>

<p>and procedures in Act</p>	<p><i>Recommendation: The Bill must clearly stipulate registration requirements.</i></p>	<p>with the Constitution and in some instances an affidavit sworn by the secretary and a member of the governing body of the organisation disclosing the name of the beneficial owner.</p> <p>The Bill also adds the phrase “any further information” in section 9(5). There is no clarity of the required information, which may bring forth issues of surveillance by the office of the Registrar.</p> <p>The procedure and criteria for registration, and timeline for decisions on registration applications, have notably not been included in the Act and are subject to parliamentary scrutiny.</p> <p><i>Recommendation: Either clarify what any further information “means or remove the phrase altogether.</i></p>
<p>Re-registration due to “material change” in the organisation</p>	<p><u>Concern:</u> The Bill introduced a provision which requires PVOs to apply to the Registrar for amendment of the particulars of registration if there are “material changes” that occur in the PVO concerned, within one month from when the material change occurred. “Material change” is defined as (a) any change in the constitution of the PVO upon the PVO’s termination for any reason concerning the disposal of its assets on the date of its termination; (b) any change in the management or ownership of the PVO; or (c) any variation of the capacity of the organisation to operate as a PVO. The Registrar may (a) approve the application; (b) reject the application and order the reversal of the material change that prompted the application within a specified period; or (c) reject the application for the amendment and order the applicant to re-register as a PVO.</p> <p><i>Recommendation: Provisions relating to re-registration on account of “material change” in an organisation should be deleted. Guidance should be provided on</i></p>	<p>In a similar fashion to the old Bill, re-registration due to material change in the organisation remains the same. However, the existence of any ‘material change’ in section 3(1) of the Schedule in the new Bill now highlights that if there are any material changes in the PVO’s documentation, a civil penalty is now applicable.</p> <p>In addition, a PVO is now deemed to be guilty of civil default if there is well-founded information available to the Registrar indicating that it has been affected by any ‘material change.’ Unfettered discretion is given as there is no scope for ‘well-founded information.’ An organisation could conduct work that is ancillary to its everyday work and this may be interpreted as a ‘material change’ to its everyday business and without lodging an amendment,</p>

	<p><i>what is deemed as “material change”, as interpretation of this clause may be open to abuse.</i></p>	<p>the office of the Registrar has been granted powers to issue a civil penalty order. <i>The recommendation was ignored, the provision was maintained.</i></p>
	<p><u>Concern:</u> The requirement to apply for approval after minor organisational/ administrative changes, and the power of the Registrar to reject such changes, order their reversal and order re-registration, is an extremely worrying interference in the internal affairs of CSOs. The definition of “material change” is excessively broad, it includes insignificant changes that are not fundamental or material. CSOs undergo regular changes of personnel in management, meaning that repeated arbitrary re-registrations may be required each time this occurs. The initial registration process is already long and arduous, and this will create yet another obstacle making it impossible for CSOs to comply in practice. The African Commission on Human and Peoples Rights’ <i>Guidelines on Freedom of Association and Assembly in Africa</i> provide that organisations should not be required to register more than once.⁹</p> <p><i>Recommendation: International best practice demands that associations are not required to obtain permission from authorities before revising their internal management structures or rules. PVOs should be able to make material changes as long as they will continue to fulfil their mandate and they will not be venturing into illegal activities. Provision should be made for a notification process that requires PVOs to simply notify the Registrar of any significant changes to their structure, in circumstances where the change undermines the PVO’s ability to operate as a PVO as defined in the Act.</i></p>	<p><i>This recommendation was not considered.</i></p>
	<p><u>Concern:</u> The requirement for application for approval, and potentially re-registration, of PVOs after any organisational changes such as a change in management personnel is intrusive. It is prone to abuse by the government to interfere with the internal management and governance matters of PVOs. It erodes the autonomy of PVOs by giving extensive powers to the Registrar (an employee of the Public Service that falls under Civil Service) to refuse registration to PVOs that work on sensitive issues. It punishes PVOs for revising their internal management structures without informing the Registrar. More so, given the power</p>	<p>There is now the insertion of the term “beneficial owner” in section 13A1(c)). As such, if the Registrar considers that there is a ‘beneficial owner’ exerting a significant voice in the affairs of the organisation, the secretary, or a member of the governing body of an organisation is required to swear to an affidavit disclosing the names of such individuals. This gives the Registrar unfettered powers to interfere and seek for confidential information</p>

	<p>of the President over the Civil Service, any PVOs that are critical of the President or the ruling party cannot operate freely without fear of reprisals. This clause violates the right to freedom of association by empowering the Registrar to make reversals of decisions taken by PVOs in their internal operations, taking away the autonomy of PVOs to determine their own processes. The restriction on freedom of association does not seem to further any legitimate aim in terms of section 86 of the Constitution. It is unclear how deregistering an organisation by requiring re-registration upon a material change in a PVO would further national security or public safety, public order, the protection of public health or morals, or the protection of the rights and freedoms of others. Requiring re-registration after such small changes is not the least restrictive way to further a legitimate aim. This is also a violation of the right to administrative justice under section 68 of the Constitution of Zimbabwe.</p> <p><i>Recommendation: If there is a material change in terms of management, the PVO will notify the Registrar within 30 days, who shall acknowledge receipt, perform due diligence on the new proposed directors to determine if they qualify in terms of the law and if so, issue a letter of confirmation of the material change with 30 days of receipt of the notification. If they do not qualify, the Registrar will request the PVO to submit other directors who qualify under the law within 30 days and once satisfied, issue a confirmation letter of the material change. If the material change related to change is scope, the Secretary of the PVO shall, within 60 days of the material change, apply to the Registrar in the prescribed form to amend the particulars of registration in relation to the PVO.</i></p>	<p>that could potentially be used to the detriment of the organisation.</p> <p><i>Recommendation made was not considered, instead, there is inclusion of the terms beneficial ownership (section 13A1(c)). At the moment these are only applicable to private companies. FATF Recommendation 24 at the moment does not make this applicable to not for profit organisations.</i></p>
<p>PVO Board and Registrar of NGOs</p>	<p><u>Overall concern:</u> The Bill removes the PVO Board and instead designates the Registrar of PVO as the registration and regulatory authority of PVOs. All decision-making powers are placed in the hands of the Registrar. The amendment will effectively transform the Registrar from an administrative official into an executive one, with extensive powers to receive, consider, determine, grant or reject applications for PVO registration. The Registrar will also be granted powers 'to promote and encourage coordination of PVOs with similar objects'. This will not only result in greater interference but will lead to effective capture of PVOs as they</p>	<p>The Bill repeals the role of the PVO Board in the registration of PVOs. The PVO Board will be completely dissolved. As such, the roles and functions of the PVO Board will be assumed by the Registrar.</p> <p>The abolishment of the PVO Board means that organisations will lack independent representation as the</p>

<p>may be forced to work together with those that are deemed to be politically correct. The amendment does not stipulate the qualifications that should be possessed by the Registrar, or his or her appointment process. The Registrar is simply deemed to be the Director of Social Welfare, until another appointment is made. The Minister is granted the power to issue directives to the Registrar, which the Registrar is obliged to implement.</p> <p>The fact that the Registrar has powers to promote and encourage coordination of PVOs with similar objects is a direct violation of the right to freedom of association and assembly protected under section 58 of the Constitution of Zimbabwe. Section 58(1) guarantees the right for every person to freedom of assembly and association, and the right not to assemble or associate with others. Section 58(2) states that no person may be compelled to belong to an association or to attend a meeting or gathering. The representatives of PVOs should be able to determine who they collaborate with to advance their mutual interests. The Registrar's excessive unilateral discretionary powers also violate PVOs' right to administrative justice, specifically to administrative conduct that is lawful, prompt, efficient, reasonable, proportionate, impartial and both substantively and procedurally fair, as protected in section 68(1) of the Constitution.</p> <p><i>Recommendations: The PVO Board must be maintained, and its composition must be revised to make it more inclusive and representative.</i></p> <p><i>More members must be appointed by CSOs, not the one seat currently reserved for CSOs. The Board must be reduced in size from 23 to 15 members as follows:</i></p> <p><i>a. six members (one representing each from Harare Metropolitan, Bulawayo Metropolitan, Mashonaland Provinces, Matabeleland Provinces, Manicaland Province and Midlands Province) appointed by the Minister from a list of 10 candidates nominated by the National Council of Private Voluntary Organizations established in terms of the Act;</i></p> <p><i>b. six members from PVOs representing youths, Persons with Disabilities, women, human rights, humanitarian and children groups appointed by the Minister from a</i></p>	<p>Registrar assumes an oversight role over PVOs and their functions through this new office.</p> <p>Regarding the members of the Pre-Forum Committee, the new Bill purports that the Registrar's appointments are permanent. The powers of the Registrar are extended in this regard.</p> <p>Unlike the old Bill, the new Bill in part IIA subsection 17(b), outlines that there will be Ministerial presence at the Pre-Forum Committee meeting. The Registrar can invite representatives from several ministries.</p> <p><i>This recommendation was completely ignored. Power is still centralised in the PVO Registrar.</i></p>
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	<p><i>list of 12 candidates nominated by the National Council of Private Voluntary Organizations established in terms of the Act;</i></p> <p><i>c. three members, appointed by the Minister from any government ministry by virtue of their knowledge or experience in development and welfare management representing the Government.</i></p> <p><i>Other proposals relating to the Board made were as follows:</i></p> <p><i>Disqualification for appointment to Board - A person must be unqualified for appointment as a member of the Board if-</i></p> <ul style="list-style-type: none"> <i>● he is declared bankrupt under the law in force in Zimbabwe;</i> <i>● he is under any law in force in Zimbabwe, adjudged or otherwise declared to be of unsound mind;</i> <i>● he has at any time been convicted of an offence involving theft, fraud, forgery, perjury or other dishonesty;</i> <i>● in terms of the law in force in any country he has been adjudged or otherwise declared insolvent or bankrupt and has not been rehabilitated or discharged; or</i> <i>● he has made an assignment to or composition with his or her creditors which has not been rescinded or set aside; or</i> <i>● he would for any other reason be disqualified by law from serving as a director of a company or a trustee of a trust in Zimbabwe;</i> <p><i>Term of office and conditions of service of members of Board - The term of office of a member of the Board shall be such period not exceeding three (3) years as the Minister may fix on his or her appointment, provided that the Minister shall ensure that at least 2 members who have held office in the Board continue for another term. A person should be eligible for reappointment for a further term. The conditions of service of a member of the Board, including allowances, shall be fixed by the Minister in consultation with the Minister responsible for finance, at the time of his or her appointment. For security of independence, the allowances payable to a member of the Board shall not be reduced during his tenure of office.</i></p>	
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	<p><i>Procedure of Board - The Board shall meet at such dates, times and places as may be fixed by the chairperson, provided that the Board shall meet at least once every 3 months.</i></p> <p><i>Engagement of consultants - The Board may, with the approval of the Minister, engage or retain the services of such professionals, consultants and experts as may be necessary for the proper and effective implementation of the provisions of this Act. The terms and conditions of service of a person engaged under this section shall be determined from time to time by the Minister with the approval of the Minister responsible for finance.</i></p> <p><i>Invited persons - The Board may invite any person, based on his experience and expertise, to attend any meeting of the Board and take part in the deliberations of the Board but such person shall not be entitled to vote at that meeting.</i></p> <p><i>Disclosure of interest - A member of the Board who has an interest directly or indirectly, in any matter to be considered by the Board shall, soon after the facts have come to the knowledge of the member, disclose this fact and the nature of the interest to the Board. After the disclosure, the member who has disclosed interest shall be excused from the meeting and shall not vote on the matter. The remaining members shall discuss the matter and determine whether the member must be precluded from participating further in the meeting concerned and the decision taken by the remaining members regarding the matter shall be recorded in the minutes of the meeting.</i></p> <p><i>Powers of the Board - The Board shall have the powers akin to those of a body corporate so as to manage its affairs to fulfil the objectives of the Act. This includes to do anything which by the Act the Board is required or permitted to be done, and generally, to do all such things as are calculated to facilitate or are incidental or conducive to the performance of the functions of the Board in terms of this Act.</i></p>	
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<p>Office and Powers of the Registrar</p>	<p><u>Concern:</u> The establishment and consolidation of power in the office of the Registrar bestows unfettered powers. The Registrar can also delegate their powers to any officer, or authorise an assisting registrar or inspector of their choice as provided for in section 3(8) (in accordance with subsection 7) to assist. The Registrar's powers are subject to abuse and anyone can say they are exercising delegated powers. The provision is far-reaching.</p> <p>Section 7 of the Schedule states that any reference to the Registrar in the Schedule shall be construed as a reference to a designated officer – This is wide-reaching and opens doors to corruption. Issues of accountability may arise on payment of fines if any 'designated officer' can take up the role of the Registrar.</p> <p>Moreover, proviso 3 (4) of the Bill establishes the provision of a website in which members of the public will have access to registers. The website shall contain working hours and access to the register at all hours. This provision has been introduced to address access information issues. Apart from working hours, the Bill is silent on the contents of the register which will be published on the website for public consumption. The latter presents a security risk for organisations.</p> <p><u>Concern:</u> Registration on the basis of "material change" in subsection 13A (3)(a) solely based on the opinion of the Registrar who is granted the discretion to determine what does or does not constitute issues of public morality or public order etc. Organisations who work to advance the rights of LGBTIQ+ are likely to be amongst entities most affected as the Registrar determines the public interests of the whole country. Organisations can only lodge an appeal against a registrar's decision in this regard, but only after the rejection of the application for re-registration. There is no alternative for PVOs who may not want to reverse any material change by re-registering. One can only appeal after they lodge an application for the same. There are gaps in terms of remedy for those who don't intend to register.</p> <p>The Registrar's powers are further extended through section 22C(4). If the Bill is passed in its current form, the Registrar may use this provision to recover</p>	<p>Based on the previous recommendation on decentralising the powers of the Registrar, section 3(7) seems to address this as the Registrar may decentralise by delegating his powers to an assistant registrar, inspector or other officer.</p> <p><i>Recommendation: However, the provision should be clear on personnel who the Registrar can designate power to avoid its abuse.</i></p> <p><i>Recommendations: The register on the website should only publicise general information on PVOs. The safety and security of PVOs and their employees should be duly considered.</i></p> <p><i>Recommendation: Remove sub-section 13A(3) (a) in totality.</i></p> <p><i>Recommendation: Provide an alternative for PVOs that does not require them to re-register.</i></p> <p><i>Recommendation: The Bill should include a review mechanism to challenge the procedural irregularities by the Registrar.</i></p>
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	<p>information in respect of any PVO from foreign counterparts and this may apply retrospectively. The effect of retrospectivity may be abused as it is undefined and therefore unlimited.</p>	<p><i>Recommendation: Remove the ability of the provision to apply retrospectively.</i></p>
<p>Extended Ministerial Powers</p>	<p><u>Concern:</u> Section 21(2) allows the Minister to appoint one or more provisional trustees with authority the same as that of a substantive trustee. The Minister may make this appointment before an application to appoint such trustees has been determined by the High Court. This is tantamount to implementing a court order that is not yet in existence. This appointment may be done before the notice of the application has been served on the PVO, which takes away the PVO's right to be heard (<i>audi alteram partem rule</i>). Principles of natural justice have been disregarded. This renders the entire court process 'academic.' The presumption of innocence is also disregarded on the aspect of 'illegal activities.'</p> <p>The phrase that follows reads, "Provided that a trustee shall not, without the approval of the Minister, exercise any power conferred on the executive committee by the organisation to acquire or dispose of any funds or other assets of the organisation". The latter seems to suggest that powers that a full committee yields and exercises will be extended to one trustee only. Moreover, whilst the said trustee is provisional, the decisions he/she makes will be permanent.</p> <p>Section 22(9) inserts a proviso within the section that reads "Provided that such appeal shall not have the effect of suspending the Minister's decision". The removal of the Common law position is unreasonable. An appeal should suspend the decision that has been made by the Minister because failure to do so may result in adverse, irreversible consequences on PVOs.</p> <p>The court's discretion to make its own decisions has been taken away. There seems to be a limitation of the High Court's jurisdiction in that it only has two options - to revoke the decision of the Minister or to refer the decision back to him. There is no option to set aside the decision. The section only provides a provision for an appeal but not a review.</p>	<p>The provision was maintained.</p> <p><i>Recommendation: Either observe the principles of natural justice by allowing adequate notice for PVOs to respond to the application for the appointment for a trustee; or remove the provision altogether.</i></p> <p><i>Recommendation: The provision must be removed completely as the appointment of the trustee is done without judicial oversight.</i></p> <p><i>Recommendation: The Bill should not take away the common law position on appeals.</i></p> <p><i>Recommendation: Principles of separation of powers and checks and balance must prevail.</i></p> <p><i>Recommendation: The Bill should include a review mechanism to challenge the procedural irregularities by the Minister.</i></p>

	<p>With regard to section 22A(3), if the Minister wants to amend the Schedule, the National Assembly is given a 7 day timeline to determine if all is in order, if there is no resolution, the Minister can proceed to publish it in the Gazette as amended. The timeline provided for was too short and unreasonable.</p>	<p>Recommendation: Grant a reasonable timeline to allow for review by the National Assembly.</p>
<p>Designation of organisations as “high risk”</p>	<p><u>Overall Concerns:</u> The Bill gives the Minister wide discretionary powers to pass regulations designating by name, type, class, or characteristics, any legal person, legal arrangement, body or association of persons, or institution, otherwise exempted under the PVO Act, if the Minister believes that they are at high risk of or vulnerable to misuse for terrorism funding or causes. There are no guidelines as to what should guide this designation. The Minister has powers to require such high risk or vulnerable organisations to register as PVOs under the Act and to prescribe additional or special requirements, obligations or measures that should apply to the said organisations. This provision gives the Minister extensive regulatory powers to unilaterally interfere with the internal day-to-day activities, affairs and operations of CSOs, placing them under strict monitoring and surveillance measures, without any judicial oversight. This will severely undermine their independence.</p> <p><i>Recommendation: The powers of the Minister be modified and made reasonable.</i></p>	<p>There is now the incorporation of section 22(2) which expressly outlines that even exempt entities can be "high risk", for purposes of funding terrorism, terrorist organisations or terrorist causes if the Minister deems so. This is worse off than the previous Bill which gave a chance to make amends before an organisation was asked to register. Organisations are essentially being forced to associate with PVOs. The opportunity to mitigate the identified risk has been eroded and so is the freedom of association.</p> <p>Recommendation for the power of the Minister to be reasonable has not been implemented.</p>
	<p><u>Concern:</u> The provision fails to clarify what constitutes being at high risk or vulnerable to terrorist activities and it does not specify the procedure the Minister will use to determine such risk or vulnerability. It is likely to be arbitrarily applied to NGOs working on issues of governance and human rights who receive foreign funding. The importance of fighting terrorism and related acts cannot be overemphasised, but such should not be used as a scapegoat to silence dissenting voices. There is also no clarity on the additional or special requirements, obligations and measures that will be imposed against such designated organisations.</p> <p><i>Recommendation: We propose that in determining which organisations are at high risk of or vulnerable to misuse by terrorist organisations, the Minister shall be</i></p>	<p>Changes recorded include the fact that the Minister has to undertake a risk-based assessment, whose details or guiding framework is not provided; this is to be done once every 5 years, however, there is no commitment to have ongoing outreach to the sector.</p> <p>Recommendation: The risk- based assessment should be done together with the active participation of CSOs.</p>

	<p><i>guided by the risk-based approach; a targeted approach; ongoing outreach to the NGO sector.</i></p>	
	<p><u>Concern:</u> This provision does not comply with the FATF Recommendation 8, which requires a country to conduct a targeted risk assessment to identify NGOs at risk. It is a violation of Article 22 of the International Covenant on Civil and Political Rights (ICCPR), and section 58 of the Constitution, protecting the right to the freedom of association. It also violates section 86 of the Constitution by limiting rights without justification. Such measures are not the least restrictive means to further a legitimate aim such as national security.</p> <p><i>Recommendation: We propose proportionate risk-based monitoring and supervision mechanisms; effective investigation and information gathering; effective mechanisms for international cooperation and guidelines from the Financial Action Task Force and the Financial Intelligence Unit be adopted.</i></p>	<p>Changes recorded include the fact that the Minister has to undertake a risk based assessment once every 5 years, in collaboration with the Finance Intelligence Unit section 22(3), this could be improved to have a proportionate risk based assessment guided by good practices for countries to work with PVOs and civil society organisations during the risk assessment process.</p>
<p>Appeals</p>	<p><u>Concern:</u> Section 22(7) proposes that once a designated private voluntary organisation fails to comply with requirements prescribed under subsection (4), the Registrar, at the direction of the Minister shall revoke or suspend the registration of the private voluntary organisation; or order the removal of a named director, trustee, employee or other office holder of the private voluntary organisation. The order by the Minister shall not be suspended by an appeal to the High Court.</p> <p>Section 22(10) goes further to prescribe what the High Court can do when determining an appeal from the Minister.</p> <p><i>Recommendation: We propose that this provision should be revised to reflect the common law position and suspend the operation of the Minister's order once an appeal is lodged. The Minister's decision may have serious consequences.</i></p>	<p><i>Recommendation: These provisions should be removed or amended to reflect the correct position at</i></p>

	<p>Secondly, the Bill will have the effect of limiting the plenary jurisdiction of the High Court. Section 171(a) of the Constitution gives the High Court original jurisdiction over all civil and criminal matters.</p>	<p><i>common law and in the Constitution.</i></p>
<p>Penalties, Appeals & Personal Liability</p>	<p><u>Overall Concern:</u> Section 14(1) adds a phrase that reads as follows ‘or to the conditional registration of a private voluntary organisation’ which means that PVOs that may be registered on condition also have the right to appeal.</p> <p>The penalty in section 23 of the Bill now provides for the payment of a fine up to level 12 and has removed the provision on imprisonment. While it is commendable that the imprisonment aspect has been removed, the section still targets national-level office bearers in that it renders them personally liable to individually pay the fine in equal shares. The Bill imposes personal liability to the employees of the organisation for an offence which an organisation has committed and been convicted for yet the organisation is a legal entity on its own. There are no appeal mechanisms for civil penalty orders. Judicial oversight to adjudicate on the civil penalty orders that may be granted has been left out, to the detriment of PVOs.</p> <p>Section 16(9A)(3) is not only limited to management within PVOs, but extends its scope to targets beyond the Bill such as regular companies, businesses etc.</p>	<p>Commendably, the Bill provides an appeal mechanism for PVOs registered on condition.</p> <p><i>Recommendation: Liability, if necessary, should only accrue to the entity and not to individual office bearers.</i></p> <p><i>Recommendation: Judicial oversight is required for appeals against the civil penalty orders by the Minister.</i></p> <p><i>Recommendation: Repeal section 16(9A) (3) altogether.</i></p>

PRIVATE VOLUNTARY ORGANISATIONS (AMENDMENT) BILL, 2024

MEMORANDUM

This Bill will amend the Private Voluntary Organisations Act [*Chapter 17:05*]. The amendments are being made, firstly, in order to comply with the Financial Action Taskforce (FATF) recommendations made to Zimbabwe in the area of the abuse of charities for the financing of criminal and terrorist activity. Further to this, it has also become necessary to streamline administrative procedures for private voluntary organisations to allow for efficient regulation and registration of charities, which are registered in Zimbabwe as “private voluntary organisations”.

FATF is an Intergovernmental organisation founded in 1989 on the initiative of the G7 countries. Its main objective is to develop policies to combat money laundering, and Zimbabwe is a member. Each member country is assessed periodically for compliance with the policies and legislation on money laundering and financing of terrorism. Countries are assessed on two major criteria, namely: technical compliance and effectiveness. Technical compliance is concerned with deficiencies related to the country’s anti-money laundering and financing of terrorism legislation, while effectiveness is concerned with deficiencies which highlight practical implementation challenges. This Bill seeks to comply with recommendations under technical compliance raised under Zimbabwe’s Mutual Evaluation Report. As a result of the said deficiencies, Zimbabwe was placed under a monitoring programme in October, 2018 by FATF in order to ensure the country aligns its laws on private voluntary organisation to “recommendation 8”. This recommendation arose from FATF’s finding that private voluntary organisations can be abused by money launderers and terrorist financiers. It recommends the enactment and implementation of clear measures as part of a framework to prevent potential abuse in key sectors having the potential to act as conduits for tainted money.

Thirdly, following upon FATF’s engagement with stakeholders in 2018 on the issue of abuse of charities, a subsequent public consultation in March 2021, highlighted the need for both public and private sectors to conduct risk assessments in the context of proliferation financing, and how they can mitigate the risks they identify. Proliferation financing covers a wide spectrum of activities connected with the illegal sourcing of materials and accessing of finance to build, export and deploy weapons of mass destruction, in particular nuclear, chemical and biological weapons. This Bill includes FATF recommended measures to prevent and mitigate proliferation financing, including consequential amendments to Money Laundering and Proceeds of Crime Act and the Criminal Matters (Mutual Assistance) Act.

Fourthly, provisions have been added to safeguard against the abuse of charitable giving for political or socially undesirable ends. In particular it will be enacted that:

- ensure the good internal administration and financial accountability of private voluntary organisations for the benefit of their stakeholders;
- ensure that private voluntary organisations do not undertake political lobbying;
- foreign or domestic organisations purporting to engage in charitable work in Zimbabwe by the use of funds solicited from within or outside Zimbabwe must be registered unless they fall within one of the statutory exemptions;

In more detail, the individual clauses of the Bill provide as follows:

Clause 1

This clause sets out the Bill's short title.

Clause 2

This Clause amends the existing section 2 which houses the interpretations of words and phrases used in the principal Act. The clause provides for the inclusion of the definition of "funds or other assets" which is very wide ranging to include all financial assets and funds or other assets of every kind. The clause also amends the definition of "private voluntary organisation" to ensure it covers all relevant organisations that fall under this law. In view of the international dimension of terrorist and proliferation financing through the abuse of charities, a definition for of "Financial Intelligence Unit" of the Reserve Bank is necessary because of the role the Unit will play in assisting the Registrar of Private Voluntary Organisations in that regard.

The definition of "private voluntary organisation" excludes from the scope of that term certain activities (for example fundraising for schools or hospitals by or on behalf of the schools or hospitals concerned). However, even excluded activities may come within the scope of monitoring against money-laundering if the activities are carried on by any "high risk" entity (see new section 22C inserted by clause 10)

Clause 3

This clause seeks to formally establish the Office of the Registrar of Private Voluntary Organisations as a statutory office in the Ministry responsible for social welfare. The object of this establishment is to ensure the office of the Registrar is able to perform its functions more efficiently by enabling it (through the Public Service Commission) to employ dedicated staff to assist the Registrar.

The Registrar will be given the task of assessing the fitness of private voluntary organisations to be registered under the Act (a task which had previously been undertaken by the PVO Board, which will be abolished). In order to ensure continuous liaison with registered PVOs, the new Part IIA will establish a forum for the discussion of issues of mutual concern to the Office and private voluntary organisations.

Clause 6

This clause repeals the existing section of the principal Act requiring the registration private voluntary organisations and replaces it with a more comprehensive provision that brings within the scope of registration certain entities previously excluded from registration and excluding from registration certain other entities. In particular:

1. Insofar as the Bill requires organisations not previously within the scope of the PVO Act to now register as PVOs (that is to say, those organisations not registered as trusts which receive external funding to pursue objects of a charitable nature), such organisations will be afforded a reasonable period to comply with the Act as now amended, because to the extent that they were receiving external funding they were not in breach of the PVO Act before its amendment.
2. Insofar as the Bill requires trusts not previously within the scope of the PVO Act (because they were testamentary trusts under the Act before its amendment), to

now register because they receive external funding, the same considerations apply to them as apply to the organisations referred to in the previous paragraph: they too will be afforded a reasonable period to comply with the Act as now amended.

3. Insofar as the Bill requires non-testamentary trusts to now register because they receive external funding, those non-testamentary trusts which have registered themselves with the Registrar of Deeds under section 70A of the Deeds Registries Act [*Chapter 20:05*] will be afforded a reasonable period to comply with the Act as now amended.

In each of the foregoing circumstances (1, 2 and 3), a trust, body, or association of persons corporate or unincorporate or any institution that immediately before the commencement of the Private Voluntary Organisations Amendment Bill, 2024, was lawfully operated in Zimbabwe before being required to be registered under the new section 6 may, after commencing registration proceedings, continue to operate pending the outcome of those proceedings.

The new section 6 will also specifically exempt from registration charitable entities operating in Zimbabwe pursuant to bilateral and multilateral agreements that the Government enters with other States, in terms of which entities belonging to or connected with such States are tasked to provide aid and assistance within our country. Such entities should not be required to register as PVOs because the Government has agreed in advance to the scope and conditions of their operation within our country.

Clause 5

This clause amends section 9 on the procedure for PVO registration to take account of the fact that the PVO Board is now abolished and the Registrar alone evaluates applications for registration of PVOs.

Clause 6

This clause inserts a new section in the principal Act setting forth the circumstances under which a registered PVO must apply for the amendment of its original particulars of registration, in particular, where there has been a “material change” to those particulars. In some cases of “material change” the involving a substantial change in its objects or of its proprietary structure (for instance, where the PVO merges with or is taken over by another PVO or other entity), PVO may be required by the Registrar to re-register.

Clause 7

This clause makes new proviso for appeals against the Registrar’s decisions under the principal Act, setting for the grounds on which the Minister may set aside or substitute the Registrar’s decisions on appeal.

Clause 8

This clause inserts a new Part and section governing the prudential and ethical principles by which all PVOS are expected to conduct themselves within Zimbabwe. The breach of some of these principles are declared to be civil defaults for which the offending PVO may become liable to pay a civil penalty.

Clause 9

This clause repeals and substitutes section 21 of the existing Act to make provision for the suspension of an executive committee of a private voluntary organisation by the Minister where there is maladministration and the power of the Minister to make an application to the Court for trustees for the organisation to be able to continue operation as investigations are being carried out.

This clause also makes provision for a new section 22 which is directly related to the requirements that Zimbabwe must comply with under recommendation 8 of the FATF. The recommendation speaks to the process of assessment of risks in relation to private voluntary organisations that the Minister, in corporation with the Financial Intelligence Unit, must make at prescribed intervals in order to identify high risk sectors or organisations and prescribe special measures that must be applied in order to mitigate the risk. The new section also extends the scope of monitoring of charitable activities to activities that are otherwise exempted by this Act, where the entities conducting these activities are at high risk of being infiltrated or perverted from their original purposes. The Minister is empowered to designate what are called “high risk” private voluntary organisations and entities (those deemed especially vulnerable to being abused by criminals and terrorists) in order to allow for closer monitoring and more stringent regulation.

The new section 22A which provision for the power of the Registrar to impose of civil penalty orders under this Act on non-complying private voluntary organisations. The scope of such power and the safeguards against abuse of its exercise are set forth in the Schedule governing the issuance civil penalties to be inserted by this Bill.

The new sections 22B and 22C provide for the President or the Minister with President’s authority to enter into agreements with other countries with a view to the rendering of reciprocal assistance on the registration of private voluntary organisations, and the exchange of information related thereto, as well as mutual assistance to combat the transnational abuse of private voluntary organisations charities for criminal purposes.

The new section 22D enables the Minister administering the principal Act to give policy directions to the Registrar.

Clause 10

This clause criminalises the abuse of charitable giving for political purposes.

Clause 11

This clause makes additions to the areas that the Minister may make regulations under the Act.

Clause 12

This clause will insert a Schedule in the Act that provides for the civil penalty regime contemplated in the new section 22A.

Clause 13

This clause and the First Schedule will effect certain minor and consequential amendments to the PVO Act, including the removal of references to the abolished PVO Board.

Clauses 14, 15, 16, 17, 18, 19, 20, 21 and 23

These clauses amending the Money Laundering and Proceeds of Crime Act [*Chapter 9:24*] and the Criminal Matters (Mutual Assistance) Act [*Chapter 9:06*] will implement FATF's recommendations to combat proliferation financing. Of particular note is the insertion in [*Chapter 9:24*] of a new offence (see Clause 16) of "Financing or partaking in the proliferation or use of weapons of mass destruction", covering a wide spectrum of activities connected with the illegal sourcing of materials and accessing of finance to build, export and deploy weapons of mass destruction, in particular nuclear, chemical and biological weapons.

Clause 22

This clause and the Second Schedule will effect certain minor and consequential amendments to the Money Laundering and Proceeds of Crime Act [*Chapter 9:24*] (No. 4 of 2013).

BILL

To amend the Private Voluntary Organisation Act [*Chapter 17:05*]; the
Money Laundering and Proceeds of Crime Act [*Chapter 9:24*] (No. 4
of 2013); and the Criminal Matters (Mutual Assistance) Act [*Chapter*
5 *9:06*] (No. 13 of 1990); and to provide for matters connected therewith.

ENACTED by the Parliament and the President of Zimbabwe.

PART I

PRELIMINARY

1 Short title

10 This Act may be cited as the Private Voluntary Organisations Amendment Bill,
2024.

PART II

AMENDMENTS TO PRIVATE VOLUNTARY ORGANISATIONS ACT [*CAP. 17:05*]

2 Amendment of section 2 of Cap. 17:05

15 Section 2 (“Interpretation”) of the Private Voluntary Organisation Act [*Chapter*
17:05] (hereinafter in this Part called “the principal Act”) is amended—

- (a) in subsection (1) —
 - (i) by the repeal of the definition of “Board”;
 - (ii) by the insertion of the following definitions—

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““beneficial owner”, in relation to a private voluntary organisation, means a person who through the ownership of any share or stake in the organisation or of all or any of the assets of the organisation is able to exert a significant or preponderant voice in the affairs of the organisation, including a person who exerts such control through a nominee who holds such stake, share or assets on behalf of such person; 5

“controller”, in relation to a private voluntary organisation, means a person other than a beneficial owner who, notwithstanding the formal arrangements for the exercise of control over the organisation as specified in its constitution, exerts (whether by virtue of the size of that person’s contributions to the organisation or otherwise) a significant or preponderant voice in the affairs of the organisation; 10

“Financial Intelligence Unit” or “Unit” means the Financial Intelligence Unit referred to in section 6A of the Money Laundering and Proceeds of Crime Act [*Chapter 9:24*]; 15

“funds or other assets” means any assets, including but not limited to economic resources (including oil and other natural resources), financial assets, property of every kind (whether tangible or intangible, movable or immovable, however acquired) and legal documents or instruments in any form (including electronic or digital documents or instruments) evidencing title to or any interest in such funds or other assets (including, but not limited to, bank credits, travellers’ cheques, bank cheques, money orders, shares, securities, bonds, drafts or letters of credit), and any interest, dividends or other income on or value accruing from or generated by such funds or other assets, and any other assets which potentially may be used to obtain funds, goods or services; 20 25 30

“Office” refers to the Office of the Registrar of Private Voluntary Organisations established in terms of section 3;

“State-sponsored aid entity” means an entity which—

(a) is an arm, agency or representative of a State whose government is party to any bilateral or other agreement with the Government of Zimbabwe, in terms of which that entity is permitted to operate in Zimbabwe or any part thereof; or 35

(b) is not an arm, agency or representative of a State referred to in paragraph (a), but which is appointed as the agent or representative of a State in terms of any bilateral or other agreement with the Government of Zimbabwe for the purpose of operating in Zimbabwe or any part thereof (which appointment must be evidenced in the agreement itself or by notice in writing by that State to the Government of Zimbabwe);” 40 45

(iii) in the definition of “private voluntary organisation”—

A. by the insertion of the words “legal person, legal arrangement” after the words “means any”;

- B. by the repeal of sub paragraph (iii) and substitution of—
 “(iii) any trust established directly by any enactment; or”
- C. by the repeal of sub-paragraph (x) and substitution of—
 “(x) subject to section 6(7), any trust registered with the High Court, or with the Registrar of Deeds under section 70A of the Deeds Registries Act [*Chapter 20:05*];
 (xi) any State-sponsored aid entity;”;
- (b) by the insertion of the following subsections after subsection (2)—
 “(3) For the purposes of the definitions of “beneficial owner” and “controller”—
 (a) a person exerts a significant or preponderant voice in the affairs of an organisation if (singly or in combination)—
 (i) that person’s decision on any matter or policy concerning the governance of the organisation or the exercise of any of its functions is binding on the organisation or the governing body of the organisation; or
 (ii) that person is able to overrule or veto any decisions of the governing body of the organisation; or
 (iii) that person directly or indirectly controls twenty-five *per centum* or more of the votes in the governing body;
 (b) reference to a “person” exerting a significant or preponderant voice in the affairs of an organisation includes a State, or an arm, organ, agency or representative of a State.

3 New Parts substituted for Part II of Cap. 17:15

Part II of the principal Act is repealed and the following Parts are substituted—

“PART II

OFFICE OF THE REGISTRAR OF PRIVATE VOLUNTARY ORGANISATIONS

3 Office of the Registrar of Private Voluntary Organisations

(1) There shall be an Office of the Registrar of Private Voluntary Organisations in the Ministry responsible for social welfare, in which shall be lodged the register of private voluntary organisations.

(2) The Office shall be headed by a Registrar of Private Voluntary Organisations who shall exercise general supervision and direction of the registry and shall be assisted by one or more Assistant Registrars, inspectors and such other officers as may be necessary for the proper administration of this Act, whose offices shall be public offices and form part of the Public Service:

Provided that until an appointment of a Registrar is made, the person for the time being holding the office of Director of Social Welfare shall be the Registrar.

- (3) Subject to this Act, the Registrar shall—
- (a) consider and determine every application for registration and every proposed cancellation or amendment of a certificate of registration; and
 - (b) hear representations by any association, organization or institution claiming entitlement to be registered as a private voluntary organisation; and 5
 - (c) advise the Minister and registered private voluntary organisations in respect of any matter arising out of the administration or operation of this Act or any other matter referred to it by the Minister or the Registrar; and 10
 - (d) to promote and encourage the co-ordination of the activities of registered private voluntary organisations having similar or related objects; and
 - (e) to submit to the Minister an annual report concerning the administration and operation of this Act; and 15
 - (f) maintain at his or her office a Register of Private Voluntary Organisations in which he or she shall enter all such particulars in relation to the registration of private voluntary organisations and their constitutions as he or she is required to enter by or in terms of this Act or any other enactment or decision of the Court; 20
- (4) The Register shall be open to inspection during office hours by any member of the public on payment of the prescribed fee, if any:
- Provided that the Registrar shall endeavour to create and maintain up to date a website which, among other things, will enable members of the public to have access to the Register at all hours. 25
- (5) Subject to the directions of the Registrar, the other officers referred to in subsection (1) shall perform such of the Registrar’s functions as the Registrar may assign to them. 30
- (6) The Registrar shall have power to delegate any of his or her powers to any officer other than the power of delegation.
- (7) The Registrar may in writing authorise an assistant registrar, inspector or other officer referred to in subsection (2) to exercise any of the functions of a Registrar under this Act. 35
- (8) Subsection (7) shall not be construed as limiting the power of the Registrar to delegate his or her functions under any other law.
- (9) The Registrar shall provide every inspector with a document identifying him or her as an inspector, and the inspector shall produce it on request by any interested person. 40

PART IIA

PRIVATE VOLUNTARY ORGANISATIONS FORUM

4 Private Voluntary Organisations Forum

- (1) The Registrar shall annually, on a date and at a venue to be notified not less than three months beforehand in the *Gazette*, organise, 45

convene and host a Private Voluntary Organisations Forum to discuss any issue or issues of concern generally to private voluntary organisations:

5 Provided that the venue of the Private Voluntary Organisations Forum shall rotate annually through every provincial centre of Zimbabwe in such order as the Registrar shall determine.

(2) The notice of intention to organise, convene and host the Forum shall include the following—

- 10 (a) the proposed venue or venues and the proposed date or dates for the Forum; and
- (b) the proposed agenda for the Forum, if any; and
- (c) an invitation to relevant stakeholder organisations and other persons interested in issues of concern generally to private voluntary organisations to submit—
 - 15 (i) suggestions for topics to be included in the agenda for discussion at the Forum; and
 - (ii) lists of proposed participants at the Forum, specifying for each proposed participant what credentials he or she possesses that may be of benefit to the Forum's deliberations.

20 (3) Before publishing a notice in terms of subsection (1) the Registrar shall constitute (whether on a permanent or ad hoc basis) a committee ("the Pre-Forum Committee") of the Forum with the following terms of reference—

- 25 (a) to draw up a proposed agenda for the Forum; and
- (b) to advise the Registrar on the financial, organisational and logistical requirements for convening and hosting the Forum; and
- (c) to solicit financial support or sponsorship from the State, the private and parastatal sectors and
- 30 (d) civil society organisations to enable the Forum to be convened; and
- (e) receive reports from the subcommittees (if any) constituted in terms of subsection (4).

35 (4) To assist the Pre-Forum Committee in discharging its terms of reference the Registrar may constitute a subcommittee in every provincial centre of Zimbabwe chaired by a member of the Pre-Forum Committee.

(5) Not less than five or more than fifteen members shall constitute the Pre-Forum Committee, and not less than three or more than seven members shall constitute a subcommittee, of whom—

- 40 (a) the majority shall be representatives from private voluntary organisations or organizations which the Registrar considers are representative of private voluntary organizations;
- (b) in the case of—
 - 45 (i) the Pre-Forum Committee, at least one member shall represent a private voluntary organisation or organisation of such private voluntary organisations

- based or operating in Harare Metropolitan Province, and another member shall represent a private voluntary organisation or organisation of such private voluntary organisations based or operating in Bulawayo Metropolitan Province; 5
- (ii) a subcommittee, the majority must be members representing private voluntary organisations or organisations of such private voluntary organisations based or operating in the province for which the subcommittee is constituted. 10
- (6) On the establishment of—
- (a) the Pre-Forum Committee, the Registrar—
- (i) shall appoint at least one officer of the Office as a member of the Committee, and that officer or, if two or more officers of the Office are so appointed, one of those officers, as the case may be, shall be chairperson of the Committee; and 15
- (ii) may appoint as members of the Committee persons who are not members of the Office and may fix terms and conditions of their appointment; 20
- (b) a subcommittee, the Registrar—
- (i) shall appoint a member of the Pre-Forum Committee to chair the subcommittee; and
- (ii) may appoint as members of the subcommittee persons who are not members of the Office and may fix terms and conditions of their appointment. 25
- (7) Meetings of—
- (a) the Pre-Forum Committee may be convened at any time and at any place approved by the Registrar;
- (b) a subcommittee may be convened at any time by the chairperson thereof or at the request of the Registrar, at any place approved by the chairperson of the subcommittee. 30
- (8) If the chairperson of the Committee or a subcommittee is absent from any meeting of the Committee or subcommittee, the members present forming a quorum may elect one of their number to preside at that meeting as chairperson. 35
- (9) A majority of members of the Committee or a subcommittee shall form a quorum at any meeting of a committee.
- (10) Anything authorised or required to be done by the Committee or a subcommittee may be decided by a majority vote at a meeting of the Committee or subcommittee at which a quorum is present. 40
- (11) At all meetings of the Committee or a subcommittee each member present shall have one vote on each question before the committee:
- Provided that in the event of an equality of votes the chairperson or person presiding at the meeting shall have a casting vote in addition to his or her deliberative vote. 45

(12) Subject to this section, the procedure to be followed at any meeting of the Committee or a subcommittee shall be as fixed by the Registrar.

5 (13) The Registrar shall cause minutes of all proceedings and decisions taken at every meeting of the Pre-Forum Committee to be entered in books kept for the purpose (and the chairperson of a subcommittee shall do likewise).

10 (14) Any minutes which purport to be signed by the person presiding at the meeting to which the minutes relate or by the person presiding at the next following meeting of the Pre-Forum Committee or the subcommittee concerned, as the case may be, shall be accepted for all purposes as *prima facie* evidence of the proceedings and decisions taken at the meeting concerned.

15 (15) The person presiding at the meeting shall cause copies of all minutes taken at the Committee or a subcommittee that have been signed to be sent to the Registrar for his or her information.

(16) After publishing a notice in terms of subsection (1) the Pre-Forum committee shall—

- 20 (a) draw up a proposed final agenda for the Forum; and
(b) select from the lists referred to in subsection (2)(c)(ii) a proposed final list of participants at the Forum; and
transmit its proposals made under paragraphs (a) and (b) to the Registrar for onward transmission to the Minister, whose decision on these issues shall, subject to section 16, be final.
- 25

(17) After the Minister has approved the agenda and list of invitees for the Forum, the Registrar shall despatch, together with a copy of the approved agenda, an invitation —

- 30 (a) to those persons on the list of approved invitees to attend the Forum on the date and at the venue notified in terms of subsection (1);
(b) for one representative from each of the following Ministries to attend the Forum at the aforementioned date and venue—
- 35 (i) the Ministry for which the Minister is responsible; and
(ii) the Ministry responsible for health and child welfare; and
(iii) the Ministry responsible for justice; and
(iv) the Ministry responsible for finance; and
(v) the Ministry responsible for co-operatives; and
40 (vi) the Ministry responsible for foreign affairs; and
(vii) any other Ministry whose attendance is, in the opinion of the Minister communicated to the Registrar in writing, desirable or necessary for the success of the Forum.

5 Conduct of Private Voluntary Organisations Forum

(1) For the purpose of conducting the Private Voluntary Organisations Forum the Registrar shall constitute (whether on a permanent or ad hoc basis) a committee (“the Forum committee”) of the Office of the Registrar with the following terms of reference—

5

- (a) to ensure the smooth and efficient conduct of the Forum; and
- (b) to keep minutes of or record the proceedings of the Forum, or to cause the proceedings of the Forum to be minuted or recorded.

10

(2) The conclusions of every Forum shall be embodied in written resolutions for presentation to the Minister.”.

4 New section substituted for section 6 of Cap. 17:15

Section 6 of the principal Act is repealed and the following is substituted —

“6 Private Voluntary Organisations to be registered

15

(1) In this section—

“sanctionable trust” means a trust that may be dealt with by the Registrar in terms of subsection (7) on the basis that it is reasonably suspected of being in violation of subsection (2);

(2) No trust, body, or association of persons corporate or unincorporate or any institution—

20

- (a) whose objects or any of them include any of the objects specified in paragraphs (a) to (h) of the definition of “private voluntary organisation”; and
- (b) is not exempted by virtue of any of the sub-paragraphs (i) to (xi) of the definition of “private voluntary organisation”;

25

shall, to the extent that it does not exclusively use its own funds or assets (that is to say, funds or assets generated by its own investments or other gainful activities carried on by itself) but instead—

- (c) seeks or obtains financial assistance from any source within or outside Zimbabwe; or
- (d) collects contributions from the public, for the fulfilment or purported fulfilment of those objects;

30

shall commence or continue to carry on its activities unless, within thirty days of the commencement of the Private Voluntary Organisations (Amendment) Act, 2024 or within thirty days of the commencement of its operations in Zimbabwe, whichever is the later date, it has been registered in terms of this Act (even if it is a trust registered as described in sub-paragraph (x) of the definition of “private voluntary organisation” in section 2):

35

40

Provided that a trust, body, or association of persons corporate or unincorporate or any institution that immediately before of the commencement of the Private Voluntary Organisations Amendment Act, 2024, lawfully operated in Zimbabwe before being required to be registered under this section may, after commencing registration proceedings, continue to operate pending the outcome of those proceedings.

45

(3) No person shall collect contributions from the public except in terms of this Act.

5 (4) No person (other than a trustee of a sanctionable trust in respect of which no action by the Registrar in terms subsection (7) has yet been taken) shall in any manner take part in the management or control of a private voluntary organisation, knowing that the organisation is contravening subsection (2).

10 (5) Any person (other than a trustee of a sanctionable trust referred to in subsection (4)) who contravenes subsection (2), (3) or (4) shall be guilty of an offence and liable—

(a) in the case of a contravention of subsection (2), to a fine not exceeding level 12 or to imprisonment for a period not exceeding one year or to both such fine and such imprisonment;

15 (b) in the case of a contravention of subsection (3), to a fine not exceeding level 12 or to imprisonment for a period not exceeding one year one years or to both such fine and such imprisonment;

20 (c) in the case of a contravention of subsection (4), to a fine not exceeding level 12 or to imprisonment for a period not exceeding two years or to both such fine and such imprisonment.

(6) No unregistered private voluntary organisation shall be entitled to receive a grant from the State.

25 (7) The Registrar may in respect of any sanctionable trust dispatch to the trustee or any of the trustees of the trust in question, a written notice setting forth the basis on which the Registrar reasonably suspects the trust of being in violation of subsection (2) and requiring that the trustee commence within thirty (30) days the registration of the trust as a private
30 voluntary organization in terms of this Act:

Provided that until such date as its application for registration is finally determined, the sanctionable trust may continue to operate in Zimbabwe if its operations are in other respects lawful.

35 (8) Any trustee who having received a notice in terms of subsection (7) fails to comply with such notice shall, together with any other person who is a joint trustee of the trust in question, be guilty of an offence and liable to a fine not exceeding level 10 or imprisonment not exceeding six months or to both such fine and such imprisonment, and the trust in question shall (even if no trustee is prosecuted under this subsection)
40 be guilty of an offence in terms of subsection (2), and depending on the circumstances, subsections (3) and (4).

(9) Notwithstanding the common law, a trust together with its trustees can be charged jointly in respect of any offence alleged to have been committed by it and its trustees against subsection (2), (3) or (4).

45 (10) A trustee served with a notice under subsection (7) shall have a right within fourteen days of the date when the notice was dispatched to make written representations to the Registrar to have the notice withdrawn on the basis that the notice was made in error and if the Registrar—

- (a) accepts such representations, the Registrar shall notify to the trustee in writing, of the withdrawal of the notice; or
- (b) rejects such representations the Registrar shall notify the trustee in writing accordingly and the thirty (30) day period within which the trustee must take the actions specified in subsection (7) commences from the date of the notification of such rejection.”. 5

5 Amendment of section 9 of Cap 17:05

Section 9 (“Registration”) of the principal Act is amended—

- (a) by the repeal of subsection (1) and the substitution of— 10
 - “(1) The secretary of any private voluntary organisation which is required to be registered shall lodge with the Registrar—
 - (a) in the prescribed manner and together with the prescribed fee, an application for such registration together with the constitution of the organisation; and 15
 - (b) if (on written notice to the applicant) it appears to the Registrar from the application or on the basis of information available to the Registrar that any person as a beneficial owner or controller exerts a significant or preponderant voice in the affairs of an organisation, an affidavit sworn by the secretary or a member of the governing body of the organisation disclosing the name of the beneficial owner or controller and the nature and extent of such beneficial ownership or control.”; 20
- (b) in subsection (3) by the deletion of “submit any such objection to the Board for consideration” and the substitution of “take such objection into consideration.”; 25
- (c) by the repeal of subsection (5) and substitution of—
 - “(5) Where the Registrar is satisfied that the requirements referred to in subsections (1), (2), (3) and (4) have been complied with, he or she shall consider the application, together with the constitution of the organisation, any objection to the grant of the application and any further information supplied in connection with the application may— 30
 - (a) after considering the application, grant it and issue to the organisation concerned a certificate of registration subject to such conditions as he or she may impose; or 35
 - (b) reject the application if it appears to the him or her that—
 - (i) the organisation is not bona fide operating in furtherance of the objects mentioned in its application for registration; or 40
 - (ii) the organisation does not, in respect of its constitution or management, or any other information required to be provided by the Registrar, comply with the provisions of this Act.”; 45
- (d) in subsection (6) by the deletion of “Board” and substitution of “Registrar”.

6 Insertion of new section in Cap 17:05

The principal Act is amended by the insertion of the following section after section 13—

“13A Re-registration or amendment of registration required in certain circumstances

(1) In this section—

“material change” in relation to the amendment of the particulars of the original application for registration means—

- (a) any change in the constitution governing the private voluntary organisation concerned concerning happens upon the termination for any reason of the private voluntary organisation with respect to the disposal of its assets on the date of its termination; or
- (b) any change with respect to the beneficial ownership or control of the private voluntary organisation concerned, not involving the transfer of the certificate of registration of the organisation to another private voluntary organisation or to another person; or
- (c) any addition, diminution or variation to the objects of the private voluntary organisation concerned which may significantly impact the scope or nature of its operations in Zimbabwe;
- (d) any variation of the territorial scope of the operation of the private voluntary organisation concerned within Zimbabwe.
- (e) any change with respect to the beneficial ownership or control of the private voluntary organisation concerned, by virtue of the transfer of the certificate of registration of the organisation to another private voluntary organisation or to another person (not being a private voluntary organisation);

“provisional transfer”, in relation to the provisional transfer of a certificate of registration of a private voluntary organisation, means, for the purpose of subsection (4), the date on which the certificate was provisionally agreed to be transferred or purported to be transferred before the approval of the transfer by the Registrar.

(2) If there is any material change in the particulars furnished in or together with the application for the registration of a private voluntary organisation that involves a material change referred to in paragraph (a), (b), (c) or (d) of the definition of “material change”, the secretary of the private voluntary organisation must make an application to the Registrar in the prescribed form to amend the particulars of registration in relation to the private voluntary organisation, for which purpose the secretary must submit to the Registrar an amendment application in the prescribed form no later than one month from the date when the material change occurred.

(3) Upon receiving an application in terms of subsection (2) that involves a material change referred to in paragraph (a), (b), (c) or (d) of the definition of “material change”, the Registrar may—

- (a) if in his or her opinion the material change does not have any adverse consequences for the defence, public safety, public order, public morality, public health, or general public interest of Zimbabwe (on which subject the Registrar shall be guided by any policy direction of the Minister issued in terms of section 22D) approve the application and cause the appropriate entry in the Register of private voluntary organisations to be made and notify the operator accordingly; or 5
- (b) if the Registrar is not satisfied as to the matters specified in paragraph (a) — 10
 - (i) reject the application and allow the applicant the option, within a specified time, of— 15
 - A. reversing the material change that prompted the application within a specified period; or
 - B. reregistering in terms of section 9: 20

Provided that— 20

- (a) if the applicant commences reregistration proceedings, the private voluntary organisation concerned may not lodge an appeal in terms of section 14 against the Registrar’s decision until after the application for re-registration has been rejected; 25
- (b) within the time allowed for it to reverse any material change, or for the duration of the reregistration proceedings, the private voluntary organisation concerned may continue to operate pending the reversal of the material change or the outcome of those proceedings. 30 35

(ii) accept the application subject to specified conditions.

(4) If there is any material change with respect to the beneficial ownership or control of the private voluntary organisation concerned, by virtue of the transfer of the certificate of registration of the organisation to another private voluntary organisation or to another person (not being a private voluntary organisation), the secretary of the first-mentioned private voluntary organisation must, before the provisional transfer is completed, make application to the Registrar in the prescribed form for approval of the transfer for which purpose the secretary must submit to the Registrar an amendment application in the prescribed form no later than one month from the date of the date of provisional transfer of the certificate concerned, and the Registrar shall thereafter treat the application as if it is an application for the approval of a material change to which the provisions of subsections (2) and (3) shall apply. 40 45 50

(5) In an application under subsection (4), the applicant must specify whether, in the event of the application being approved, it is the wish of the private voluntary organisation being transferred to continue to hold a separate certificate of registration, or to be issued with a new certificate of registration in the name of the new beneficial owner or controller of the organisation (and in the event that the Registrar approves the transfer, the Registrar must cancel the certificate of registration of the private voluntary organisation being transferred if it wishes to be issued with a new certificate of registration).

(6) Any private voluntary organisation that fails to comply with subsections (2) or (4) shall be guilty of a civil default and liable to the penalty specified in paragraph 3(1) of the Schedule”.

7 New section substituted for section 14 of Cap 17:05

Section 14 of the principal Act is repealed and the following section is substituted—

“14 Appeals

(1) Any private voluntary organization which is aggrieved by any decision of the Registrar relating to the rejection, either wholly or in part, of an application for registration or exemption, or to the cancellation, amendment, surrender or restoration of a certificate of registration or exemption, or to the conditional registration of a private voluntary organization, may appeal against that decision to the Minister.

(2) Upon an appeal the Minister may—

- (a) uphold the decision of the Registrar; or
- (b) refer the decision back to the Registrar for re-consideration;(whether with or without directions on how the decision is to be reconsidered) on any one or more of the following grounds—
 - (i) allowing extraneous or irrelevant considerations to affect the decision; or
 - (ii) failure to take into account relevant considerations in arriving at the decision; or
 - (iii) any material mistake of fact or law that tainted the decision; or
 - (v) interest in the cause, bias, malice or corruption on the part of any person involved in making or contributing to the decision;
 - (vi) gross irregularity in the proceedings or the decision of any person involved in making or contributing to the decision.”.

8 New Part inserted in Cap.17:05

The principal Act is amended by the insertion of the following Part after Part IV—

“PART IVA

CONDUCT OF PRIVATE VOLUNTARY ORGANISATIONS

20A Principles governing private voluntary organisations

(1) Every private voluntary organisation shall endeavour to conduct itself and its operations in accordance with the following principles namely that— 5

(a) to ascertain the identity of donors and the sources of donations:

Provided that if the donor is anonymous, the private voluntary organisation must satisfy itself by other means that the donor is acting in good faith within the law and that the donation is made in good faith without intent to evade the law; 10

(b) to refuse donations from illegitimate or immoral sources and to report to the Registrar and the appropriate authorities any such donation of which it becomes aware; 15

(c) to ensure that its resources and every donation is used for the charitable objects for which the private voluntary organisation is registered;

(d) to account transparently to its stakeholders including its donors and beneficiaries for the manner in which it distributes its funds and implements its programmes; 20

(e) to use formal channels (that is to say registered banking institutions or other financial intermediaries regulated in Zimbabwe or in any other state) for the transmission of its funds at every point from source to destination; 25

(f) not to discriminate between beneficiaries on the grounds of nationality, race, colour, tribe, place of birth, ethnic or social origin, language, class, religious belief, political affiliation, opinion, custom, culture, sex, gender, marital status, age, pregnancy, disability or economic or social status, or whether they were born in or out of wedlock; 30

Provided that it shall not be deemed to be discriminatory for a private voluntary organisations to favour beneficiaries of a particular group if its express object or one of its express objects is to benefit any disadvantaged group or members of such group of a particular description in terms of ethnicity, social origin, language, class, religious belief, custom, culture, sex, gender, marital status, age, pregnancy, disability, economic or social status, or persons born out of wedlock; 35 40

(g) not to conduct themselves in any politically partisan manner whether by using its resources to benefit members of a particular affiliation or making any test of the political allegiance of its beneficiaries;

(h) to be sensitive generally to the cultural values and norms of the community in the area where they will be primarily operating; 45

- (i) to economically and socially benefit the community in the area where they will be operating;
- (j) in as far as possible to employ personnel who are Zimbabwean citizens or permanent residents as members of their staff;
- 5 (k) the implementation of fair and safe labour practices.”.

9 Substitution of section 21 and 22 of Cap 17:05

Sections 21 and 22 of the principal Act is repealed and substituted by the following sections —

“21 Suspension of executive committee

10 (1) If it appears to the Minister on information supplied to him or her in respect of any registered private voluntary organisation that there are reasonable grounds for believing that—

- (a) the organisation has ceased to operate in furtherance of the objects specified in its constitution; or
- 15 (b) the maladministration of the organisation is adversely affecting the activities of the organisation; or
- (c) the organization is involved in any illegal activities; or
- (d) it is necessary or desirable to do so in the public interest;

the Minister may make application to the High Court to—

- 20 (e) appoint one or more persons as trustees to run the affairs of the organisation for a period not exceeding sixty days pending the election of members of a new executive committee;
- (f) suspend all or any of the members of the executive committee of a registered private voluntary organisation from exercising
- 25 all or any of their functions in running the affairs of the organisation.

(2) An application in terms of subsection (1) shall be made on notice to the private voluntary organisation concerned, but, pending the determination by the High Court of the application, the Minister may, on or

30 not more than seven days before the notice of the application being served on the private voluntary organisation, appoint one or more provisional trustees who shall exercise all the powers of the substantive trustee (if the application is granted) until the provisional trustee’s appointment is confirmed by the High Court or some other person is appointed with the

35 leave of the court as a substantive trustee.

(3) If the High Court refuses an application to appoint or confirm the appointment of one or more trustees, the refusal of the application shall not affect the validity of anything done by the provisional trustee in good faith pursuant to this section before the date of such refusal.

40 (4) Subject to any directions the Minister may give him or her, any provisional trustee shall exercise all the functions of the executive committee of the organisation:

Provided that a trustee shall not, without the approval of the Minister, exercise any power conferred on the executive committee by

45 the organisation to acquire or dispose of any funds or other assets of the organisation.

(5) Where the Minister has suspended any member of the executive committee of a registered private voluntary organisation in terms of subsection (1)(f) from exercising all his or her functions and has not revoked the suspension within thirty days after it was effected—

- (a) the office of the person so suspended shall thereupon become vacant; and 5
- (b) whether or not he or she has earlier resigned his or her office, the person shall thereupon be disqualified from being nominated as a candidate for election to any office of the organization until such time (whichever is the later) as— 10
 - (i) the Minister, by notice in the *Gazette* removes such disqualification; or
 - (ii) the High Court refuses an application.

(6) Where the Minister has suspended some but not all the members of the executive committee of a registered private voluntary organisation in terms of subsection (1)(f), the remaining members shall, on the expiry of the period referred to in subsection (5), forthwith call for the election of new members in accordance with the constitution of the organization. 15

(7) Any provisional or final trustee who is not in fulltime employment of the State, shall be entitled to be paid from the funds of the organisation, for so long as he or she holds office as such, a monthly salary at such rate as the Minister may determine. 20

(8) If after due investigation by a trustee appointed in terms of this section, he or she finds sufficient evidence on a balance of probabilities that any person who is or has been an office-bearer or employee of the organisation has misappropriated any funds or other assets of the organisation, the trustee may— 25

- (a) make an affidavit to that effect incorporating, referring to or annexing thereto any evidence so found; and
- (b) lodge, on due notice to the office-bearer or employee or former office bearer or employee concerned (“the respondent”), an application to the High Court, together with the affidavit, for an order directing the respondent by a certain day (the “restitution day”) not being earlier than thirty days from the date that the application is set down to for hearing (the “return day” of the application) to refund or return to such organisation any funds or other assets which the respondent has misappropriated from such organisation, employers organisation or federation. 30 35

(9) If, on the return day of the application, the respondent makes no appearance or, after a hearing, the High Court grants the application for the order with or without amendment, the trustee shall, if the respondent does not comply fully or at all with the order by the return day, submit the order for registration to whichever court would have had jurisdiction to make such an order had the matter been determined by it, and thereupon the order shall have effect, for purposes of enforcement, of a judgment of the appropriate court. 40 45

(10) For the purposes of subsection (8), “misappropriate” in relation to the funds or other assets or moneys of the organisation under

trusteeship includes doing either or both of the following in defiance of a notice referred to in subsection (9)—

- (a) expending or disposing of the funds or other assets of the organisation; or
- 5 (b) withdrawing moneys from any account with any bank, building society or other financial institution operated on behalf of the organisation:
- (11) Any person who—
- (a) 10 makes any false representation to, or otherwise wilfully hinders or obstructs a trustee in the exercise of his or her functions under this section; or
- (b) falsely holds himself or herself out to be a trustee; or
- (c) 15 contravenes subsection (4);

shall be guilty of an offence and liable to a fine not exceeding level seven or to imprisonment for a period not exceeding one year or to both such fine and such imprisonment.”.

22 Identification, appreciation and assessment of risks in relation to private voluntary organisations and other institutions

(1) In this section—

- 20 “Financial Action Task Force” or “FATF” refers to the inter-governmental body established in 1989 whose responsibility include is to development of anti-money laundering and combating of terrorist financing policies to combat money laundering and for adoption by countries;
- 25 “Financial Intelligence Unit” or Unit means the financial intelligence unit referred to in section 6A of the Money Laundering and Proceeds of Crime Act [*Chapter 9:24*];
- 30 “proliferation” means the manufacture, acquisition, possession, development, export, transshipment, brokering, transport, transfer, stockpiling or use of nuclear, chemical or biological weapons and their means of delivery and related materials (including both technologies and dual-use goods used for non-legitimate purposes), in contravention of national laws or, where applicable, international obligations. It includes
- 35 technology, goods, software, services or expertise;
- “proliferation financing convention” refers to the United Nation Security Council’s International Convention for the Suppression of the Financing of Proliferation;
- 40 “proliferation financing” means the act of providing funds or financial services which are used, in whole or in part, for the manufacture, acquisition, possession, development, export, transshipment, brokering, transport, transfer, stockpiling or use of nuclear, chemical or biological weapons and their means of delivery and related materials (including both
- 45 technologies and dual-use goods used for non-legitimate purposes), in contravention of national laws or, where applicable, international obligations;

- “proliferation financing offences” means any criminal offence which constitutes proliferation or proliferation financing under the laws of Zimbabwe, and any criminal offence which constitutes proliferation or proliferation financing under a law of a foreign jurisdiction, in relation to acts or omissions which, had they occurred in Zimbabwe, would have constituted an offence in Zimbabwe. A Proliferation financing offence relates specifically to the development, production, acquisition, retention and transfer of nuclear, biological and chemical weapons; 5 10
- “risk identification, appreciation and assessment” in relation to private voluntary organisations and those institutions set out in paragraphs (i) to (ix) of the definition of “private voluntary organisation” in section 2(1) means an assessment (in accordance with the criteria furnished from time to time by the Financial Action Task Force) of the risk or vulnerability of such organisations or institutions to being misused for purposes of a serious offence as defined in terms of the Money Laundering and Proceeds of Crime Act [*Chapter 9:24*] or proliferation financing; 15 20
- “serious offence” means —
- (a) a money laundering offence; or
 - (b) a terrorist financing offence; or
 - (c) a terrorist act, under whatever offence that act is prosecuted; or 25
 - (d) an offence for which the maximum penalty is death or life imprisonment; or
 - (e) an offence for which the penalty is —
 - (i) imprisonment of four years or more whether or not any portion is suspended by the convicting court; 30
 - (ii) imprisonment for any period of less than four years but not less than one year, any portion of which equal to or exceeding one year is not suspended by the convicting court, without the option of a fine; or 35
 - (f) an offence under the law of a foreign State in relation to any act or omission which, had it occurred in Zimbabwe, would have constituted an offence under paragraph (a), (b), (c), (d) or (e).
- (2) Notwithstanding the exemptions set out in subparagraphs (i) to (x) of the definition of “private voluntary organisation” in section 2(1), in the Minister may, through regulations, designate by name, type, class, or characteristics, any legal person, legal arrangement, body or association of persons, corporate or unincorporated, or institution, which the Minister deems to be at high risk of or vulnerable to misuse for purposes of funding terrorism, terrorist organisations or terrorist causes, and — 40 45

(a) shall require such person, arrangement, body or association or institution to register as a private voluntary organisation in terms of this Act; and

5 (b) may prescribe such additional or special requirements, obligations or measures, not inconsistent with this Act, that shall apply in respect of such legal person, legal arrangement, body or association of persons, or institution, in order to mitigate against such risk or vulnerability.

10 (3) The Minister shall, in cooperation with the Financial Intelligence Unit at intervals of not less than once in five years undertake a risk assessment of all private voluntary organisations and those institutions set out in paragraphs (i) to (ix) of the definition of “private voluntary organisation” in section 2(1), and in so doing may make such an assessment with respect to individual organisations or institutions or organisations or institutions of a specified class, or both.

15 (4) An organisation or institution designated under subsection (2) shall have a right within fourteen days of a designation to make written representations to the Minister to have the designation set aside or amended on the basis that—

- 20 (a) the designation was made in error; or
 (b) the measures specified by the Minister to mitigate the identified risk or vulnerability are unreasonable or disproportionate in relation to the identified risk or vulnerability;

25 and the Minister may, on written notice to the organisation or institution concerned, reject or accept, conditionally or unconditionally such representations.

30 (5) The Minister may prescribe measures and requirements (not inconsistent with this Act) that apply especially to designated organisations or institutions for the purpose of eliminating or minimising the risk of abuse.

(6) The matters to be prescribed by the Minister in terms of this section may include—

- 35 (a) identifying the at risk or vulnerable private voluntary organisations;
 (b) any additional or special reporting requirements which the private voluntary organisations may be required to comply with, such as beneficial ownership;
 (c) any records or other information which the private voluntary organisations may be required to maintain;
 40 (d) powers of the Registrar to monitor and enforce compliance with the Act, including powers to revoke licensing or registration of a non-compliant private voluntary organisation or to order removal of a director, trustee, employee or other office bearer of a private voluntary organization;
 45 (e) powers of the Financial Intelligence Unit or other competent authority as may be prescribed by the Minister, to receive or access information held or maintained by the private voluntary organisations; and

- (f) designation of a contact person or authority for purposes of cooperating with foreign counterparts in sharing information and preventing the abuse of private voluntary organisations or designated institutions for purposes of financing or supporting terrorism; 5
- (7) A designated institution referred to in subsection (2)(a) that fails to register as a private voluntary organisation shall be guilty of an offence and liable to a fine not exceeding level 14, and each of the members of the governing body of that organisation or institution shall be liable to the same offence and penalty and additionally or alternatively to the fine, shall be liable to imprisonment for a period not exceeding ten years. 10
- (8) In respect of a designated private voluntary organisation that fails to comply with such of the requirements prescribed under subsection (4) as are applicable to it, the Registrar, at the direction of the Minister, shall impose one or both of the following measures— 15
- (a) revoke or suspend the or registration of the private voluntary organisation;
- (b) order the removal of a named director, trustee, employee or other office holder of the private voluntary organisation.
- (9) Any person aggrieved by a decision of the Minister in terms of this section may appeal to the High Court in terms section 4 of the Administrative Justice Act [*Chapter 10:28*]: 20
- Provided that such appeal shall not have the effect of suspending the Minister’s decision.
- (10) Upon an appeal in terms of subsection (9) the High Court may— 25
- (a) uphold the decision of the Minister; or
- (b) refer the decision back to the Minister for reconsideration (whether with or without directions on how the decision is to be reconsidered) on any one or more of the following grounds— 30
- (i) allowing extraneous or irrelevant considerations to affect the decision;
- (ii) failure to take into account relevant considerations in arriving at the decision; 35
- (iii) any material mistake of fact or law that tainted the decision;
- (iv) interest in the cause, bias, malice or corruption or the part of any person involved in making or contributing to the decision; 40
- (v) gross irregularity in the proceedings or the decision of any person involved in making or contributing to the decision.”

22A Civil penalty orders and amendment or substitution of Schedule

- (1) The provisions of the Schedule apply to any infringement of this Act in respect of which it is provided that a civil penalty is payable. 45

(2) Subject to subsection (3), the Minister, may by notice in a statutory instrument amend or replace the Schedule.

(3) When the Minister, wishes to amend or replace the Schedule, the Minister shall lay the draft statutory instrument amending or replacing the Schedule before the National Assembly, and if the National Assembly makes no resolution against the publication of the statutory instrument within the next seven sitting days after it is so laid before the National Assembly, the Minister shall cause it to be published in the *Gazette*.

22B Co-operation with foreign counterpart authorities

(1) The President, or the Minister with the President’s authority, may enter into agreements with the Government of any other country or territory with a view to the rendering of reciprocal assistance in any or all of the following—

- (a) the registration of private voluntary organisations and the exchange of information related thereto;
- (b) the exchange of information and the rendering of mutual assistance to combat the transnational abuse of private voluntary organisations or charities for criminal purposes, the monitoring of the quality of the assistance given and the keeping of records of requests for information or assistance and of the responses thereto;
- (c) the administration of any office or offices that are a counterpart to the Office of the Registrar of Private Voluntary Organisations, including the mutual secondment and training of the staff of the Office and such offices.

(2) In particular, an agreement referred to in subsection (1) may empower the Registrar or the financial intelligence unit of the Reserve Bank, on his or her or its own behalf or on behalf of any law enforcement agency, to seek beneficial ownership or other information in respect of any company from the foreign counterpart, and, likewise, may provide beneficial ownership or other information in respect of any company to the foreign counterpart.

(3) The President may at any time revoke any such proclamation by a further proclamation in the *Gazette*, and the agreement shall cease to have effect upon the date fixed in such latter proclamation, but the revocation of any proclamation shall not affect the validity of anything previously done thereunder.

(4) Any agreement referred to in subsection (1) may be made with retrospective effect if the President considers it expedient so to do.

22C Information sharing on private voluntary organisations of concern with foreign counterpart authorities

(1) In this section—

“private voluntary organisation of concern” means a private voluntary organisation suspected of terrorist financing, proliferation financing or involvement in other forms of terrorist support.

(2) The FIU, may in consultation with the Registrar enter into agreements with a counterpart agency of another Government of any other country or territory with a view to the exchange of information and the rendering of mutual assistance related to the combating of the transnational abuse of private voluntary organisations form for criminal purposes, the monitoring of the quality of the assistance given and the keeping of records of requests for information or assistance and of the responses thereto. 5

(3) In particular, an agreement referred to in subsection (1) may empower the Registrar or the Financial Intelligence Unit of the Reserve Bank, on his or her or its own behalf or on behalf of any law enforcement agency, to seek beneficial ownership or other information in respect of any private voluntary organisation from the foreign counterpart, and, likewise, may provide beneficial ownership or other information in respect of any company to the foreign counterpart. 10 15

(4) Any agreement referred to in subsection (1) may be made with retrospective effect.

(5) For the avoidance of doubt, the FIU shall be the point of contact to respond to international requests relating to private voluntary organisations of concern.”. 20

22D Minister may give policy directions to Registrar

(1) Subject to subsection (2), the Minister may give the Registrar such general directions relating to the policy the Registrar is to observe in the exercise of his or her functions as the Minister considers to be necessary in the national interest, which policy directions must— 25

- (a) not be inconsistent with any provision of this Act; and
- (b) be issued in good faith, apply prospectively and not retrospectively, and be of general applicability; in particular the policy directions—
 - (i) must not be issued in relation to any particular application or appeal pending before the Registrar and must not apply so as to influence or direct the Registrar on the outcome of any particular application, appeal or other matter that is being considered by the Registrar immediately before the directions are issued, or 30 35
 - (ii) must not prejudice the application of the rules of natural justice by the Registrar in the exercise of his or her quasi-judicial functions;
- (c) clearly delimit the scope of their application and must otherwise not be vague or ambiguous in their terms; and 40
- (d) clearly express the national interest at stake;
- (e) must be clear (whether expressly or by necessary implication) that they apply or are in force for a fixed or indefinite period, or that they expire on the happening of any event.

(2) Before giving the Registrar any policy direction, the Minister shall inform the Registrar, in writing, of the proposed direction and the Registrar shall, within thirty days or such further period as the Minister 45

may allow, submit to the Minister, in writing, his or her views on the proposal.

(3) The Registrar shall take all necessary steps to comply with any direction given to it in terms of subsection (1).

5 (4) When any direction has been given to the Registrar in terms of subsection (1), the Registrar shall ensure that the direction and any views the Registrar has expressed on it in terms of subsection (2) are set out in the Registrar’s annual report.”.

10 Amendment of section 23 of Cap. 17:05

10 Section 23 (“General offences and penalties”) of the principal Act is amended by the insertion of the following subsection after subsection (3)—

“(4) Any private voluntary organisation—

- (a) that supports or opposes any political party or candidate in a presidential, parliamentary or local government election; or
- 15 (b) is a party to any breach of Part III of the Political Parties (Finance) Act [*Chapter 2:12*] as a contributor of funds to a political party or candidate or otherwise; or
- (c) wilfully denies any beneficiary assistance in furtherance of its charitable objects solely on the basis of that beneficiary’s political affiliation, or
- 20 wilfully makes such assistance conditional upon that beneficiary’s political affiliation; or

shall be guilty of an offence and liable to a fine not exceeding level 12, and if—

- (a) it fails to pay the fine imposed on it within fourteen days of conviction (or, if the conviction or sentence is appealed, within fourteen days of the
- 25 appeal being dismissed or abandoned), the national-level office-bearers of the organisation in Zimbabwe shall become jointly liable to pay the fine in equal shares; or
- (b) any national-level office-bearer in Zimbabwe fails to pay the share of the fine that becomes payable by him or her under paragraph (d), that
- 30 office-bearer shall be liable to imprisonment for a period of thirty days.

(5) Subsection (4) does not apply to a private voluntary organisation which assists members of disadvantaged groups to become candidates for election to parliament or any local authority:

35 Provided that such assistance must be afforded in a strictly non-partisan manner.”.

11 Amendment of section 28 of Cap 17:05

Section 28 (“Regulations”) of the principal Act is amended—

- (a) by the insertion after paragraph (e) of the following paragraphs—
 - “(e1) requirements to be complied with when applying for registration;
 - 40 (e2) increased monitoring and supervision measures for private voluntary organisations found to be high risk;

- (e3) measures of systems that private voluntary organisations can use in order to self regulate and prevent being misused in terms of section 22;
- (e4) the disclosures of sources of funding from outside Zimbabwe whether in the application, the audit report or both; 5
- (e5) any other matter of concern to assist in the combating money laundering, terrorist financing and proliferation financing in the area of private voluntary organisations;
- (e6) any other measures that promote accountability, integrity and public confidence in the administration and management of private voluntary organisations; 10
- (e7) any other measures in addition to provisions in the law and the Money laundering and proceeds of Crime act or any other enactment to ensure effective coordination and information sharing to the extent possible among all levels of appropriate authorities or organisations that hold relevant information on private voluntary organisations; 15
- (e8) any other matter of concern to ensure efficient regulation of private voluntary organisations;”;
- (b) in subsection (2) by the deletion of “fine of level four” and the substitution of “fine of level 12.”. 20

12 Insertion of new section in Cap 17:05

The principal Act is amended by the insertion of the following Schedule—

“SCHEDULE (Section 22A)

CIVIL PENALTY ORDERS 25

ARRANGEMENT OF PARAGRAPHS

Section

1. Interpretation in Schedule.
2. Power of Registrar to issue civil penalty orders.
3. Limitation on issuance and enforcement of civil penalty orders. 30
4. Service and enforcement of civil penalties and destination of proceeds thereof.
5. When hearings on question whether to serve civil penalty orders may be held.
6. Evidentiary provisions in connection with civil penalty orders.
7. Designated officers.

Interpretation in Schedule 35

1. In this Schedule, unless the context otherwise requires—

“citation clause”, in relation to a civil penalty order, is the part of the order in which the Registrar names the defaulter and cites the provision of this Act in respect of which the default was made or is alleged, together with (if necessary) a brief statement of the facts constituting the default; 40

“date of issuance”, in relation to the service of a civil penalty order, means the date on which it is served in any of the ways specified in paragraph 3(1);

“defaulter” means the person on account of whose default a civil penalty order is served, and includes an alleged defaulter;

“designated officer” means an officer of the Registry or other person designated and authorised by the Registrar to undertake duties in connection with the implementation of this Schedule;

“penalty clause”, in relation to a civil penalty order, is the part of the order that fixes the penalty to be paid by the defaulter, and “fixed penalty clause” and “cumulative penalty clause” shall be construed accordingly;

“remediation clause” in relation to a civil penalty order, is the part of the order that stipulates the remedial action to be taken by the defaulter;

“show cause clause” in relation to a civil penalty order is the part of the order that requires the defaulter to show cause why the civil penalty order should not have been served or should be withdrawn.

Power of Registrar to issue civil penalty orders

2. (1) Where default is made in complying with any provision of this Act or of regulations or orders made under this Act for which a civil penalty is specified in this Act and Schedule to be leviable, the Registrar may, in addition to, and without derogating from, any criminal or non-criminal penalty that may be imposed by this Act or any other law for the conduct constituting the default, serve upon the defaulter a civil penalty order of the appropriate description specified in this paragraph.

Specified Civil defaults

3. (1) A registered private voluntary organisation shall be guilty of a civil default if there is well founded information available to the Registrar indicating that it has been affected by any “material change” as defined in section 13A(1) and has not, within the time specified in section 13A(2) or (4), made an application for amendment as required by that section.

(2) Upon receipt of the information referred to in paragraph (1) the Registrar shall serve upon the defaulter a civil penalty order providing for—

- (a) the making of the requisite application in terms of section 13A;
- (b) the suspension of the penalty for a specified period not exceeding fourteen days, by the end of which the PVO must have commenced making the requisite application in terms of section 13A;
- (c) upon the civil penalty becoming operative because of non-compliance with subparagraph (b), a penalty of one hundred United States dollars (or the equivalent at the auction rate of exchange ruling on the date of issuance of the order) for each day not exceeding ninety days during which the PVO is non-compliant;
- (d) the suspension of the operation of the civil penalty order for a period of 48 hours from the date of its issuance to enable the alleged defaulter to show cause to the Registrar why the order should not have been issued, that is to say, to show that the order was issued in error:

Provided that—

- (i) if no such cause is shown within that period the order shall be deemed to have been issued with effect from the beginning of such period;
- (ii) if within that period it is shown that the order was issued in error the designated officer shall withdraw the order

and make the appropriate notation of withdrawal in the civil penalty register.

(3) A registered private voluntary organisation shall be guilty of a civil default if there is well founded information available to the Registrar indicating that it has received any donation from an illegitimate or immoral source. 5

(4) Upon receipt of the information referred to in paragraph (3) the Registrar shall serve upon the defaulter a civil penalty order providing for—

- (a) the taking by the PVO of the remedial action specified in the order to enable the PVO to ascertain the legitimacy of the source of future donations received by it; 10
- (b) the suspension of the penalty for a specified period not exceeding fourteen days, by the end of which the PVO must satisfy the Registrar that it is in a position to be compliant in the future;
- (c) upon the civil penalty becoming operative because of non-compliance with the requested remedial action, a penalty of one hundred united states dollars (or the equivalent at the auction rate of exchange ruling on the date of issuance of the order) for each day not exceeding ninety days during which the PVO is non-compliant; 15
- (d) the suspension of the operation of the civil penalty order for a period of 48 hours from the date of its issuance to enable the alleged defaulter to show cause to the Registrar why the order should not have been issued, that is to say, to show that the order was issued in error: 20

Provided that—

- (i) if no such cause is shown within that period the order shall be deemed to have been issued with effect from the beginning of such period; 25
- (ii) if within that period it is shown that the order was issued in error the designated officer shall withdraw the order and make the appropriate notation of withdrawal in the civil penalty register. 30

(5) A registered private voluntary organisation shall be guilty of a civil default if there is well founded information available to the Registrar indicating that it has not used formal channels (that is to say registered banking institutions or other financial intermediaries regulated in Zimbabwe or in any other state) for the transmission of its funds at every point from source to destination. 35

(6) Upon receipt of the information referred to in paragraph (5) the Registrar shall serve upon the defaulter a civil penalty order providing for—

- (a) a combination of—
 - (i) a fixed penalty of the amount of one thousand United States dollars (or the equivalent at the auction rate of exchange ruling on the date of issuance of the order) 40
 - (ii) a cumulative penalty over a period not exceeding ninety days of five per centum of the outstanding amount of the fixed penalty for each day (beginning on the day after the service of a civil penalty order) that the fixed penalty or any outstanding amount thereof remains unpaid by the defaulter; 45
- (b) the opening (within a period not exceeding fourteen days) by the PVO of a banking account with a registered banking institution or other regulated financial intermediary; and

- 5
- (c) upon the civil penalty referred to in paragraph (b) becoming operative because of non-compliance with the requested remedial action, a penalty of one hundred united states dollars (or the equivalent at the auction rate of exchange ruling on the date of issuance of the order) for each day not exceeding ninety days during which the PVO is non-compliant;
 - (d) the suspension of the operation of the civil penalty order for a period of 48 hours from the date of its issuance to enable the alleged defaulter to show cause to the designated officer why the order should not have been issued, that is to say, to show that the order was issued in error:

10 Provided that—

- (i) if no such cause is shown within that period the order shall be deemed to have been issued with effect from the beginning of such period;
- 15 (ii) if within that period it is shown that the order was issued in error the designated officer shall withdraw the order and make the appropriate notation of withdrawal in the civil penalty register.

Limitation on issuance and enforcement of civil penalty orders

20 3. (1) No civil penalty order may be issued more than twelve months from the date when the default or alleged default occurred or ceased to occur.

25 (2) A single civil penalty order may be served in respect of two or more defaults committed by the defaulter within a single period not exceeding six months, but if the aggregate of such defaults results in the defaulter becoming liable (either immediately or within seven days from the service of the civil penalty order) to a penalty or combined penalties in excess of the equivalent to more than twice the highest monetary penalty for which that person is liable in respect of any of those civil defaults, the Registrar may select one or any combination of those defaults which will not result in the defaulter becoming so liable, while reserving the right to serve a second or further additional civil penalty orders in respect of the defaults not so selected if the defaulter does not comply with the first civil penalty order.

30

Service and enforcement of civil penalties and destination of proceeds thereof

35 4. (1) References to the Registrar serving upon a defaulter any civil penalty order in terms of this Schedule, are to be interpreted as requiring the Registrar to serve such order in writing to the defaulter concerned—

- (a) by hand delivery to the defaulter or his or her director, manager, secretary or accounting officer in person, or to a responsible individual at the place of business of the defaulter; or
- (b) by delivery through a commercial courier service to the defaulter's place of business or his or her principal office in Zimbabwe or other place of business of the defaulter; or
- 40 (c) by electronic mail to the defaulter whose electronic mail address is known to the Registrar:

45 (2) The Registrar officer shall not extend the period specified in a civil penalty order for compliance therewith except upon good cause shown to him or her by the defaulter, and any extension of time so granted (not exceeding in any case 30 days) shall be noted by the Registrar in the civil penalty register.

(3) The Registrar may, if the defaulter is a corporate defaulter—

- (a) in the same civil penalty order, name the corporate defaulter and every officer of the company, syndicate, other corporate person or partnership concerned as being so liable separately, or issue separate civil penalty orders in respect of the defaulter and each of the officers concerned;
- (b) choose to serve the order only upon the corporate defaulter without naming the officers if, in his or her opinion (which opinion the Registrar shall note in the civil penalty register), there may be a substantial dispute of fact about the identity of the particular officer or officers who may be in default: 5
- Provided that nothing in this subparagraph affects the default liability of officers of the defaulter mentioned in subparagraph (6). 10
- (4) The Registrar may, in the citation clause of a single civil penalty order, cite two or more defaults relating to different provisions of this Schedule if the defaults in question—
- (a) occurred concurrently or within a period not exceeding six months from the first default or defaults to the last default or defaults; or 15
- (b) arose in connection with the same set of facts.
- (5) Where in this Act the same acts or omissions are liable to both criminal and civil penalty proceedings, the Registrar may serve a civil penalty order at any time before the commencement of the criminal proceedings in relation to that default, that is to say at any time before— 20
- (a) summons is issued to the accused person for the prosecution of the offence; or
- (b) a statement of the charge is lodged with the clerk of the magistrates court before which the accused is to be tried, where the offence is to be tried summarily; or 25
- (c) an indictment has been served upon the accused person, where the person is to be tried before the High Court;
- as the case may be, but may not serve any civil penalty order after the commencement of the criminal proceedings until after those proceedings are concluded (the criminal proceedings are deemed for this purpose to be concluded if they result in a conviction or acquittal, even if they are appealed or taken on review). (For the avoidance of doubt, it is declared that the acquittal of an alleged defaulter in criminal proceedings does not excuse the defaulter from liability for civil penalty proceedings). 30
- (6) Every officer of a corporate defaulter mentioned in the civil penalty order by name or by office, is deemed to be in default and any one of them can, on the basis of joint and several liability, be made by the Registrar to pay the civil penalty in the event that the defaulter does not pay. 35
- (7) Upon the expiry of the ninety-day period within which any civil penalty order of any category must be paid or complied with, the defaulter shall be guilty of an offence and liable to a fine not exceeding level 6 or to imprisonment for a period not exceeding one year or to both (in the case of a corporate defaulter, every one of its officers is liable to the penalty of imprisonment, and to the fine if the corporate defaulter fails to pay it). 40
- (8) The amount of any civil penalty shall— 45
- (a) be payable to the Registrar and shall form part of the Consolidated Revenue Fund or if a retention fund for the Office is established in terms of section 18 of the Public Finance Management Act [*Chapter 22:19*] shall form the funds of that retention fund; and

- (b) be a debt due to the Consolidated Revenue Fund or retention fund referred to in paragraph (a) and shall be sued for by the Registrar on behalf of the Consolidated Revenue Fund or the Registrar in any proceedings in the name of the Consolidated Revenue Fund or the Registrar in any court of competent civil jurisdiction:

Provided that for this purpose, the court of the magistrate in the district where the defaulter has his or her principal place of business shall be deemed to have jurisdiction to hear the suit even if the monetary amount sought would otherwise exceed its prescribed jurisdiction.

(9) Proceedings in a court for the recovery of a civil penalty shall be deemed to be proceedings for the recovery of a debt as if the defaulter had acknowledged the debt in writing.

(10) If the designated officer in terms of subparagraph (8)(b) desires to institute proceedings to recover the amounts of two or more civil penalties in any court of competent civil jurisdiction, the designated officer may, after notice to all interested parties, bring a single action in relation to the recovery of those penalties if the orders relating to those penalties —

- (a) were all served within the period of twelve months preceding the institution of the proceedings; and
- (b) were served—
 - (i) on the same defaulter; or
 - (ii) in relation to the same default or set of defaults, whether committed by the same defaulter or different defaulters; or
 - (iii) on two or more defaulters whose registered offices are in the same area of jurisdiction of the court before which the proceedings are instituted.

(11) Unless the Registrar has earlier recovered in civil court the amount outstanding under a civil penalty order, a court convicting a person of an offence against subparagraph (7), may on its own motion or on the application of the prosecutor and in addition to any penalty which it may impose give summary judgement in favour of the designated officer for the amount of any outstanding civil penalty due from the convicted defaulter.

When hearings on question whether to serve civil penalty orders may be held

5. (1) If, in response to a show cause clause, an alleged defaulter satisfies the designated officer, that it is not possible within 48 hours to demonstrate that the civil penalty order was issued in error due to a material dispute of fact, or because the alleged default in question was not wilful or was due to circumstances beyond the alleged defaulter's control, the designated officer shall afford the alleged defaulter an opportunity to be heard by making oral representations to the designated officer, for which purpose —

- (a) no later than 96 hours after the issuance of the civil penalty order, the alleged defaulter must furnish to the designated officer an affidavit sworn by him or her giving reasons to show that the civil penalty order was issued in error due to a material dispute of fact, or because the alleged default in question was not wilful or was due to circumstances beyond the alleged defaulter's control;
- (b) within a reasonable period from the receipt of an affidavit referred to in paragraph (a) the designated officer may serve copies of the affidavit on any person who, in the designated officer's opinion, is affected by or

may be a party to the default, together with an invitation to the parties to attend at a meeting to be presided over by the designated officer (giving particulars of its time and venue) to enable the parties to make oral and written representations at that meeting on the question whether the civil penalty order was issued in error to the alleged defaulter and whether it should be issued to some other person or not issued at all; and

Provided that in such invitation or at the meeting the designated officer may restrict the parties to submitting written representations only, before or no later than 48 hours after the conclusion of the meeting.

(2) The following provisions apply to every meeting convened under this paragraph in connection with the issuance of a civil penalty order—

- (a) if the alleged defaulter fails to attend at the meeting the designated officer may proceed to issue the civil penalty order;
- (b) the alleged defaulter bears the burden of showing on a balance of probabilities that the civil penalty order was issued in error due to a material dispute of fact, or because the alleged default in question was not wilful or was due to circumstances beyond the alleged defaulter’s control;
- (c) at the conclusion of the meeting the designated officer may—
 - (i) in the presence of the parties (if any) at the meeting announce his or her decision verbally whether or not to issue a civil penalty order, and, if so to upon whom, and if the designated officer decides to issue the civil penalty order the designated officer shall do so within twenty-four hours;
 - (ii) cancel the civil penalty order or re-issue it with effect from the date of his or her decision on the same or another defaulter, or re-issue it with effect from the date on which it was initially issued if the designated officer finds that the defaulter’s objections to its issuance were baseless, vexatious or frivolous;

Provided that the designated officer may defer making a decision by no more than 48 hours after the conclusion of the meeting and give notice of his or her decision, and the reasons for it (together with the civil penalty order, if any), to the alleged defaulter or any other person found to be liable for the civil penalty.

Evidentiary provisions in connection with civil penalty orders

6. (1) For the purposes of this Schedule the designated officer shall keep a civil penalty register wherein shall be recorded—

- (a) the date of service of every civil penalty order, the name and the physical or registered office address of the person upon whom it was served, the civil penalty provision in relation to which the defaulter was in default, and the date on which the civil penalty order was complied with or the penalty thereunder was recovered as the case may be;
- (b) if the alleged defaulter responded to the show cause clause in the civil penalty order with the result that—
 - (i) the order was cancelled because it was issued in error, the fact and the date of such cancellation; or
 - (ii) a meeting was held in accordance with paragraph 5, then—

- 5
- A. a record or an adequate summary of any representations made at the hearing by way of an entry or cross-reference in, or annexure to, the register (and if recorded by way of annexure or cross-reference, the representations must be preserved for a period of at least six years from the date when they were made to the designated officer);
- 10
- B. a record of the outcome of the hearing, that is to say, whether or not the civil penalty order was cancelled, and if not the date from which it was to have effect and whether a different defaulter was served with it.

(2) A copy of—

- 15
- (a) any entry in the civil penalty register, and of any annexure thereto or record cross-referenced therein, authenticated by the designated officer as a true copy of the original, shall on its mere production in any civil or criminal proceedings by any person, be *prima facie* proof of the contents therein; or
- 20
- (b) any civil penalty order that has been served in terms of this Act, authenticated by the designated officer as a true copy of the original, shall on its mere production in any civil or criminal proceedings by any person, be *prima facie* proof of the service of the order on the date stated therein upon the defaulter named therein, and of the contents of the order.

Designated officers

25

7. (1) Any reference to the Registrar in this Schedule shall be construed as a reference to a designated officer.

(2) The Registrar shall furnish each designated officer with a certificate signed by or on behalf of the Registrar stating that he or she has been appointed as a designated officer for the purpose of this Schedule.

30

(3) A designated officer shall, on demand by any person affected by the exercise of the powers conferred upon the Registrar under this Schedule, exhibit the certificate issued to him or her in terms of subsection (2).”

13 Minor amendments to Cap. 17:05

The provisions of the principal Act specified in the first column of the Schedule are amended to the extent set out opposite thereto in the second column.

35

PART II

CONSEQUENTIAL AMENDMENTS: MONEY LAUNDERING AND PROCEEDS OF CRIME ACT [CHAPTER 09:24] (NO. 4 OF 2013)

14 Amendment of section 2 of Cap. 9:24

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The Money Laundering and Proceeds of Crime Act [Chapter 9:24] (No. 4 of 2013) (hereinafter in this Part called the “principal Act”) is amended in section 2 (“Interpretation”) by—

- (a) in the definition of “competent authorities” by the insertion of the following paragraph —
- 45
- “(vii) by the Office of the Registrar of Private Voluntary Organisations established in terms of the Private Voluntary Organisations Act [Chapter 17:05];

- (b) by the insertion of the following definitions —
- ““financing or partaking in the proliferation or use of weapons of mass destruction” means the offence referred to in section 9A;
- “proliferation financing” means any activity falling within the scope of the offence of financing or partaking in the proliferation or use of weapons of mass destruction;”;
- (c) by the insertion of the following paragraph after paragraph (c) in the definition of “serious offence”—
- “(c1) financing or partaking in the proliferation or use of weapons of mass destruction;”

15 Amendment of section 6E of Cap.9: 24

Section 6E (“Unit to have access to information”) of the principal Act is amended—

- (a) in subsection (3)(b) by the deletion of “Access to Information and Protection of Privacy Act [*Chapter 10:27*] and the substitution of “Freedom of Information Act [*Chapter 10:33*] (No. 1 of 2020), Cyber and Data Protection Act [*Chapter 12:07*] (No. 5 of 2021)”.
- (b) In subsection (6)(d) by the deletion of “Access to Information and Protection of Privacy Act [*Chapter 10:27*]” and the substitution of “Freedom of Information Act [*Chapter 10:33*] (No. 1 of 2020) or Cyber and Data Protection Act [*Chapter 12:07*] (No. 5 of 2021)”.

16 New section inserted in Cap. 9:24

The principal Act is amended by the insertion after section 9 of the following section—

- “9A Financing or partaking in the proliferation or use of weapons of mass destruction
- (1) In this section—
- “dual use”, means having a civilian or legitimate application as well as a military or illegitimate application;
- (2) Any person who by any means, directly or indirectly, provides or collects funds, or provides financial services, or makes such services available to persons, or attempts to do so, with the intention or in the knowledge that such funds are to be used in whole or in part—
- (a) to manufacture, develop, produce or contribute to the development or production of a nuclear, biological or chemical weapon for use in terrorist acts; or
- (b) to acquire, obtain possession of, export, tranship, broker, transport, transfer, stockpile or use a nuclear, chemical or biological weapon, with or without their means of delivery and related materials (including dual-use technologies and goods used for non-legitimate purposes), for use in terrorist acts;
- (c) to distribute or supply a nuclear, biological or chemical weapon to carry out a terrorist act; or
- (d) to train persons or groups of persons to develop or produce or participate in the development or production of any nuclear,

biological or chemical weapon for use by a terrorist or by a terrorist organization for any purpose;

(e) to carry out any other act involving the use or threatened use of any nuclear, biological or chemical weapon —

5 (i) with purpose, whether express or inferred from its nature or context, to intimidate the public or to compel a government or an international organisation to do or refrain from doing any act; or

(ii) that is intended to cause—

10 A. death or serious bodily harm to a civilian or in a situation of armed conflict to any person not taking an active part in the hostilities; or

B. damage, interference or disruption of any of the following kinds—

15 I. serious risk to the health or safety of the public or any section of the public; or

20 II. substantial property damage whether to public or private property involving a serious risk to the health or safety of the public or any section of the public; or

III. serious interference with or serious disruption of an essential service, facility or system whether private or public.

25 commits the offence of financing or partaking in the proliferation or use of weapons of mass destruction and shall be liable to a fine not exceeding twenty-five million United States dollars and imprisonment and to imprisonment for not less than thirty-five years imprisonment, or both.

(2) An offence under subsection (1) is committed regardless of whether—

30 (a) the funds are actually used to manufacture, develop or produce a nuclear, biological or chemical weapons to commit or attempt to commit a terrorist act;

(b) the funds are actually used to distribute or supply a nuclear biological chemical weapon to carry out a terrorist act;

35 (c) the person alleged to have committed the offence is in the same country or a different country from the one in which the actual, intended, threatened or attempted terrorist act occurred or was to occur.

40 (3) Every director, manager, secretary, officer or other person in charge of or holding any office in a body corporate or other legal entity which commits an offence under this section is liable (unless on the evidence before the court the intention of the body corporate or legal entity cannot be imputed to any particular director, manager, secretary, officer or other person in question because of his or her ignorance of such intention)—

45 (a) jointly and severally to pay to the fine imposed upon the body corporate or legal entity in terms of subsection (1) to

the extent that the fine cannot be paid by the body corporate or legal entity or from the realisation of its assets; and

(b) to imprisonment for a term of not less than thirty-five years.

(4) Where a body corporate or other legal entity or its director, manager, secretary, officer or other person in charge of or holding any office in the body corporate or entity has been convicted of an offence under this section, the court shall have power, on its own motion or on the motion of the prosecutor to order any one or more of the following—

(a) to revoke its business or operating licences; or

(b) to order the body corporate or entity to be wound up or dissolved; or

(c) to forfeit the assets of the body corporate for the benefit of the Recovered Assets Fund; or

(d) to prohibit the body corporate or entity from performing any further activities pending its winding up or dissolution.

(5) For the avoidance of doubt, the taking of any material step that is preparatory steps to the commission of an offence under this section, including but not limited to acquiring or financing the acquisition of any of the goods, technologies, services or other means for use in its commission, or partaking in the planning of its commission shall, itself constitute the offence of financing or partaking in the proliferation or use of weapons of mass destruction.”.

17 Amendment of section 12A of Cap. 9:24

Section 12A (“National Money laundering and terrorist financing risk assessment and risk mitigation”) of the principal Act is amended—

(a) in subsection (1) by the deletion of the words “and terrorist financing” and substitution of “, terrorist financing and proliferation financing”;

(b) in subsection (3) —

(i) in paragraph (a) by the deletion of the words “and terrorist financing” and substitution of “, terrorist financing and proliferation financing”;

(ii) in paragraph (b) by the insertion after the words “terrorist financing” of “and proliferation financing” ;

(iii) by the insertion of the following paragraph after paragraph (b)—
“(c) identify and assess the money laundering, terrorist financing and proliferation financing risks that may arise in relation to virtual asset activities or operations of virtual asset service providers.”;

(c) in subsection (7) by the deletion the words “and anti- financing of terrorism” and substitution of “anti-financing of terrorism and anti-proliferation financing”.

18 Amendment of section 12D of Cap. 9:24

Section 12D (“Establishment of National Taskforce on Anti-Money Laundering and combating of Financing of Terrorism”) of the principal Act is amended —

- (a) by the deletion of the section heading and its substitution by “Establishment of National Taskforce on Anti-Money Laundering, and combating of Financing of Terrorism and Proliferation Financing”;
- 5 (b) in subsection (1) by the deletion of the words “and combating terrorist financing” and substitution of, “combating terrorist financing and proliferation financing”;
- (c) in subsection (2) by the deletion of the words “and terrorist financing” and substitution of “, terrorist financing and proliferation financing”;
- 10 (d) in subsection (4) by the deletion of “anti-financing of terrorism” and substitution of, “anti-financing of terrorism and anti-proliferation financing”;
- (e) by the insertion of the following subsections after subsection (4)—
 - 15 “(5) The national taskforce shall come up with a charter defining its mandate, mission, vision, objectives and values, outlining matters of particular concern falling within its mandate of combating money-laundering, terrorist financing and proliferation financing, including processes and procedures of cooperation and coordination within and outside Zimbabwe;
 - (6) The Minister responsible for finance may cause the Charter referred to in subsection (5) to be published in the *Gazette*.”.

20 **19 Amendment of section 15 of Cap. 9:24**

Section 15 (“Customer Identification Requirements”) of the principal Act is amended—

- (a) in subsection (1)(e) by the insertion after “financing of terrorism” of “or proliferation financing”;
- 25 (b) in subsection (2) by the insertion after “financing of terrorism” of “or proliferation financing”.

20 Amendment of section 16 of Cap. 9:24

Section 16 (“Timing of customer identification and verification”)(1) of the principal Act is amended—

- 30 (a) in the chapeau by the insertion after “financing of terrorism” of “or proliferation financing”;
- (b) in the proviso by the repeal of paragraph (b) and the substitution of—
 - 35 “(b) the financial institution or designated non-financial business or profession adequately manages the money laundering, terrorist financing and proliferation financing risk through adoption of risk management procedures concerning the conditions under which the customer may so utilize the business relationship.”.

21 Amendment of section 103 of Cap. 9:24

40 Section 103 (“Regulations”)(2) is amended by the insertion of the following paragraph after paragraph (d)—

- “(e) any matters related to the implementation of United Nations Security Council Resolutions as may be required to be prescribed.”.

22 Minor amendments to Cap. 2:13

The provisions of the principal Act specified in the first column of the Schedule are amended to the extent set out opposite thereto in the second column.

PART III

CONSEQUENTIAL AMENDMENTS: CRIMINAL MATTERS (MUTUAL ASSISTANCE) ACT [CHAPTER 9:06] (No. 13 OF 1990) 5

23 Amendment of Cap. 9:06

The Criminal Matters (Mutual Assistance) Act [Chapter 9:06] (No. 13 of 1990) is amended—

- (a) in section 2 (“Interpretation”) by the repeal of subsection (2) and the substitution of— 10
 “(2) The terms “benefit recovery order”, “financial institution”, “monitoring order”, “production order” and “property-tracking document”, “terrorist financing” and “proliferation financing” have the meanings assigned by the Money Laundering and Proceeds of Crime Act [Chapter 9:24].”; 15
- (b) in section 2A (“Purpose of Act and powers and responsibilities of Prosecutor-General”)(1) by the deletion of “and financing of terrorism” with the substitution of “,financing of terrorism and proliferation financing”; 20
- (c) in section 6 (“Refusal of Assistance”)(3) by the deletion of “and financing of terrorism” and the substitution of “,financing of terrorism and proliferation financing”. 25

FIRST SCHEDULE (Section 14)

MINOR AMENDMENTS TO PRIVATE VOLUNTARY ORGANISATIONS ACT [CAP. 17:05] 25

<i>Provision</i>	<i>Extent of Amendment</i>
Section 7(1)	By the deletion of “and after consultation with the Board”
Section 7(2)	By the deletion “in consultation with the Board”.
Section 7(4)	By the deletion of “level three” and substitution of “level five”
Section 8(1)	By the deletion of “after consultation with the chairman of the Board”.
Section 10(1)	By the repeal of paragraph (a) and the substitution of— “(a) on any ground, other than a ground referred to in section 9(5)(b) (i) or (ii) upon which he or she could have rejected an application for registration by the organisation concerned; or”;
Section 10(1)(f)(i)	By the deletion of “three months” and substitution of “one month”
Sections 10(1), 19 (proviso)	By the deletion of “Board” and substitution of “Registrar”.

<i>Provision</i>	<i>Extent of Amendment</i>
Section 10(2)	By the repeal of subsection (2) and the substitution of— “(2) The Registrar may at any time amend a certificate of registration— (a) for the purpose of correcting any error therein or by varying the conditions attaching thereto; or (b) by the deletion therefrom of any of the objects in respect of which the organisation in question was registered, if in the opinion of the Registrar the organisation is no longer bona fide operating in furtherance of such objects.”.
Section 10(4)	By the deletion of “ninety days” and the substitution of “twenty-one days”.
Section 18	By the deletion of “after consultation with the Board”
Section 20	By the deletion of the chapeau and the substitution of “The Registrar, or any of the Office’s inspectors, shall be empowered—”..

SECOND SCHEDULE (Section 27)

MINOR AMENDMENTS TO MONEY LAUNDERING AND PROCEEDS OF CRIME ACT [CHAPTER 9:24] (No. 4 OF 2013)

<i>Provision</i>	<i>Extent of Amendment</i>
Section 3(3a), 6B(1)(c), 6C(1), 12B(1) and (4), 12C(1), 19(1)(a), 20(1)(a) and (3), 25 (in section heading) and (1), (4) and (4)(a), 26A(3)	By the deletion of the words “and terrorist financing” and substitution of “, terrorist financing and proliferation financing”.
Sections 12A(3)(b), 21(e) and (f), 25(1)(c)	By the deletion of the words “terrorist financing” and substitution of “terrorist financing and proliferation financing”.
Section 15(1)(c) and (2), 18(1)(a)	By the insertion after “financing of terrorism” of “or proliferation financing”
Section 30(1)(b)	By the deletion of “who finance terrorism” and the substitution of “who finance terrorism or proliferation”.
Section 31(2)	By the insertion after “financing of terrorism” wherever it occurs of “or proliferation financing”
Section 37(2)	By the deletion of “or potential financing of terrorism” and the substitution of “or potential financing of terrorism or proliferation”

