ZIMBABWE

Promoting Migration Governance in Zimbabwe

TECHNICAL NEEDS AND CAPACITY ASSESSMENT FOR MIGRATION GOVERNANCE IN ZIMBABWE

IOM UN MIGRATION
This project is implemented by the International Organization for Migration

This project is funded by the European Union

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Publisher: International Organization for Migration
4 Duthie Road, Alexandra Park
Harare
Zimbabwe
Tel.: +263 4 704285/88/90
Email: iomhre@iom.int
Website: http://zimbabwe.iom.int

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37_18

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ACRONYMS AND ABBREVIATIONS

ATIMC	Anti-Trafficking in Persons Inter-Ministerial Committee
COMESA	Common Market for Eastern and Southern Africa
CSO	Civil Society Organization
EDF	European Development Fund
ICRMW	International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families
IMCM	Inter-Ministerial Committee on Migration
MoHA	Ministry of Home Affairs
MoPSLSW	Ministry of Public Service, Labour and Social Welfare
NAPLAC	Zimbabwe Trafficking in Persons National Plan of Action
NMCD	National Migration Coordination Directorate
NGO	Non-governmental Organization
PMGZ	Promoting Migration Governance in Zimbabwe
REC	Regional Economic Community
SPRC	Sector Policy Review Committee
SWOT	Strength Weakness Opportunities and Threats
TiP	Trafficking in Persons
TWG	Technical Working Group
ZIMASSET	Zimbabwe Agenda for Sustainable Socio-Economic Transformation
ZIMSTAT	Zimbabwe National Statistics Agency

EXECUTIVE SUMMARY

Over the past two decades, Zimbabwe has experienced macroeconomic challenges and has witnessed multiple and complex migration characterized by high levels of cross-border mobility, brain drain, irregular migration, human trafficking and mixed migration flows. In response to these challenges, the Government of Zimbabwe and the International Organization for Migration (IOM) have collaborated on sector-specific initiatives to strengthen Zimbabwe's capacity for effective migration management. Furthermore, the Government of Zimbabwe is implementing the Zimbabwe Agenda for Sustainable Socio-Economic Transformation (ZIMASSET) 2013–2018, which seeks to achieve socioeconomic recovery and sustainable development. The European Union (EU) – within the framework of the EU Support to the Government of Zimbabwe under the Africa, the Caribbean and the Pacific–EU (ACP–EU) Partnership Agreement (Cotonou Agreement) – is complementing the implementation of ZIMASSET through the Government of Zimbabwe and the EU National Indicative Programme (NIP), which is a joint cooperation strategy of the two parties under the 11th European Development Fund (11th EDF) (2014–2020). Under the 11th EDF, in the governance and institution-building sector, IOM is implementing the project Promoting Migration Governance in Zimbabwe (PMGZ), which seeks to contribute to the establishment of a migration governance framework (policy, institutional and legislative) in Zimbabwe that supports State actors to manage migration dialogue with non-State actors and in a migrant-centred, gender-sensitive, rights-based and development-oriented manner. Under the PMGZ project and in pursuance of evidence-based support for a strengthened institutional capacity for the coordination of migration governance institutional framework, IOM commissioned a highly participatory and consultative technical needs and capacity assessment for the existing national migration governance institutional and policy frameworks including the assessment of capacity gaps and overlaps and institutional capacities, and proffers recommendations for strengthened migration governance systems and processes. Migration governance refers to the traditions and institutions by which authority on migration, mobility and nationality in a country is exercised, including the capacity of the government to effectively formulate and implement sound policies in these areas (Migration Governance Framework adopted by IOM Member States in 2015). The assessment rooted in the principles and objectives of the IOM Migration Governance Framework, the 2030 Agenda for Sustainable Development and the African Union Migration Policy Framework.

Key Findings

Migration governance in Zimbabwe is rooted within the global, continental, and regional migration instruments and conventions which the Government of Zimbabwe is party to. The Government has ratified a number of global, continental, and regional migration-related instruments, protocols and frameworks, which demonstrates the Government's commitment to manage migration in line with international and regional best practices and standards.

At a national level, migration governance is set within legislative instruments enshrined in Zimbabwe's Constitution and various pieces of legislation, which include the Immigration Act and the Trafficking in Persons Act, among others.

Zimbabwe's migration-related institutional frameworks include the National Diaspora Directorate and the Anti-Trafficking in Persons Secretariat. The National Diaspora Directorate housed in the Macro-Economic Planning and Investment Promotion serves to enhance the engagement and participation of the Zimbabwean diaspora in national development. The Anti-Trafficking in Persons Secretariat, housed in the Ministry of Home Affairs (MoHA), plays a supportive role to the Anti-Trafficking in Persons Inter-Ministerial Committee (ATIMC) in terms of coordinating the activities of the ATIMC, management and administration, as well as reporting and budgeting.

Zimbabwe's migration governance structure currently consists of the Inter-Ministerial Committee on Migration (IMCM), which is the overarching migration coordination framework, complemented by sector-specific interministerial committees that include the ATIMC, the Assisted Voluntary Returns Inter-Ministerial Committee, the Migration Health Inter-Ministerial Committee, and the Migration and Tourism Statistics Committee. Two migration policy frameworks are at different levels of finalization and some of the coordination mechanisms in place have different levels of functionality.

Key Recommendations

While acknowledging the international instruments that Zimbabwe has ratified, there is a need to ratify and domesticate those international instruments, which Zimbabwe is yet to do so in order to match political commitment and practice in relation to migration governance. Furthermore, the migration policy frameworks currently under development need to be finalized. It is further strongly recommended that Zimbabwe formulate an overarching migration policy that harmonizes the various migration-related policy frameworks. While there is a need to further strengthen the coordination mechanisms in place to ensure effective migration governance and coordination, the harmonization of the IMCM and sector-specific IMC roles and responsibilities is imperative and cannot be overemphasized.

The IMCM has been operational at a technical level. It is recommended that a higher-level coordination mechanism, that is, at the level of permanent secretaries, be established to facilitate a seamless flow of information and action in relation to migration governance and coordination between operational and policymaking levels within government. The higher-level coordination structure will ensure that migration policy is pursued holistically, in tandem with many other policy domains. There is also a need to strengthen the coordination and reporting mechanisms between cross-border migration coordination forums and the IMCM. Furthermore, there is a need to strengthen the IMCM in terms of coordinating migration governance in Zimbabwe through the establishment of a secretariat, the National Migration Coordination Directorate (NMCD), to assist the IMCM operations. Following a series of consultations within government on the location of the NMCD, the NMCD has been established and is housed in the MoHA.

CHAPTER 1

INTRODUCTION AND BACKGROUND

1.1. Introduction

International migration has grown in scope, magnitude, complexity and impact to become a key defining feature in Zimbabwe over the past two decades. Consequent to the macroeconomic challenges experienced by Zimbabwe from the year 2000, the country witnessed multiple and complex migration issues characterized by high levels of cross-border mobility, brain drain, irregular migration, increased incidence, and prevalence of trafficking in persons (TiP), human smuggling and mixed migration flows, among others. In response to these complex migration challenges, the Government of Zimbabwe and the International Organization for Migration (IOM) have collaborated on various sector-specific initiatives with a view to strengthening the capacity of the Government of Zimbabwe in comprehensive and effective migration management. There is a growing and shared consensus that indeed effective migration management is an essential element of overall good governance, which is increasingly recognized as an essential foundation for sustainable development.

The Government of Zimbabwe, in 2013, adopted the Zimbabwe Agenda for Sustainable Socio-Economic Transformation (ZIMASSET) as the country's economic development blueprint to guide the national development agenda up to 2018. ZIMASSET identifies four priority areas of intervention, namely, food security and nutrition, social services and poverty eradication, infrastructure and utilities, and value addition and beneficiation. The Government has also put in place a 10-point plan for economic growth to complement the ZIMASSET blueprint. As Zimbabwe continues to identify and pursue opportunities for economic recovery and development, migration and the diaspora remain critical issues that could catalyse the attainment of the country's governance and development goals.

1.2. The Migration Context in Zimbabwe

Zimbabwe has a unique migration history within the Southern African region. Whereas other regional countries tended to be either typical recipient or sending countries for migrants, Zimbabwe was always in the unusual position of being both. As a migrant-receiving country, most migrants came from Zambia and Malawi during the federation of Northern Rhodesia (now Zambia) and Nyasaland (now Malawi). After the federation, a significant proportion of Malawian migrants chose to remain in Zimbabwe. While most of the migrants during the colonial era came from Great Britain and Europe, there was a shift to a much wider global catchment dominated by the African continent after independence. Currently, Zimbabwe is no longer a major recipient of migrant labour except along borders with Mozambique. As Zimbabwe is a migrant-sending country, Zimbabweans, during the colonial era, went to work in South Africa in gold, diamond and copper mines as well as on commercial farms. In fact, Zimbabweans comprised the second largest group of emigrants to South Africa.

After independence, Zimbabwe witnessed three main waves of emigration. The first wave was between 1980 and 1984, when a significant proportion of mainly white Zimbabweans emigrated to South Africa and Australia. This was followed by a second wave in the 1990s chiefly in response to the negative effects of the structural and adjustment programmes, recurrent drought and the associated economic recession. This wave was dominated by professional black Zimbabweans who emigrated to South Africa, Botswana, the United Kingdom and the United States. The third wave has been more recent and has two distinct flows – the first flow is associated with labour migrants involved in circular migration, while the latter flow involves the emigration of former commercial farm owners following the land reform exercise.

Due to its proximity to South Africa and its good road network, Zimbabwe, since 1994, has been a transit country for migrants from Asia and other African countries en route to South Africa. However, over the years, Zimbabwe has experienced significant shifts in the inherited colonial migration pattern. Internal migration has increased tremendously and the dominant patterns of migrations include rural to urban, urban to rural, rural to rural and urban to urban. This is accounted for by a number of factors such as urbanization, increased opportunities in urban areas and government policies, among others. Zimbabwe is no longer a major recipient of migrant labour. This is partly explained by the government policy which has gradually shifted from active encouragement of permanent residence to the granting of time-limited residence and employment permits to expatriates. Volume of cross-border traffic between Zimbabwe and its neighbours has escalated dramatically. This follows the adoption of cross-border migration as one of the key survival strategies for many households.

Zimbabwe is recovering from more than a decade of socioeconomic challenges, which has led to high levels of cross-border mobility, brain drain, irregular migration, increased incidence and prevalence of TiP, human smuggling and mixed migration flows, among other things. In response to the aforementioned multifaceted migration challenges, the Government of Zimbabwe, in collaboration with IOM, worked on various sector-specific initiatives with a view to strengthening the Government of Zimbabwe's capacity in comprehensive and effective migration management. Some of them included the establishment of policy and institutional frameworks to strengthen migration governance. The project Promoting Migration Governance in Zimbabwe (PMGZ) seeks to strengthen past collaborations between the Government of Zimbabwe and IOM on migration management.

1.3. Promoting Migration Governance in Zimbabwe Project

Within the framework of the Africa, the Caribbean and the Pacific–European Union (ACP–EU) Partnership Agreement (Cotonou Agreement), the Government of Zimbabwe and the EU signed the National Indicative Programme (NIP), which is a joint cooperation strategy developed by the Government of Zimbabwe and the EU under the 11th European Development Fund (11th EDF) (2014–2020). The NIP prioritizes three sectors, namely, health, agriculture-based economic development, and governance and institution-building. It is noteworthy that migration governance has been included in the governance and institution-building sector, with the Government of Zimbabwe prioritizing strengthening the policy, legislative and institutional frameworks for migration governance as well as establishing platforms and systems for diaspora engagement to support the attainment of national development priorities.

IOM Zimbabwe is implementing the multi-year project PMGZ,[1] which is funded by the 11th EDF. The project has one overall objective, two specific objectives and four result areas, as summarized in Table 1.

1 The International Organization for Migration (IOM) and the European Commission (EC) signed the Cooperation Agreement of the Action in December 2015. See Annex 1 for the overview of the project Promoting Migration Governance in Zimbabwe (PMGZ).

Table 1: Summarized Overview of the Objectives and Result Areas of the Project Promoting Migration Governance in Zimbabwe

Overall Objective	
To contribute to the establishment of a migration governance framework (policy, institutional and legislative) in Zimbabwe that supports State actors to manage migration in dialogue with non-State actors and in a migrant-centred, gender-sensitive, rights-based and development-oriented manner	
Specific Objectives	**Result Areas**
i. To achieve strengthened institutional capacity and adoption of a coherent and gender-sensitive policy and legislative frameworks for a comprehensive approach to migration	a) Strengthened institutional capacity for the coordination of migration management
	b) Coherent and gender-sensitive migration management policy framework in place
	c) Enhanced protection of migrant rights through improved legislation
ii. To achieve enhanced participation and contribution of Zimbabwean women and men in the diaspora in national development initiatives, including engagement with the Government	d) Improved modalities for dialogue and engagement with the diaspora

As a first step towards achieving the first specific objective and the first result area, the PMGZ supported a detailed technical needs and capacity assessment for the existing national migration governance institutional and policy frameworks.

CHAPTER 2

METHODOLOGY OF THE TECHNICAL NEEDS AND CAPACITY ASSESSMENT

2.1. Rationale for the Technical Needs and Capacity Assessment

Due to the cross-cutting and complex nature of migration, no single national ministry, agency or authority can manage it alone. Migration is multisectoral and closely connected with health; education and employment opportunities; climate change; the potential for floods, drought, and famine; peace and security; and the threat to life as well as respect for human rights and freedom of expression. It is also important to recognize and acknowledge the gender dimension of migration due to the growing number of women as autonomous migrants. The increasing feminization of migration is fuelled by the growing demand of women as workers in the service industry. Female migrants are highly vulnerable as they can be subject to sexual harassment and assault and other forms of gender-based violence.

Given the cross-cutting and multisectoral nature of migration issues that are handled by different line ministries, a multiplicity of coordination structures is inevitable. The overlapping mandate of several portfolios requires a carefully designated institutional mechanism that makes the effective coordination of migration management possible. Subsequently, one of the main objectives of the project is to strengthen the existing coordination structures by establishing the NMCD and the Sector Policy Review Committee to ensure accountability.

International governance of migration can be understood as a process in which the combined framework of legal norms and organizational structures regulate and shape how States act in response to international migration, addressing rights and responsibilities and promoting international cooperation. The establishment of the NMCD therefore is of strategic relevance as it formally institutionalizes the coordination structures, which have been operating informally and on an ad hoc basis. In this regard, it is imperative to have a functional coordination mechanism at a higher level for monitoring purposes. A higher-level Sector Policy Review Committee will provide oversight functions as well as ensure coherence and accountability of the technical-level coordination structures.

The creation of the formal NMCD will also ensure that there are dedicated personnel with requisite resources to coordinate migration issues within and across ministries at the national level.

In order for the PMGZ to provide evidence-based support towards strengthening the migration governance institutional framework in Zimbabwe, the first step was to conduct a detailed technical needs and capacity assessment for the existing national migration governance institutional and policy frameworks.

The technical needs and capacity assessment focused on existing institutional and policy frameworks, capacity gaps and overlaps, assessment of institutional capacities, recommended strategies for strengthening capacities for sustainable migration governance systems and processes in Zimbabwe, and key lessons learned from the existing institutional frameworks. Furthermore, to inform the subsequent capacity-building activities of the PMGZ, the technical needs and capacity assessment sought to establish baselines and specific targets for migration governance in order to provide the basis for the provision of the necessary support for effective and comprehensive migration governance.

2.2. Objectives of the Technical Needs and Capacity Assessment

- Engage with relevant stakeholders and donors to better understand the state of migration governance in Zimbabwe in terms of the existing policies, institutional frameworks and coordination structures.
- Assess the migration policy, institutional, coordination and governance frameworks in place in terms of effectiveness, gaps, potential overlaps and challenges.
- Propose recommendations to strengthen the existing migration policy, institutional and governance frameworks, and coordination structures based on international standards and best practices.
- Identify technical needs to establish baselines and specific targets for migration governance to provide the basis for the provision of the necessary support for effective and comprehensive migration governance.

2.3. Methodology of the Technical Needs and Capacity Assessment

2.3.1. Migration Governance Framework

The assessment was rooted in and took into consideration the principles and objectives of the IOM Migration Governance Framework. The IOM Migration Governance Framework sets out the essential elements to support planned and well-managed migration. The Migration Governance Framework is based on the understanding that, as the primary actor in migration, mobility and nationality affairs, a State retains the sovereign right to determine who enters and stays in its territory and under what conditions, within the framework of international law. Other actors – namely, citizens, migrants, international organizations, the private sector, unions, non-governmental organizations (NGOs), community organizations, religious organizations and academia – contribute to migration governance through their interaction with States and each other. IOM's view is that a migration system promotes migration and human mobility that is humane and orderly and benefits migrants and society:

(a) when it:

  (i) adheres to international standards and fulfils migrants' rights;

  (ii) formulates policy using evidence and a whole-of-government approach;

  (iii) engages with partners to address migration and related issues;

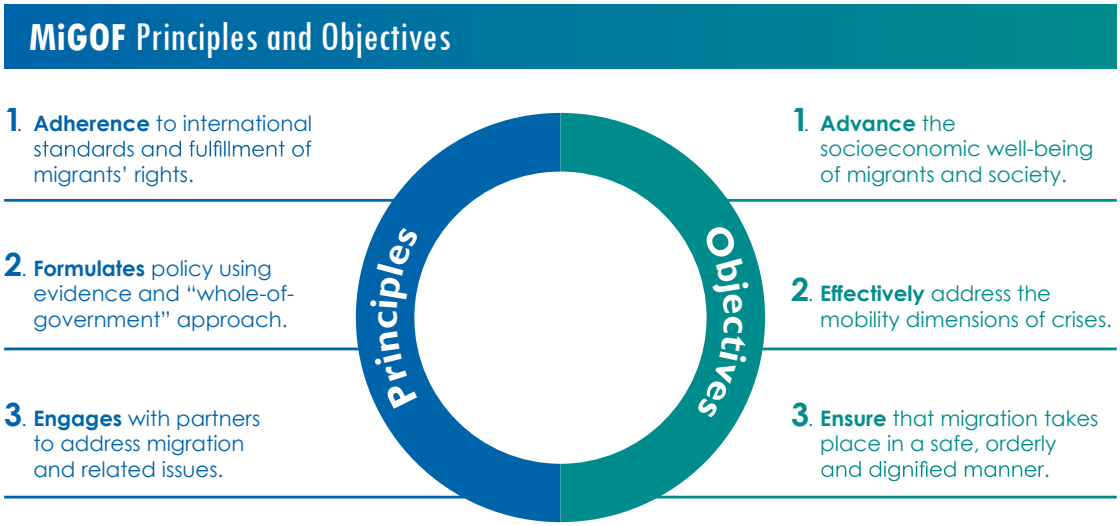
(b) as it seeks to:

  (i) advance the socioeconomic well-being of migrants and society;

  (ii) effectively address the mobility dimension of crises;

  (iii) ensure that migration takes place in a safe, orderly and dignified manner.

Figure 1: Essential Elements of the Migration Governance Framework



2.3.2. African Union Migration Policy Framework

The assessment was also rooted in the African Union (AU) Migration Policy Framework for Africa. The AU Migration Policy Framework for Africa, which was adopted in Banjul, the Gambia, in 2006, identifies nine key priority migration issues. Although the Framework is non-binding, the AU Member States and the Regional Economic Communities (RECs) are encouraged to take the thematic areas and recommendations into consideration for adoption, based on their own national and regional policies and in accordance with their own priorities and resources. These priority areas are labour migration, border migration, irregular migration, forced displacement, human rights of migrants, internal migration, migration data, migration and development, and inter-State cooperation and partnerships.

To ensure a comprehensive assessment of the capacities of the various government institutions, for effective migration governance, a whole-of-government approach was applied in consultation with all the relevant sector ministries and institutions. In this regard, the assessment used the key thematic areas of the AU Migration Policy Framework for Africa to identify the sector-specific ministries with migration-related functions and responsibilities. Table 2 illustrates the sector-specific ministries and their migration-related responsibilities in Zimbabwe, with different ministries responsible for different migration thematic areas.

Table 2: Matrix on African Union Migration Policy Thematic Areas and Lead Ministries in Zimbabwe

Thematic Area	Lead Ministry
Labour migration	Ministry of Public Service, Labour and Social Welfare (MoPSLSW)
Border management	Ministry of Home Affairs (MoHA)
Irregular migration	MoHA
Forced displacement	MoPSLSW
Internal migration	MoHA
Migration data	Zimbabwe National Statistics Agency (ZIMSTAT)
Migration and development	Ministry of Macro-Economic Planning and Investment Promotion
Inter-State and interregional cooperation	Ministry of Foreign Affairs
Migration, poverty and conflict	MoPSLSW

Thematic Area	Lead Ministry
Migration and health	Ministry of Health and Child Care
Migration and environment	Ministry of Environment
Migration and trade	Ministry of Trade and Commerce
Migration and gender	Ministry of Women Affairs, Gender and Community Development
Migration, children, adolescent and youth	Ministry of Youth Development, Indigenisation and Economic Empowerment

The assessment was highly participatory, consultative and not prescriptive in its thrust. Furthermore, it was rooted in the respect and recognition of the Government of Zimbabwe's absolute authority to assign ministerial functions and mandates including migration-related functions and responsibilities. IOM's experience and expertise in migration governance as the lead global migration agency informed and guided the technical assessment and provided some of the global and international best practices to assist the Government in its quest to improve migration governance in Zimbabwe.

The assessment drew participants from key government ministries and departments with migration functions as well as development partners that have supported IOM and the Government of Zimbabwe to implement migration governance-related programmes and initiatives. Bilateral meetings with senior officials from the migration governance stakeholders (see section 2.4) were held to discuss issues related to migration governance in Zimbabwe. Two Permanent Secretaries, a Director General, a Principal Director, Directors and other high-level officials participated in the assessment. Key government ministries that participated in the assessment include the Ministry of Foreign Affairs; the Office of the President and Cabinet; the MoPSLSW; the Ministry of Macro-Economic Planning and Investment Promotion; the Ministry of Health and Child Care; the Ministry of Justice, Legal and Parliamentary Affairs; the Department of Immigration; ZIMSTAT; and the Zimbabwe Investment Authority. The European Union Delegation to Zimbabwe, the Embassy of the United Kingdom, the Embassy of Turkey, the Embassy of Japan, the Embassy of China and the Swedish International Development Corporation also participated in the assessment.

The technical needs and capacity assessment was undertaken by a senior migration expert from IOM Headquarters with support from the IOM Zimbabwe Chief of Mission and the PMGZ staff.

2.4. Migration Governance Stakeholders Consultative Workshop

As part of the assessment process, a migration governance stakeholders consultative workshop was convened on 18 and 19 July 2016, at the Cresta Lodge Hotel in Harare. The objective of the consultative workshop was to present preliminary findings from the bilateral consultative meetings. The two-day consultative workshop brought together senior government officials from various government ministries and departments with migration functions. Participants included 14 senior officers from 8 migration-sector ministries and departments, which included the Ministry of Foreign Affairs; the MoPSLSW; the Ministry of Macro-Economic Planning and Investment Promotion; the Ministry of Justice, Legal and Parliamentary Affairs; the Ministry of Health and Child Care; the Office of the President and Cabinet; the Department of Immigration; and ZIMSTAT. Three representatives were from monetary and investment institutions, namely, the Reserve Bank of Zimbabwe, Homelink and Zimbabwe Investment Authority. Ten senior officials from various institutions and partners including the European Union Delegation to Zimbabwe, IOM, and the United Nations Development Programme, and two diaspora returnee representatives, also participated in the consultative workshop.

The workshop took note of the various migration policies, institutional frameworks and coordination mechanisms in place in Zimbabwe. It was noted that migration policy frameworks were at different stages of finalization and that some coordination mechanisms were in place but at different levels of functionality. There was a consensus that the migration policy frameworks need to be finalized and that the coordination mechanisms need to be strengthened further. The workshop also deliberated at length on the terms of reference and location of the NMCD within government. In conclusion, it was agreed that there was a need to convene a migration governance stakeholder validation workshop in order to review and adopt the outcomes and recommendations of the assessment to improve migration governance in Zimbabwe.

2.5. Migration Governance Stakeholders Validation Workshop

As part of the finalization of the national migration governance for Zimbabwe, a validation workshop was conducted in October 2017, which brought together ministries with migration functions, including those that hitherto were not members of the IMCM. The migration governance framework was presented and adopted by the senior government officials that included the Permanent Secretaries of the Ministry of Foreign Affairs and the MoPSLSW.

CHAPTER 3

TECHNICAL NEEDS AND CAPACITY ASSESSMENT FINDINGS

3.1. Status of Migration Governance in Zimbabwe

Migration governance in Zimbabwe is rooted within the global, continental, and regional migration instruments and conventions which the Government of Zimbabwe is party to. Furthermore, migration governance is rooted within legislative instruments enshrined in the Constitution of Zimbabwe as well as in various continental and regional migration policies, institutional frameworks and coordination mechanisms at all levels.

3.1.1. Global and Regional Contexts of Legal Instruments on International Migration

The international normative framework on international migration includes instruments pertaining to the human rights of migrant workers and the protection of refugees, as well as instruments designed to combat migrant smuggling and human trafficking. At the global level, as of December 2013, instruments designed to protect refugees and combat migrant smuggling and human trafficking had been ratified by more than three quarters of the United Nations Member States, while instruments protecting the rights of migrant workers had been ratified by less than one quarter of the United Nations Member States.

The main global instruments central to the international regime of refugee and migrant protection are as follows:[2]

(a) Refugees:

  (i) 1951 Refugee Convention

  (ii) 1967 Refugee Protocol

(b) Migrant workers:

  (i) 1949 International Labour Organization (ILO) Convention concerning Migration for Employment (Revised 1949) (No. 97)

  (ii) 1975 ILO Convention concerning Migrations in Abusive Conditions and the Promotion of Equality of Opportunity and Treatment of Migrant Workers (Supplementary Provision) (No. 143)

  (iii) 1990 United Nations International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families (ICRMW)

  (iv) 2011 ILO Convention concerning Decent Work for Domestic Workers (No. 189)

(c) Smuggling and trafficking:

  (i) 2000 Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children

  (ii) 2000 Protocol against the Smuggling of Migrants by Land, Sea and Air

The AU has adopted three major policy frameworks, namely, the Migration Policy Framework for Africa, the African Common Position on Migration and Development (adopted in 2006), and the AU Convention for the Protection and Assistance of Internally Displaced Persons in Africa (Kampala Convention).[3]

2 *Source*: United Nations Treaty Collection.

3 H. Klavert, *African Union Frameworks for Migration: Current Issues and Questions for the Future*, European Centre for Development Policy Management (ECDPM) Discussion Paper No. 108 (Maastricht, ECDPM, 2011).

The Migration Policy Framework for Africa focuses on nine thematic areas, namely, labour migration, border management, irregular migration, forced displacement, human rights of migrants, internal migration, migration data, migration and development, and inter-State cooperation and partnerships. The Migration Policy Framework for Africa is not a legally binding framework but a reference document that different Member States may adopt or customize in accordance with their own priorities and resources.

The African Common Position on Migration and Development is a non-binding reference document that highlights a number of priority areas with the overall objective of developing a comprehensive and balanced approach to migration.

The AU Convention for the Protection and Assistance of internally Displaced Persons in Africa (Kampala Convention) is the first legally binding document on internal displacement worldwide. Under the Kampala Convention, States have a primary duty and responsibility to provide protection and human assistance to internally displaced persons (IDPs) within their territory. The Convention also obliges signatories to prohibit and prevent arbitrary displacement, guarantee the human rights of IDPs under international humanitarian law and devise early warning systems, among others.

At the Southern African Development Community (SADC) level, key migration instruments are the 2005 SADC Protocol on the Facilitation of Movement of Persons (2005 SADC Facilitation of Free Movement), the 2014 SADC Protocol on Employment and Labour, the 2014 SADC Labour Migration Policy Framework and the SADC Action Plan on Labour Migration (2013–2015).

3.1.2. Ratification and Domestication of Global and Regional Instruments on International Migration

The Government of Zimbabwe has ratified the 1951 Refugee Convention and the 1967 Refugee Protocols. The Government of Zimbabwe also ratified the 2000 Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children (hereinafter referred to as the UN TiP Protocol) in 2013. The Government went further to domesticate the UN TiP Protocol by putting in place the Trafficking in Persons Act in 2014. Furthermore, in line with Article 9 of the Trafficking in Persons Act, the Government established the ATIMC to coordinate the national response to TiP in Zimbabwe. The PMGZ project will support strengthening of the ATIMC for it to execute its mandate as expected. The Government of Zimbabwe has not yet ratified the 2000 Protocol against the Smuggling of Migrants by Land, Sea and Air. Accordingly, there is a need for the Government to consider ratifying the 2000 Protocol against the Smuggling of Migrants by Land, Sea and Air to provide a framework for effective response to irregular migration in general and human smuggling in particular.

The Government of Zimbabwe has ratified 26 ILO conventions, 25 of which are in force as one has been denounced. Zimbabwe has signed all 8 ILO fundamental conventions, 3 of the 4 governance conventions and 15 of the 17 technical conventions. As with many other States, Zimbabwe has not yet ratified legally binding, multilateral instruments regulating international migration and protecting the rights of migrant workers.

According to the ILO,[4] the principal obstacles to the ratification of migrant worker instruments include the following:

- the incompatibility of national legislation with the instrument provisions in many sending and receiving countries;
- the lack of technical and financial resources of national labour administrations to implement the instruments;
- the existence of difficult economic situations and the high unemployment rates in some countries, with the result that preference is given to national over foreign labour;

4 General Survey on ILO's Migrant Workers Instruments, 1999.

- the relative novelty of international labour migration for a number of countries and the need to develop appropriate national measures;
- the complexity of the conventions, especially the International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families (ICRMW), and the fact that protecting migrant workers is usually the responsibility of several government departments, thus requiring coherence, cooperation and coordination within government itself; and
- the chronic lack of awareness and knowledge of the ICRMW and the general absence of adequate promotional activity, particularly on the part of governments, among others.

The other reason for the non-ratification, particularly of the ICRMW, is that the Convention does not differentiate to a more significant degree between regular and irregular migrant workers and between temporary migrant workers and others. A 2003 UNESCO-sponsored study also noted that some countries were concerned with the protections the ICRMW seemed to provide to irregular migrants and the mistaken perception that the Convention requires the admission of family members of migrant workers.

The Government of Zimbabwe ratified the AU Convention for the Protection and Assistance of Internally Displaced Persons in Africa in 2013. As part of domesticating the aforementioned IDP convention, in the same year, the Government of Zimbabwe took two significant legal steps regarding the protection of and assistance for IDPs. Firstly, the Government enacted a new Constitution, which mandates significantly expanded protection of human rights and respect for international law compared to the earlier Constitution. Furthermore, in July 2013, the Parliament ratified the Kampala Convention,[5] although Zimbabwe has yet to enact domestic legislation implementing the Convention.

Within the context of regional integration, the Government of Zimbabwe has not yet ratified the SADC and the Common Market for Eastern and Southern Africa (COMESA) protocols to promote free movement of persons. The free movement of people across borders is high on the regional integration agenda primarily because of the prospective trade gains that are associated with it. For Zimbabwe, the ratification of the protocols is imperative for the following reasons:[6]

- The facilitation of movement of persons in the SADC and COMESA RECs will contribute towards the social integration of the region, which in turn will complement and give meaning to regional economic integration.
- Being a major source of employment in the country (especially for women), the informal cross-border trade sector in Zimbabwe will benefit from the protocols, as these protocols will facilitate the movement and recognition of Zimbabwean cross-border traders in the region.
- The tourism sector in Zimbabwe is likely to experience an increase in the arrival of tourists from the region and beyond due to the removal of visa requirements for the citizens of the SADC and COMESA Member States and the smooth movement of travellers across borders.
- In general, the SADC free movement protocol is a step towards the achievement of the SADC Treaty and the Abuja Treaty, both of which Zimbabwe is signatory to. The former treaty seeks to strengthen and consolidate the long-standing historical, social, and cultural affinities and links among the people of the SADC region, while the latter seeks to achieve the free movement of persons (i.e. citizens of Africa) as well as the rights of residence and establishment by 2023.

Despite the benefits associated with the ratification of the free movement protocols, the Government of Zimbabwe has not yet ratified but only signed the SADC and COMESA protocols.

5 African Union, "List of countries which have signed, ratified/acceded to the African Union Convention for the protection and assistance of internally displaced persons in Africa (Kampala Convention)" (28 January 2014). Available from https://au.int/en/treaties/african-union-convention-protection-and-assistance-internally-displaced-persons-africa (last visited 16 March 2015).

6 P. Mudungwe, *Promoting Free Movement of Persons in Southern Africa: A Case for Ratification of the Protocol on the Facilitation of Movement of Persons in the SADC Region* (National Association of Non-Governmental Organisations, 2015).

The Government of Zimbabwe has ratified a number of global, continental, and regional migration-related instruments, protocols and frameworks. The ratification of the instruments demonstrates the Government's commitment to manage migration in line with international and regional best practices and standards. Be that as it may, there is a need for the Government to ratify international instruments such as the 2000 Protocol against the Smuggling of Migrants by Land Sea and Air, the legally binding ILO migration-related conventions, and the COMESA and the SADC free movement protocols. Furthermore, there is a need for the Government to enact domestic legislation to support the implementation of the Kampala Convention.

3.1.3. National Migration Legislation Frameworks

The Government of Zimbabwe has put in place key migration management legislation within whose framework the governance of migration in Zimbabwe takes place. Key stand-alone migration legal instruments in place include the Immigration Act and the Trafficking in Persons Act.

3.1.3.1. Immigration Act

The Immigration Act, which entered into force in 1979, is administered by the Ministry of Home Affairs (MoHA). The Act regulates the entry and exit of foreigners (and nationals) into and out of Zimbabwe. The Immigration Act needs to be reviewed to be in line with the Constitution. The Citizenship Act requires a complete overhaul; thus, there are proposals for its repeal.

The MoHA is in the process of formulating a national immigration policy, which seeks to promote national security, tourism facilitation, investment promotion and recruitment of foreign workers.

3.1.3.2. Trafficking in Persons Act

Due to a number of factors – which include growing economic disparities; greater opportunities for employment abroad; and information, communication and transportation technological advances – Zimbabwe, like other countries, witnessed a growing prevalence and incidence of human trafficking and smuggling. In response to the growing challenge of human trafficking[7] in Zimbabwe, the MoHA, in collaboration with IOM and the United Nations Office on Drugs and Crime, spearheaded the development and enactment of the Trafficking in Persons Act. It is noteworthy that following the enactment of the legislation, some cases of human trafficking were brought before the courts of law for prosecution.

Administered by the MoHA, the Trafficking in Persons Act criminalizes human trafficking in Zimbabwe. Among others, the Trafficking in Persons Act provides for the establishment of the ATIMC, the development of the Trafficking in Persons National Plan of Action (NAPLAC) and the establishment of safe homes for victims of trafficking. The Act also provides for extraterritorial jurisdiction.

The Government of Zimbabwe is determined to tackle human trafficking and is in the process of building a strong track record in supporting victims of trafficking and fighting human traffickers. However, the Trafficking in Persons Act needs to be strengthened to ensure that the prosecutions are effective and result in the conviction of the offenders. The general observation is that the Trafficking in Persons Act meets some of the expected standards as well as honour Zimbabwe's obligations to the relevant international treaties that the country is a signatory to. The following are some of the areas that need to be reviewed by the Government of Zimbabwe to ensure that the Trafficking in Persons Act fully complies with the Palermo Protocol and other recognized international standards:

- The definition of "trafficking in persons" can be improved through the following:
    - The Trafficking in Persons Act should criminalize exploitation and not transportation as is the current case.

7 There are indications that Zimbabwe is a source, transit and destination country for victims of trafficking in persons (TiP).

- Legislation needs to be reviewed to recognize that children are victims of sexual exploitation and inappropriate terminology in the laws referring to child prostitution needs to be reviewed, as children cannot be prostitutes.
- There is a need for the recognition of a more serious and separate nature of offences committed against children and an improvement in the protection of victims, so that they do not disappear from local authorities' care.
- Child trafficking requires no "means" to be present.
- The Act needs a clear definition of "child exploitation", where children are not seen as a subset of adult trafficking. Having a separate offence with specific forms of exploitation commonly suffered by children will simplify the investigation, prosecution and conviction processes, and ensure that certain types of human trafficking do not go unpunished.

- The Palermo Protocol defines "children" as below 18 years of age, and Zimbabwe's law establishes the age of sexual consent to be 16, which confuses the role of children in TiP and their consent. Prosecutors end up investigating the victim's lifestyle, social status and sexual history when instead the focus should be on the accused and the act alleged to have taken place.
- It is also highly recommended that:
  - Other ministries be included in the ATIMC, such as the Ministry of Higher and Tertiary Education, Science and Technology Development; the Ministry of Small and Medium Enterprises and Cooperative Development; the Ministry of Youth Development, Indigenisation and Economic Empowerment; and the Ministry of Primary and Secondary Education; and
  - CSOs and international organizations be explicitly included in the ATIMC.

3.1.4. Migration Policy Frameworks and Their Implementation Mechanisms

3.1.4.1. National Diaspora Policy

Zimbabwe has a large diaspora population who has expressed a desire to engage in and contribute to the economic and social development of Zimbabwe. The diaspora capital can be leveraged in several ways for development, including through remittances, trade and business investments, tourism, skills transfers and philanthropy. According to the Reserve Bank of Zimbabwe, diaspora remittances are a key source of foreign exchange, second only to exports of goods; since 2009, remittances have consistently exceeded foreign direct investments and portfolio investments. To this end, the Government of Zimbabwe adopted the National Diaspora Policy in 2016 to provide an environment that enables diaspora engagement and participation in national development.

Diaspora Sector Analysis

While no official statistics are available on the size, profile and geographic spread of the Zimbabwean diaspora, anecdotal evidence estimates that between 500,000 and 4,000,000 Zimbabweans are living abroad, with the majority having emigrated to South Africa, Botswana, Namibia, the United Kingdom, the United States, Australia and New Zealand within the past two decades. Some members of this important group have acquired nationalities of other countries, but they still maintain ties and are willing to participate in national development processes. It is noteworthy that the 2013 Constitution of Zimbabwe recognizes dual citizenship though its practice and application are not yet in full force.

The participation of the Zimbabwean diaspora in national development over the past two decades has largely been at the individuals' own initiative and not within the context of a deliberate, government-led effort. The relationship between the Government of Zimbabwe and the Zimbabwean diaspora has been constrained and characterized by lack of trust. Concerns often raised by the Zimbabwean diaspora include, but are not limited to, governance; human rights and corruption issues; limited space for diaspora participation in civic, economic and political processes; and unmet welfare, protection and consular needs. Be that as it may, it is noteworthy that the Zimbabwean diaspora has participated in national development through remittances and skills transfers, philanthropy, trade and business investments, and to a lesser degree, tourism.

Analysis of Constraints in the Sector

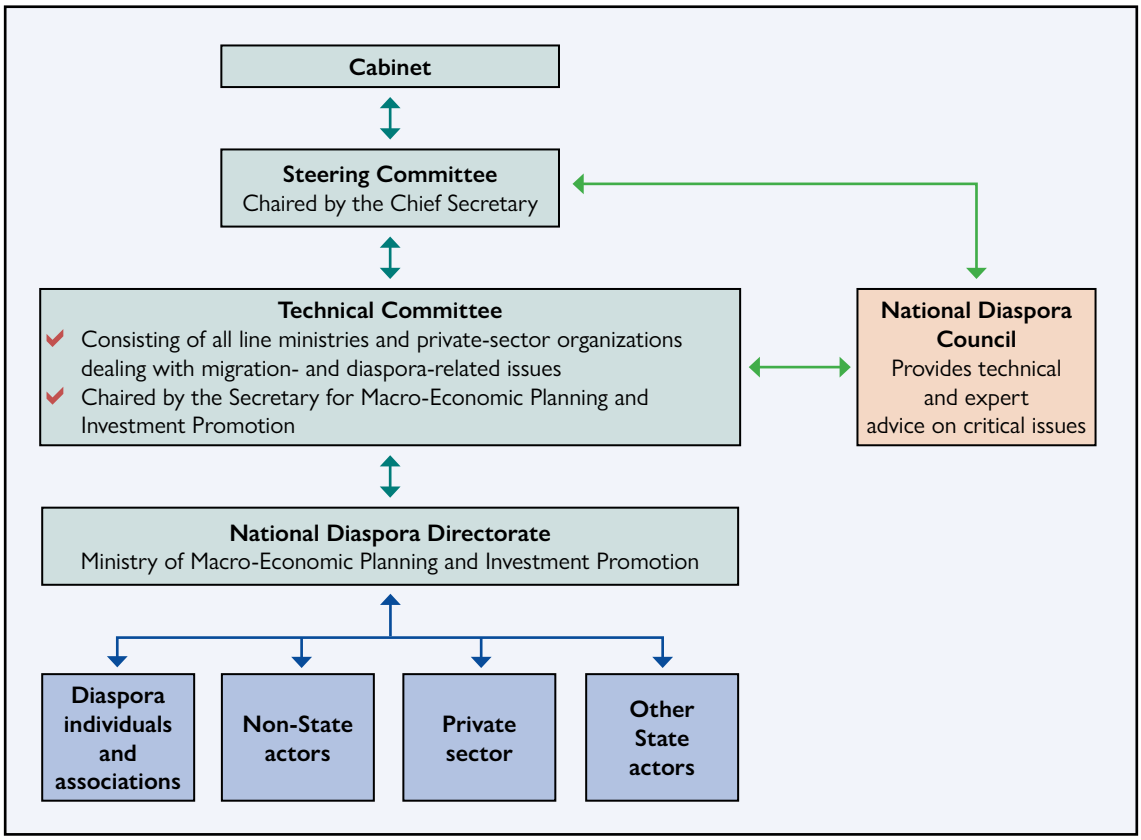
There are capacity constraints on the full coordination of the diaspora agenda and operationalization of the National Diaspora Policy action plan. Capacity constraints have been human and financial resources, from both macro- and microinstitutional challenges. Furthermore, there is no mechanism that ties together the global network of Zimbabwe's diaspora associations. There is also a concern that the diaspora policy and the legislative frameworks are misaligned. The Citizenship of Zimbabwe Act needs to be aligned with the 2013 Constitution to ensure that the rights of Zimbabweans in the diaspora are respected, including regarding dual citizenship.

Recommendations for Strengthening the Operationalization of the National Diaspora Policy

- **Fully operationalize the National Diaspora Policy action plan**. Zimbabwe has a National Diaspora Policy and has also developed a draft action plan towards full operationalization. The action plan, which has yet to be adopted, identifies eight priority areas for operationalization: (i) strengthened institutional capacity for coordinating diaspora engagement; (ii) diaspora policy and legislation; (iii) knowing the Zimbabwean diaspora; (iv) increased awareness and volume of remittances, and harnessing of their development potential; (v) engagement in consular, welfare and diaspora diplomacy; (vi) diaspora engagement and participation; (vii) promotion of diaspora investment; and (viii) building of trust and confidence. The Government needs to prioritize the finalization and adoption of the action plan and commit resources on an annual basis for the implementation of the activities identified within the National Diaspora Policy action plan.
- **Harmonize the diaspora policy and legislative frameworks**. The Government of Zimbabwe also needs to harmonize the policy and legislative frameworks to ensure policy consistency and coherence, which will demonstrate political will and orientation on diaspora engagement.
- **Improve knowledge of the Zimbabwean diaspora's size, profile, geographic distribution and investment opportunities**. To strengthen evidence-based policy reforms, one of the most immediate needs is better knowledge of the size, socioeconomic qualities, skills profiles and geographic dispersion of the diaspora. Furthermore, there is limited information on concrete investment and business opportunities available to the different profiles of the diaspora. In addition to increasing such knowledge, there is a need to engage in a deliberate diaspora diplomacy campaign.
- **Invest in building trust and improving relations between the Government of Zimbabwe and the Zimbabwean diaspora**. There is a need for the Government of Zimbabwe to demonstrate its commitment to building bridges with its diaspora. The trust-building drive should also include a deliberate reform and reorientation of the relationship between the Zimbabwean embassies and the Zimbabwean diaspora. The Government of Zimbabwe also needs to be more receptive and responsive to the consular, civic and welfare issues that are of concern to the diaspora. It should consider holding an annual diaspora event to bring together members of the diaspora, inform them of government initiatives in favour of them, as well as publicize investment and trade opportunities in Zimbabwe. This will be especially relevant in the current scenario.
- **Promote the volume and productive use of diaspora remittances**. There is an opportunity to increase the volume of remittances flowing through formal channels, lower their cost and incentivize their productive usage. A study of the domestic and regional remittance transfer market as it applies to Zimbabwe would be relevant. The possibility of setting up mechanisms for rural outreach in the financial sector would be useful. There is a need to promote financial literacy and financial inclusion among remittance beneficiaries to boost access to financial products and the productive use of remittances.

The National Diaspora Policy therefore provides for a comprehensive national framework, which is the cornerstone and reference point for the Government of Zimbabwe and all other stakeholders to respond to the opportunities presented by the diaspora.

Figure 2: Proposed Implementation Mechanism for the National Diaspora Policy



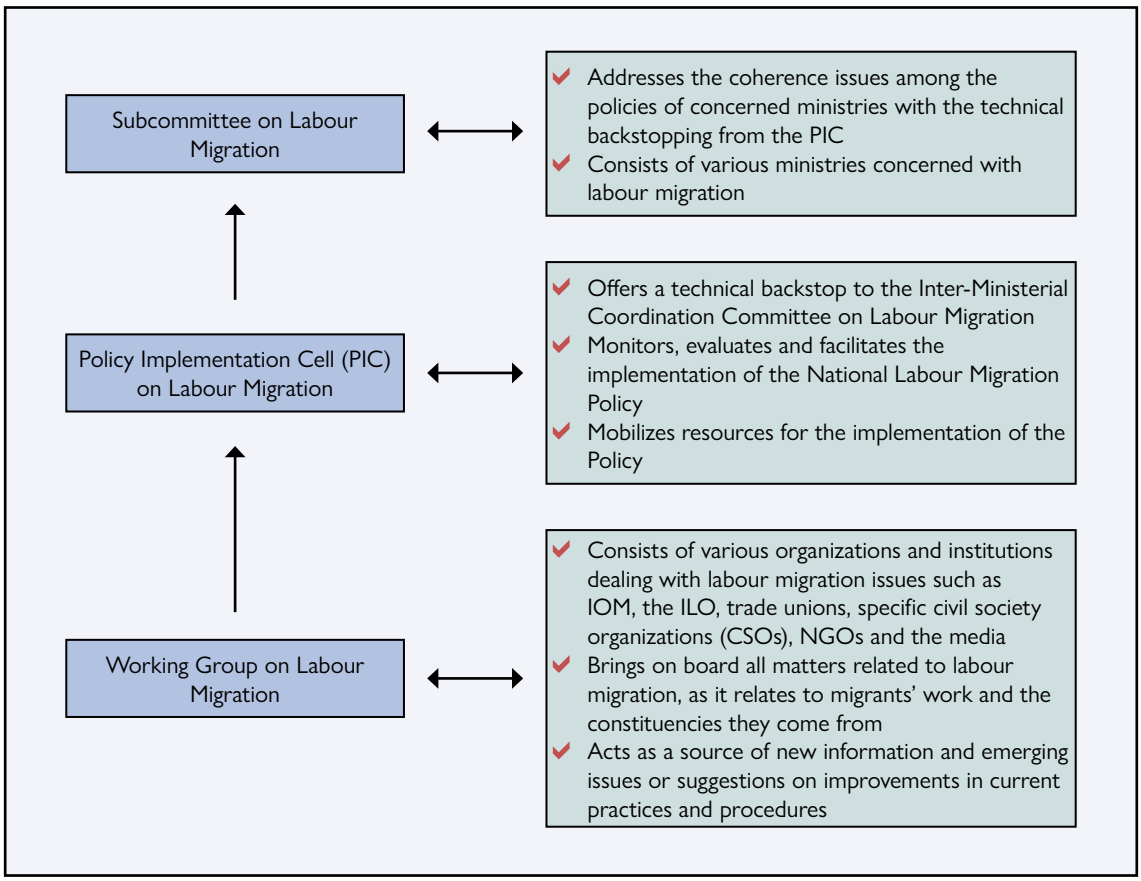
3.1.4.2. Draft National Labour Migration Policy

The draft National Labour Migration Policy was developed in view of the challenges that characterized labour migration in Zimbabwe. The challenges include brain drain, irregular migration, lack of mechanism for the social protection of migrant workers, lack of up-to-date statistics on labour migration, lack of effective mechanisms for harnessing remittances for investment and development, reintegration of return labour migrants and effective social dialogue at the national level involving all key stakeholders. The draft National Labour Migration Policy provides the framework for the governance of labour migration, for the protection and empowerment of migrant workers, and for ensuring that migration is linked to development and growth. It spells out the strategic areas of focus, namely, governance of labour migration, protection and empowerment of migrant workers, harnessing labour migration for development and development of comprehensive data on labour migration.

While the draft National Labour Migration Policy has not been developed yet by the Government of Zimbabwe, significant progress has been made towards the protection of migrant workers. The Government of Zimbabwe has a statutory instrument regulating working conditions and wages for decent work. The Labour Act recognizes migrant workers in the same manner as local workers. Migrant workers are not segregated against. Furthermore, the Government of Zimbabwe engages in joint commissions with its neighbouring countries within whose frameworks the protection of migrant workers is discussed. Zimbabwe has signed a memorandum of understanding with the Government of South Africa on labour and employment. Furthermore, Zimbabwe has a number of bilateral labour agreements with countries formally employing Zimbabwean migrant workers. Cases in point include bilateral labour agreements with Namibia, Mauritius and South Sudan, among others. The Government of Zimbabwe, with technical support from the development partners, also produces information guides for migrant domestic workers.

While noting progress on this front, the Government needs to prioritize the adoption of the draft National Labour Migration Policy and to ratify the legally binding ILO conventions, namely: (i) the 1949 ILO Convention concerning Migration for Employment (Revised 1949) (No. 97); (ii) the 1975 ILO Convention concerning Migrations in Abusive Conditions and the Promotion of Equality of Opportunity and Treatment of Migrant Workers (Supplementary Provision) (No. 143); (iii) the 1990 ICRMW; and (iv) the 2011 ILO Convention concerning Decent Work for Domestic Workers (No. 189).

Figure 3: Implementation Mechanism for the National Labour Migration Policy



3.1.4.3. Draft National Immigration Policy

Rationale for a National Immigration Policy

Movement of people – voluntary or forced, legal or undocumented, within or beyond borders – which is at its all-time high today, constitutes a complex process presenting some of the most intricate interrelationships of policy concerns for migrant-sending, transit and destination countries, and their respective governments. Given that the number of migrants is rising and that this trend is likely to persist in the foreseeable future, migration management in general and immigration in particular have become among the key considerations for the Government of Zimbabwe.

The need to formulate the National Immigration Policy has been necessitated by the need to complement the current Immigration Act Chapter 4:02 and the Immigration Regulations of 1998. In the wake of globalization, movements of people and goods have tremendously increased, requiring enhanced immigration and border management structures to more efficiently and effectively manage the cross-border flows.

As Zimbabwe continues to recover from its socioeconomic challenges and recession, on the backdrop of ZIMASSET, and seeks to increase economic growth, there is a consensus that immigration reform will play a crucial role to promote the growth agenda. Against this background, the MoHA is formulating an enabling immigration policy framework that fosters economic growth while at the same time ensuring national security and sovereignty.

The proposed National Immigration Policy will, among others, provide a well-balanced and comprehensive approach to migration management that will serve multiple and interrelated objectives of ensuring and facilitating: (i) national security; (ii) employment of foreign-recruited nationals; (iii) tourism; and (iv) investment promotion.

3.1.4.4. Other Strategic Policy Frameworks

Human Export Policy

The Ministry of Higher and Tertiary Education, Science and Technology Development is working to finalize a human export policy framework, which will pave the way for the formalized placement of skilled Zimbabwean professionals in other countries on bilateral levels. There is a need to ensure that there is no policy duplication between the human export policy and the National Labour Migration Policy. Accordingly, it is recommended that the ministries responsible for the development of the two policy frameworks agree on the relationship and linkages between the two frameworks.

From Brain Drain to Brain Gain

Clarification of the status of this policy framework from the Ministry of Higher and Tertiary Education, Science and Technology Development would be very desirable technically and strategically. The thrust of the policy framework seems to be the same with the human export policy and the draft National Labour Migration Policy. Accordingly, there is a need to ensure policy coherence between the three related policies in order to avoid duplication of effort.

3.1.5. Migration Institutional Frameworks

Key migration-related institutional frameworks include the National Diaspora Directorate and the Anti-Trafficking in Persons Secretariat.

3.1.5.1. National Diaspora Directorate

The Government of Zimbabwe established the National Diaspora Directorate in the Ministry of Macro-Economic Planning and Investment Promotion to enhance the engagement and participation of the Zimbabwean diaspora in national development. The creation and launch of the National Diaspora Directorate is in line with the provisions of the National Diaspora Policy. While the National Diaspora Policy is the framework for a mutual engagement between the Government and the diaspora, the National Diaspora Directorate is the secretariat responsible for the implementation and operationalization of the Policy.

The roles of the Directorate will include coordinating and facilitating the contributions of the Zimbabwean diaspora, including remittances, transferable skills and the networks, which are integral to the development of a modern, knowledge-based economy. The Directorate will play a pivotal role in the diaspora engagement processes; information dissemination on investment opportunities, procedures and regulations; and the development of a diaspora database and integrated information systems.

The National Diaspora Directorate does not have adequate and earmarked resources to support its activities or operationalize the Policy. Currently, diaspora engagement activities are largely supported by development partners such as IOM, but the investment is not commensurate with the diaspora's development potential. There is an apparent need to strengthen institutional and coordination mechanisms to effectively coordinate the diaspora agenda. The Government of Zimbabwe needs to strengthen the capacity of the National Diaspora Directorate as the focal institution for spearheading and coordinating the diaspora agenda. To this end, the Government of Zimbabwe has to formalize the existence of a full-fledged diaspora directorate to

spearhead all diaspora initiatives and integrate them with public service. The National Diaspora Directorate should have dedicated financial and human resources and there should be a deliberate drive to increase the visibility of the Directorate and the diaspora agenda both at home and abroad. There is a need to improve inter-institutional coordination mechanisms in order to foster a whole-of-government approach to diaspora affairs. To ensure best practices on diaspora engagement and participation in national development, the Government of Zimbabwe should establish a Diaspora Advisory Council with representatives from the main stakeholders and interest groups.

3.1.5.2. Anti-Trafficking in Persons Secretariat

The Anti-Trafficking in Persons Secretariat is housed in the MoHA. The Secretariat plays a supportive role to the ATIMC in terms of coordinating the activities, management and administration of the ATIMC, as well as reporting and budgeting.

Some of the Secretariat's functions includes: developing costed annual work plans for the ATIMC; establishing, supporting and monitoring provincial task teams; acting as liaison between provincial- and national-level stakeholders in responding to TiP; coordinating and implementing activities and programmes of all agencies under the ATIMC subcommittees; making links between thematic pillars as required; coordinating the government multisectoral response to TiP mainly by making referrals to relevant stakeholders; handling data management, research and capacity-building, with input from the ATIMC subcommittees and liaising with State and non-State partners, including keeping a register of all non-State partners approved at the national level; monitoring and reporting on the implementation of the NAPLAC on a quarterly basis; reviewing actual expenditures against budgetary allocations for activities; facilitating meetings and working sessions and other related engagements of the ATIMC, including managing flow of information and communication; and convening and facilitating subcommittee meetings as instructed by the Chairperson.

3.1.6. Migration Coordination Frameworks

The Government is also taking the necessary steps to enhance migration governance and has established various coordination mechanisms, some of which are very active and others in the process but requiring support and enhanced capacity to make the coordination structure more functional. In terms of the migration coordination frameworks, Zimbabwe has established an overarching interministerial committee on migration and sector-specific interministerial committees. The overarching interministerial committee is the IMCM, while the sector-specific interministerial committees include the ATIMC, the Assisted Voluntary Returns Inter-Ministerial Committee, the Migration Health Inter-Ministerial Committee, and the Migration and Tourism Statistics Committee.

3.1.6.1. Inter-Ministerial Committee on Migration

The IMCM is a coordination mechanism for all activities involving the Government and various national and international organizations focused on the area of migration. Migration is a cross-cutting and multifaceted discipline that necessarily requires cooperation among various players, including the harmonization of approaches to its management.

The main task of the IMCM is to establish and operate a harmonious system of migration management, as well as to provide an all-stakeholder and overall monitoring and governance oversight platform for different activities. The IMCM is assisted, as appropriate, by specific line ministries and departments, project teams, technical working groups (TWGs) or subcommittees in the implementation of its mandate.

The IMCM executes its mandate mainly through formal meetings, workshops and seminars. It shall be the prerogative of the IMCM to set up subcommittees or dedicated teams to carry out specific tasks as and when need arises and within set parameters. The IMCM may, as and when necessary, create subcommittees to be chaired by line ministries with the necessary competencies. The IMCM shall meet at any time to transact its business, depending on the urgency or importance of the matters on the agenda. In any case, the IMCM shall convene at least one regular quarterly meeting in each calendar year.

The IMCM is currently chaired by the Ministry of Foreign Affairs because of the cross-cutting nature of migration and brings together a cross section of ministries and departments with migration functions. These include, but are not limited to: the Ministry of Foreign Affairs; the MoHA (including the Department of Immigration, the Registrar General's Department and the Zimbabwe Republic Police); the MoPSLSW; the Ministry of Macro-Economic Planning and Investment Promotion; the Ministry of Finance and Economic Development; the Ministry of Higher and Tertiary Education, Science and Technology Development; the Ministry of Local Government and Urban and Rural Development; the Ministry of Health and Child Care; the Ministry of Women Affairs, Gender and Community Development; the Ministry of Justice, Legal and Parliamentary Affairs; the Ministry of Youth Development, Indigenisation and Economic Empowerment; the Ministry of Media, Information and Publicity; the Ministry of Small and Medium Enterprises and Cooperative Development; the Ministry of Lands and Rural Resettlement; the Office of the President and Cabinet; the Reserve Bank of Zimbabwe; and ZIMSTAT. IOM and other UN agencies may be invited to participate as and when necessary to provide advice and technical support.

Analysis of Functionality of the Inter-Ministerial Committee on Migration

The IMCM is currently operational at a technical level. While the current technical level forum is a platform for migration-related deliberations and coordination efforts, there is no clear mechanism on how outcomes from this process feed into higher-level policy processes. Accordingly, while there is robust engagement at a technical level, there is no senior-level institutional mechanism to translate the deliberations to inform migration management policy and practice in Zimbabwe. The technical-level IMCM can only make recommendations that ought to be further processed to inform a whole-of-government approach to migration management in Zimbabwe.

One of the gaps with the current set-up is that the IMCM only brings together government departments and some UN agencies without any participation and representation of CSOs. Given the spread and reach as well as the advocacy function of CSOs, there is a need to strengthen dialogue on migration management and governance between State and non-State actors. Accordingly, there is a need to develop some guidelines for the engagement of CSOs and to co-opt them to be part of the IMCM mechanism.

3.1.6.2. Anti-Trafficking in Persons Inter-Ministerial Committee

Section 9 of the Trafficking in Persons Act provides for the establishment of an anti-TiP interministerial committee (i.e. ATIMC) to formulate and implement measures to combat trafficking. The ATIMC, with the approval from the MoHA, is mandated to formulate a national plan of action against TiP and monitor and report on the implementation of the national plan of action. The ATIMC liaises with appropriate government agencies to promote the rehabilitation and reintegration of victims of trafficking. Furthermore, the ATIMC is expected to take note of and implement appropriate measures to adopt or comply with international and regional developments and standards in the prevention and combating of TiP. It is also mandated to propose and promote strategies to prevent and combat TiP and provide advice on the investigation and prosecution of cases of trafficking, among others.

The ATIMC is composed of: representatives from the ministries responsible for labour and social services, women, home affairs, health and child welfare, information and publicity, education, local government and foreign affairs; and professional employees from the National Prosecuting Authority, the Registrar General's Department, the Department of Immigration, the Zimbabwe Republic Police and the Financial Intelligence Unit of the Reserve Bank of Zimbabwe.

3.1.6.3. Assisted Voluntary Returns Inter-Ministerial Committee

This is an ad hoc committee that is chaired by the MoPSLSW. The Assisted Voluntary Returns Inter-Ministerial Committee is activated as and when necessary to coordinate the provision of voluntary assistance to large caseloads of stranded migrants as in the case of xenophobic disturbances. The Assisted Voluntary Returns Inter-Ministerial Committee brings together the Ministry of Foreign Affairs, the MoHA, the Office of the President and Cabinet, the Department of Immigration and the Zimbabwe Republic Police, among others.

3.1.6.4. Migration and Tourism Statistics Committee

Migration and tourism statistics are important for evidence-based policy- and decision-making; managing service delivery; identifying research areas; monitoring and evaluating policy frameworks; accountability; and facilitating national, regional and international comparison (Migration and Tourism Sector Statistics Plan 2011–2015, ZIMSTAT). The Migration and Tourism Statistics Committee is chaired by ZIMSTAT; the Committee's primary objective is to coordinate the collection, collation, and dissemination of migration and tourism statistics for the producers and users of statistics.

Analysis of Functionality of the Migration and Tourism Statistics Committee

To date, the Migration and Tourism Statistics Committee has been a key structure within government for the collection, compilation and analysis of migration statistics for Zimbabwe. The Committee was instrumental in the collection of migration-related data for the production of the first-ever Zimbabwe Migration Profile in 2009. Though the Committee was not very active between 2011 and 2015, it was revived in 2016 and has since coordinated the collection of data on migration indicators and the production of the Zimbabwe Migration Profile 2016, which covers the period 2011–2016. The Committee remains in place and is expected to facilitate the compilation of the Zimbabwe Migration Profiles for 2017 and 2018.

3.1.6.5. Irregular and Mixed Migration Technical Working Group

To facilitate the implementation of the Migration Dialogue for Southern Africa (MIDSA) recommendations on irregular and mixed migration in the SADC region, Zimbabwe, like other regional countries, established the Irregular and Mixed Migration TWG to advance the implementation of the SADC road map to address mixed and irregular migration in the region. The TWG is chaired by the Ministry of Home Affairs, with IOM providing secretariat functions. The TWG remains active and carries out its functions from the time of its formation until the end of the duration of the current regional action plan, which is commensurate with the duration of the national action plan on irregular and mixed migration.

Analysis of Functionality of the Irregular and Mixed Migration Technical Working Group

The Irregular and Mixed Migration TWG has been active in ensuring planning and follow-up actions on the implementation of the National Action Plan on Mixed and Irregular Migration. To this end, the TWG meets at the beginning of each year to plan for the ensuing year. The TWG also meets at the end of the year to evaluate progress on the implementation of the Action Plan. The TWG has ensured that the implementation of the Action Plan is government-led and responds to the priorities of the Government as spelled out in the National Action Plan. It has also ensured better coordination among CSOs and other NGOs implementing actions related to irregular migrants and other migrants in need. The Irregular and Mixed Migration TWG remains active and continues to coordinate the production of annual reports, which are shared at the SADC level.

3.1.6.6. Labour Migration Technical Working Group

This is a project-based, sector-specific TWG that seeks to coordinate the activities of a regional labour migration project in Zimbabwe. The Labour Migration TWG is chaired by the MoPSLSW and consists of line ministries and departments that have labour migration-related functions. There is a need for further consultations to inform the mandate of the Labour Migration TWG following the end of the project and more importantly within the context of the implementation and operationalization of the draft National Labour Migration Policy.

3.1.6.7. Migration Health Inter-Ministerial Committee

The Migration Health Inter-Ministerial Committee is not currently functional. The Committee needs to be activated in light of the growing importance of the discourse on the migration and health nexus at the regional and national levels.

3.1.6.8. Cross-border Migration Coordination Forums

There are several cross-border migration coordination forums in place between Zimbabwe and neighbouring countries such as Botswana, Mozambique, South Africa and Zambia. The cross-border migration coordination forums discuss migration issues of mutual interest between the aforementioned individual countries to enhance bilateral cooperation on these issues. These coordination forums are at different levels of functionality, with some being in their formative stages. Table 3 shows a summary of the various coordination structures and their statuses.

Table 3: Summary of the Statuses of Various Coordination Structures in Zimbabwe

Coordination Structure	Chair	Status
IMCM	Ministry of Foreign Affairs	Active
ATIMC	MoHA	Active
Assisted Voluntary Returns Inter-Ministerial Committee	MoPSLSW	Ad hoc – activated as necessary
Migration and Tourism Statistics Committee	ZIMSTAT	Needs reactivation
Irregular and Mixed Migration TWG	MoHA	Active – project based
Migration Health Inter-Ministerial Committee	Ministry of Health and Child Care	Needs reactivation
Labour Migration TWG	MoPSLSW	Active – project based
Cross-border migration coordination forums:		
o Zimbabwe–South Africa (2 forums)	Department of Immigration; Ministry of Health and Child Care	Active
o Zimbabwe–Botswana	Department of Immigration	Needs reactivation
o Zimbabwe–Mozambique	MoPSLSW	Being established
o Zimbabwe–Zambia	MoPSLSW	Being established

Analysis of Functionality of the Migration and Tourism Statistics Committee

The Cross-border Migration Coordination Forums have been active and continue to be active in facilitating dialogue on migration issues between Zimbabwe and its neighbours. The Zimbabwe–South Africa Beitbridge Cross-border Forum has been the most active over the years and remains vibrant, as both Governments have shown outstanding commitment to the Forum's continuity beyond contributions and financial support from IOM and other partners. Over the past two years, the Zimbabwe–Zambia Chirundu Cross-border Forum has developed and grown in terms of issues handled. It has also been a good platform for joint capacity-building between the two countries on migration matters. The Zimbabwe–Zambia Chirundu Cross-border Forum will still need to be supported going forward. During the course of 2017 into 2018, there are ongoing efforts to revive the Zimbabwe–Botswana Cross-border Collaboration Forum. To this end, plans are at an advanced stage to convene the first meeting between the two countries in 2018.

CHAPTER 4

RECOMMENDATIONS TO STRENGTHEN THE MIGRATION GOVERNANCE FRAMEWORK IN ZIMBABWE

4.1. General Comments and Observations

It is noteworthy that the Government of Zimbabwe has been very instrumental in putting in place relevant migration policy, institutional and coordination frameworks. Some of the general comments and observations related to prevailing migration governance in Zimbabwe include the following:

- There is a need for the Government to consider ratifying the 2000 Protocol against the Smuggling of Migrants by Land, Sea and Air in order to provide a framework for effective response to irregular migration in general and human smuggling in particular.
- There is a need for the Government to enact domestic legislation to support the implementation of the Kampala Convention.
- There is a need for the Government to ratify the ILO and the United Nations migration-related conventions, namely, the 1949 ILO Convention concerning Migration for Employment (Revised 1949) (No. 97), the 1975 ILO Convention concerning Migrations in Abusive Conditions and the Promotion of Equality of Opportunity and Treatment of Migrant Workers (Supplementary Provision) (No. 143), the 1990 ICRMW and the 2011 ILO Convention concerning Decent Work for Domestic Workers (No. 189).
- There is a need for the Government to ratify the 2005 SADC Facilitation of Free Movement and the COMESA Free Movement Protocol.
- There is a need to ensure that there is no policy duplication between the human export policy, the policy on transforming brain drain to brain gain, and the National Labour Migration Policy. Accordingly, it is recommended that the ministries responsible for the development of the three related policy frameworks agree on the relationship and linkages among the policy frameworks in order to avoid duplication of effort.
- The IMCM has been operational only at a technical level. There is a need to introduce a higher-level coordination mechanism, that is, at the level of permanent secretaries.
- There is a need to co-opt other line ministries that, hitherto, are not members of the migration coordination structures (e.g. IMCM and ATIMC), such as the Ministry of Environment and the Ministry of Trade and Commerce, in line with emerging issues including the AU Migration Policy Framework, which elaborates on trade, environment and other migration-related concerns.
- The Ministry of Justice, Legal and Parliamentary Affairs is to be possibly co-opted on to the ATIMC.
- Given the spread and reach as well as the advocacy function of CSOs, there is a need to strengthen dialogue on migration management and governance between State and non-State actors. Accordingly, there is a need to develop some guidelines for the engagement of CSOs and to co-opt them on to the IMCM.
- Following the adoption of the National Diaspora Policy, there is a need to co-opt private-sector stakeholders to work more closely with the National Diaspora Directorate.
- A broad diaspora engagement strategy that takes on board sector-specific needs and priorities would be desirable to ensure more effective public–private sector partnerships.

- Strengthening the coordination and reporting mechanism between cross-border migration coordination forums and the IMCM is highly recommended.
- There is a need to domesticate the international instruments that Zimbabwe has ratified in order to match the political commitment and practice in as far as migration governance is concerned. To the extent possible, it is recommended that lead government ministries come up with tentative timelines for the domestication processes.
- It would be very beneficial for the Government to formulate an overarching migration policy, which, among others, ties and harmonizes various policy frameworks. The IMCM should consider and propose a lead ministry to spearhead the development of the broad migration policy and also draw a tentative road map for the process.
- The alignment, synchronization, and harmonization of the roles and responsibilities of the IMCM and the sector-specific interministerial committees is imperative.
- It is inevitable that the impact of migration will increase in the years to come. It is therefore imperative to take the necessary steps to harness the developmental contribution of migration while mitigating the negative aspects including deaths, xenophobic attacks, massive deportation of migrants, and marred international relations between countries of origin, transit and destination. The current national migration systems may require a strategic and visionary national migration policy that can be implemented through a review of the institutional, financing and cooperation frameworks. In this regard, a clear strategic migration policy, legislation and the enforcement of legal instruments would be required to deliver the expected or required outcomes, considering the high priority of migration on the national development agenda.

4.2. Strategies to Strengthen the Migration Governance Framework in Zimbabwe

At present, Zimbabwe's migration governance framework is being coordinated by the IMCM. The IMCM has been operational at a technical level. There is a need to establish a senior-level Sector Policy Review Committee (SPRC), which will provide some oversight responsibility and strategic direction to the IMCM. The overall aim of the establishment of this structure is to create a functional, coherent mechanism that governs all aspects of migration in a holistic and integrated manner, applying international migration governance principles and objectives.

Furthermore, in order to strengthen the institutional capacity for the effective and efficient coordination of migration in Zimbabwe, it is also being proposed that the NMCD be established, which will function as the technical secretariat of the IMCM and ultimately coordinate all sector-specific interministerial committees. To ensure a well-informed decision for the hosting of the NMCD, the Technical Assessment Team found it desirable and expedient to examine the key responsibilities of the SPRC and the NMCD. The terms of reference were proposed as follows:

Terms of Reference for the Sector Policy Review Committee

- Provide overall oversight and strategic direction on the activities of the IMCM at the policy level.
- Review migration governance and management recommendations submitted by the IMCM.
- Promote mainstreaming of migration in national, provincial, and district development frameworks, strategies and plans.
- Advise the Executive on appropriate measures to enhance the development potential of migration while minimizing its adverse impacts.

4.3. Establishment of the National Migration Coordination Directorate

To strengthen the capacity of the IMCM in coordinating migration issues on a day-to-day basis, it may be strategic to establish the NMCD. The NMCD will function as the secretariat of the IMCM and will technically backstop the IMCM to strengthen the latter's capacity to discharge its roles and responsibilities.

Terms of Reference for the National Migration Coordination Directorate

- Act as a technical secretariat to the IMCM and provide secretarial support to the IMCM.
- Coordinate migration issues with sector-specific ministries and other interministerial committees on a day-to-day basis.
- Institute mechanisms for data exchange at both local and international levels.
- Make recommendations on migration-related legislation for consideration by the SPRC.
- Facilitate the preparation of international agreements in the field of migration.
- Facilitate and promote overall interministerial and agency coordination on the implementation of migration activities in order to promote coherence at all levels.
- Strengthen partnerships and cooperation on migration to foster a whole-of-government approach to migration governance.
- Liaise closely with IOM Zimbabwe to facilitate technical cooperation initiatives and the implementation of programmes and activities in sector-specific ministries in identified priority areas.
- Coordinate the preparation of the IMCM meetings, workshops, seminars and conferences.
- Advise the Government on issues pertaining to migration and related matters.
- House the migration data reference point.
- Promote collaboration with stakeholders on migration.
- Perform any other functions or activities that may be proposed by the IMCM.

IOM will provide technical assistance to the NMCD to facilitate its establishment and operations for an initial pilot phase of 1.5 years of its launch. It is envisaged that the host ministry will have the resources and ability to provide the requisite human and other resources to manage and sustain the operations of the NMCD after the pilot period.

4.4. Location of the National Migration Coordination Directorate

To determine the ministry with the requisite capacity, resources and comparative advantage to host the NMCD, an analysis of the strengths, weaknesses, opportunities and threats (SWOT) of the identified ministries was carried out. The analysis took into consideration the respective ministries' core migration-related functions and comparative strengths, weaknesses, and opportunities. Table 4 summarizes the outcomes of the SWOT analysis. Following internal consultations, the Government of Zimbabwe decided to house the NMCD in the MoHA.

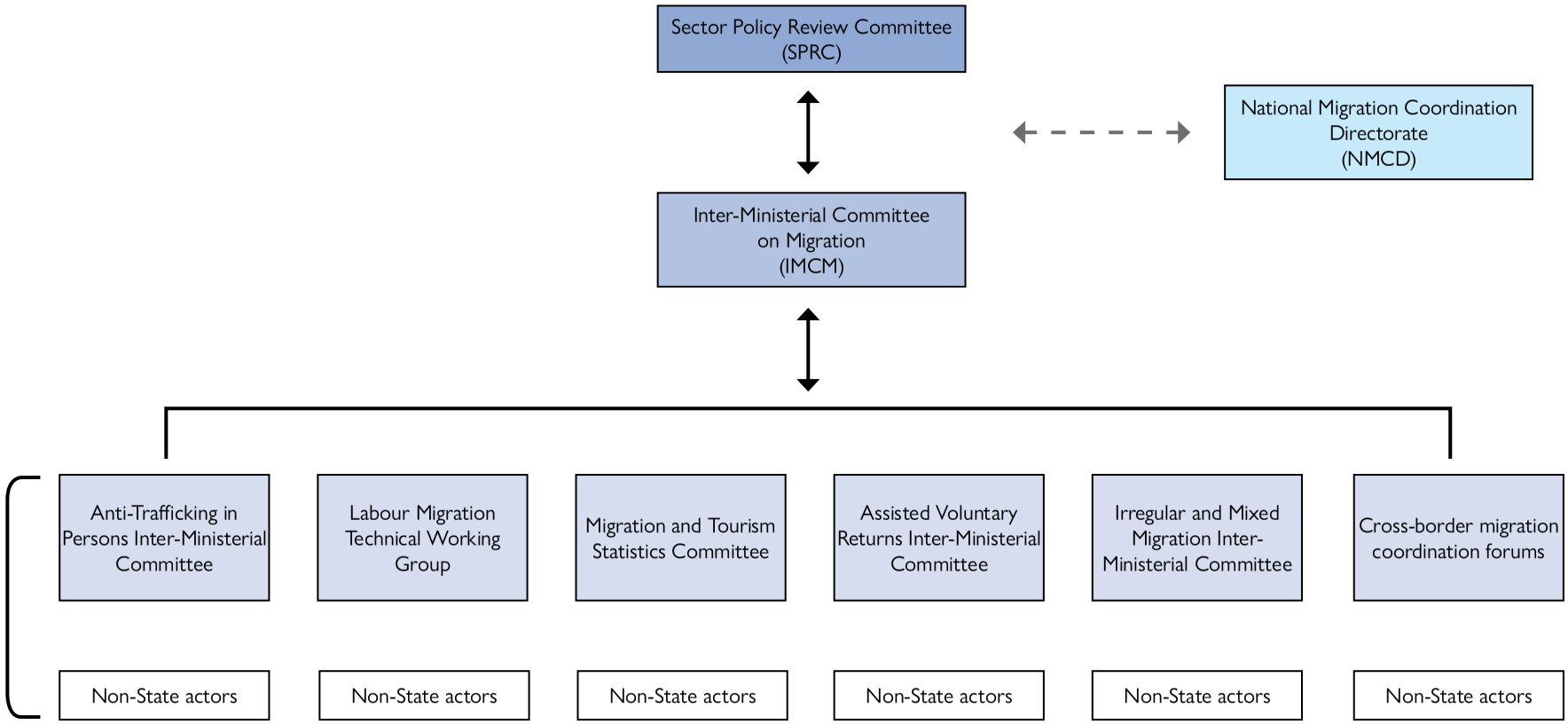
Table 4: SWOT Analysis to Determine the Location of the National Migration Coordination Directorate

	Mission	Core Functions	Strengths	Weaknesses	Opportunities	Threats
Ministry of Foreign Affairs	Promote, protect, and safeguard national interests and the image and influence of Zimbabwe in regional and international communities; and protect the interest of Zimbabweans abroad.	o Initiating, coordinating, implementing and reviewing policies governing relations with African, Asian and the Pacific, European, American, and multilateral institutions. o Overseeing and facilitating Zimbabwe's participation in bilateral regional and international conferences, meetings and workshops; and lobbying for Zimbabwe's and the region's position on various issues. o Coordinating Zimbabwe's participation in the ratification of multilateral conventions and agreements. o Providing legal advice on all domestic and international issues to ensure compliance with domestic and international obligations. o Providing consular services to Zimbabweans.	o As the Ministry already chairs the IMCM, the set-up allows for one-stop shop for migration coordination. o The Ministry leads in the AU Migration Policy thematic area of inter-State and interregional cooperation.	o The IMCM is operational at a technical level and is yet to be fully functional, which makes it hard to determine how the Ministry will be able to cope with having both the IMCM and the NMCD being functional at the same time. o The Ministry of Foreign Affairs deals with a high staff turnover, which would reduce the sustainability of the NMCD.	o Chairing the IMCM gives the Ministry experience in managing the coordination of other committees such as the ATIMC. o Chairing the NMCD will give the Ministry more manpower to successfully manage both the NMCD and other sector-specific interministerial committees.	• Housing both the IMCM and the NMCD may prove detrimental in a time where resources are lacking.

	Mission	Core Functions	Strengths	Weaknesses	Opportunities	Threats
Ministry of Macro-Economic Planning and Investment Promotion	o Promote sound macroeconomic management that will create an enabling environment for sustainable economic growth as well as an efficient and cost-effective delivery of services.	o Formulating, coordinating, and implementing the economic policies and intervention measures that will effectively and efficiently accomplish the country's major economic and development objectives.	o The Ministry already hosts the National Diaspora Directorate. o The Ministry already coordinates the Sustainable Development Goals in Zimbabwe and therefore easily plays this overall coordination role well. o A few ministries that IOM met with recommended that the NMCD be housed in the Ministry.	o Despite having the mandate to lead the development of the National Diaspora Policy, the Ministry has not been able to achieve a fully consultative process. Not being able to fully coordinate one element of the national migration policy infers that it might be difficult to govern the NMCD that is meant to be a backbone of numerous other committees. o The Ministry does not oversee any of the themes highlighted in the AU Migration Policy.	o Being tasked with coordinating the NMCD would give the Ministry greater responsibility, which would further enhance its coordination function and eventually facilitate its control of all elements within its mandate.	o Adding the NMCD to an already large mandate might make it difficult to coordinate efficiently. o Since IOM will be seconding a staff member to the NMCD, the Ministry will need to gain capacity to run the NMCD with its own staff members.
MoHA	o Promote a secure and conducive environment by maintaining law and order, combating corruption, managing migration, facilitating timely registration and issuing secure civil registration documents, regulating gaming and entertainment activities, and preserving national heritage and historic documents.	o Registering and issuing national identification documents. o Registering birth and death certificates. o Regulating the entry and exit of people in and out of Zimbabwe. o Vetting refugees. o Formulating and implementing policies.	o The Ministry administers various migration management-related legislative acts, such as the Immigration Act and the Trafficking in Persons Act. o The Ministry chairs the ATIMC and the Irregular and Mixed Migration Inter-Ministerial Committee. o The Ministry also leads in various thematic areas as articulated in the AU Migration Policy Framework, such as border management, irregular migration, human smuggling and TiP.	o The Ministry leads in the area of irregular migration on a project basis only.	o As its current mandate, the MoHA already houses staff members that are knowledgeable on the aspect of migration governance, which will help the Ministry avoid having to recruit new staff. o The MoHA can use its current material resources for overseeing the NMCD. o Due to having a significant proportion of the MoHA's mandate related to migration governance, mainstreaming the NMCD within its annual budget would be facilitated.	o Due to the fact that the other migration issues are covered by other ministries (i.e. Ministry of Foreign Affairs), the MoHA may potentially have to deal with ineffective coordination.

	Mission	Core Functions	Strengths	Weaknesses	Opportunities	Threats
Office of the President and Cabinet	o Lead the public sector in the formulation, advocacy, coordination, and monitoring and evaluation of policies, programmes, and projects for quality service delivery and socioeconomic development.	o Providing overall policy direction and guidance to all ministries and departments, parastatals and State enterprises. o Supervising the implementation of government policies and programmes, ensuring policy coherence. o Analysing and evaluating the impact of policies in the public and private sectors. o Coordinating activities of various cabinet committees and their working parties.	o The overall oversight function of the Office of the President and Cabinet enhances interministerial coordination.	o The activities of the NMCD are not within the broader activities of the Office of the President and Cabinet. o Supervising the implementation of all government policies will make it difficult to prioritize the NMCD.	o Chairing the IMCM and hosting the NMCD will enable the Office of the President and Cabinet to gain deeper insight and control into the nation's migration governance issues.	o Carrying out the overall oversight of various cabinet committees would make it difficult for the Office of the President and Cabinet to effectively carry out functionalities of the NMCD.

Figure 4: Diagrammatic Structure of the Proposed Migration Governance Coordination Structure



ANNEXES

ANNEX 1: PROMOTING MIGRATION GOVERNANCE IN ZIMBABWE PROJECT OVERVIEW

Promoting Migration Governance in Zimbabwe Project Summary	
Overall Objective	
To contribute to the establishment of a migration governance framework (policy, institutional and legislative) in Zimbabwe that supports State actors to manage migration in dialogue with non-State actors and in a migrant-centred, gender-sensitive, rights-based and development-oriented manner	
Specific Objectives	**Result Areas**
(i) To achieve strengthened institutional capacity and adoption of a coherent and gender-sensitive policy and legislative frameworks for a comprehensive approach to migration	a) Strengthened institutional capacity for the coordination of migration management
	b) Coherent and gender-sensitive migration management policy framework in place
	c) Enhanced protection of migrant rights through improved legislation
(ii) To achieve enhanced participation and contribution of Zimbabwean women and men in the diaspora in national development initiatives, including engagement with the Government	d) Improved modalities for dialogue and engagement with the diaspora

Result Areas		Activities	Outputs
a) Strengthened institutional capacity for the coordination of migration management	1.1	Conduct a detailed technical needs and capacity assessment covering key sector-specific ministries/departments to establish a baseline and capacity needs for migration governance	o One report produced o Two national consultative workshops on migration management held
	1.2	Provide technical assistance on the establishment of sustainable systems and mechanisms with an overall mandate to mobilize multi-stakeholder responses under a comprehensive migration management policy and legislative framework	o The National Migration Coordination Directorate (NMCD) established in government o Project Officer seconded to the NMCD o 16 IMCM meetings conducted (4 annually) o 4 annual Sector Policy Review Committee (SPRC) meetings convened
	1.3	Support for integrated border management	o A training module on integrated border management developed o 4 workshops on integrated border management conducted
	1.4	Support the Trafficking in Persons Inter-Ministerial Committee (ATIMC) to implement the Trafficking in Persons National Plan of Action (NAPLAC) as mandated in the Trafficking in Persons Act (2014)	o Technical assistance provided to the Anti-Trafficking in Persons Secretariat o Project Officer seconded to the Anti-Trafficking in Persons Secretariat o 4 annual reports on trafficking in persons (TiP) produced o 1 orientation workshop for the ATIMC terms of reference held o 1 NAPLAC review meeting held o 1 capacity-building workshop for the ATMIC members conducted o 16 ATIMC meetings conducted (4 annually)

Result Areas		Activities	Outputs
b) Coherent and gender-sensitive migration management policy framework in place	2.6	Support the formulation, review and adoption of three sector-specific migration policies, namely, the National Labour Migration Policy, the National Diaspora Policy and the National Immigration Policy	o National Labour Migration Policy, National Diaspora Policy, and National Immigration Policy developed, validated and launched o 3 migration policy action plans developed and adopted o 3 migration consultants engaged to spearhead the formulation and finalization of the migration policies o 6 consultative, review and validation, and launch workshops undertaken o 6 diaspora consultative engagement workshops held o 1,500 copies of the 3 sector-specific migration policies printed and distributed
	2.7	Technical assistance on migration statistics and policy briefs provided to inform policy and programmes	o Migration research grants issued to academia o 4 annual migration policy briefing papers produced o 4 annual seminars on migration convened o 4 annual migration profiles produced o 16 stakeholder consultative and validation meetings conducted o A national migration survey conducted by Zimbabwe National Statistics Agency (ZIMSTAT) o The NAPLAC reviewed by the ATIMC o A national TiP database established o 3 national annual reports on TiP produced and disseminated by the ATIMC
c) Enhanced protection of migrant rights through improved legislation	3.8	Facilitate migration legislation that is aligned with regional and international protocols	o Migration law review done o 2 lobby and advocacy workshops held, targeting parliamentarians and senate committees for purposes of supporting the ratification and domestication of the Palermo Smuggling Protocol o 1 capacity-building workshop on the Southern African Development Community (SADC) Free Movement Protocol, the SADC Employment and Labour Protocol, and other regional migration protocols conducted
	3.9	Support the Labour Migration Technical Working Group (TWG) in developing the standard operating procedure (SOP) and referral pathways for accessing social protection and services through government and non-government structures	o A gender-balanced Labour Migration TWG established o A national referral mechanism and SOP manual for the protection of and assistance to vulnerable migrants developed o 1 capacity-building training workshop for technical officials in government and civil society on the utilization of the developed SOP and the national referral pathways conducted o A communication and public information strategy on migration governance framework, migrant rights and national referral pathways developed and implemented with key media partners

Result Areas		Activities	Outputs
d) Improved neutral platforms for dialogue and schemes through which Zimbabweans in the diaspora contribute to decision-making and national development	4.10	Develop a diaspora engagement and remittance mobilization strategy	o 1 workshop to develop a diaspora engagement and remittances mobilization strategy conducted
	4.11	Undertake diaspora profiling and mapping surveys in host countries	o Diaspora profiling and mapping surveys conducted o Diaspora associations identified and sustainable outreach and confidence-building measures implemented
	4.12	Facilitate diaspora outreach and engagement platforms for diaspora participation in local and national development and governance processes	o 3 meetings between Zimbabwean embassies and the Zimbabwean diaspora communities in South Africa, the United Kingdom and the United States of America held o A website for national diaspora engagement created
	4.13	Facilitate the establishment of schemes for the mobilization of diaspora financial remittances into community-level and national socioeconomic development programmes	o Pilot participatory planning between 2 local authorities and respective diaspora associations and mobilization of resources conducted o 6 social development projects as prioritized through the dialogue process implemented o A study visit to Ethiopia, which has successfully adopted diaspora bonds, undertaken o 2 consultative seminars on diaspora bonds and debt instruments conducted
	4.14	Support a diaspora skills transfer programme	o A needs assessment for beneficiary tertiary training institutions conducted o 60 qualifying professionals in the education and health sectors supported to return on a short-term basis to teach at and share expertise with beneficiary tertiary training institutions
	5.1	Conduct a midterm action evaluation	o Midterm project evaluation undertaken to inform subsequent project implementation o 1 evaluation report published and distributed
	5.2	Undertake an end-of-action evaluation	o External project evaluation undertaken o 1 evaluation report published and distributed
	5.3	Visibility materials	o Visibility materials procured

ANNEX 2: LIST OF PARTICIPANTS AT CONSULTATIVE WORKSHOPS

First Name	Surname	Organization	Position/Profession
Portia	Manangazira	Ministry of Health and Child Care	Director, Epidemiology
Daniel	Sam	International Organization for Migration (IOM) Zimbabwe	Project Officer
Isheanopa	Rufu	Ministry of Foreign Affairs	Senior Administrative Officer
Abel Munyaradzi	Nyamangara	Department of Immigration	Immigration Officer
Thamari	Shadaya	Department of Immigration	Regional Immigration Officer
Farai	Sagonda	Zimbabwe Investment Authority (ZIA)	Investment Executive
Monica Vimbai	Hanga	Ministry of Public Service, Labour and Social Welfare (MoPSLSW)	Chief Labour Officer
Jefta	Chimwayi	Office of the President and Cabinet	Deputy Director
Aluwisio	Mukavhi	Zimbabwe National Statistics (ZIMSTAT)	Sampling Manager
Tidings	Matangira	ZIMSTAT	Manager, Labour Statistics
Charles	Kwenin	IOM	Senior Regional Adviser for sub-Saharan Africa
Grasiano	Nyaguse	MoEPIP	Director
David	Hamadziripi	Ministry of Foreign Affairs	Director
Francis	Munhundiripo	Ministry of Foreign Affairs	Principal Administrative Officer
Stellamaris	Chorwira	Homelink	Chief Executive Officer
Taguma	Mahonde	Ministry of Macro-Economic Planning and Investment Promotion	Principal Director
Simukai	Dhliwayo	Reserve Bank of Zimbabwe	Senior Inspector
Nicholas	Taylor	European Union Delegation	Head of Sector
Doreen	Munyati-Nyamukopa	United Nations Development Programme	Program Officer
Joyce	Shumba	Ministry of Justice, Legal and Parliamentary Affairs	Law Officer
Thandekile	Simango	ZBC Radio Zimbabwe	Executive Producer
Zororai	Nkomo	ZiFM Stereo	Reporter
Brenda	Ziga	*The Herald*	Reporter
Lily	Sanya	IOM Zimbabwe	Chief of Mission
Knowledge	Mareyanadzo	IOM Zimbabwe	Migration Policy and Liaison Officer
Hanyanani	Nleya	Star FM	Journalist
Ranga	Tigere	IOM Zimbabwe	Monitoring and Evaluation Officer
Gamuchirai	Perekwa	IOM Zimbabwe	Project Assistant (IT and Database)
Gideon	Madera	IOM Zimbabwe	Communication Assistant
Blessing	Kanengoni	IOM Zimbabwe	Migration Health Officer
Dominic	Muntanga	Returnee diaspora	
Stephen	Matenga	Zimbabwe Bird	Founder
Blessing	Rwaveya	Ministry of Macro-Economic Planning and Investment Promotion	Economist

ANNEX 3: LIST OF REPRESENTATIVES AT MINISTERIAL MEETINGS

11 July 2016	Ministry of Foreign Affairs (Munhumutapa Building)	
	Ambassador James Manzou	Acting Permanent Secretary
	Mr Francis Munhundiripo	Officer
	Mr Isheanopa Rufu	Officer, Multilateral Division
	International Organization for Migration	
	Mr Charles Kwenin	Senior Regional Adviser for sub-Saharan Africa
	Ms Lily Sanya	IOM Zimbabwe Chief of Mission
	Mr Knowledge Mareyanadzo	Migration Policy and Liaison Officer

11 July 2016	Ministry of Justice, Legal and Parliamentary Affairs (New Government Complex)	
	Mr Francis Gabi	Acting Permanent Secretary
	Mr Charles Manhiri	Acting Director
	Ms Joyce Shumba	Programme Officer
	International Organization for Migration	
	Mr Charles Kwenin	Senior Regional Adviser for sub-Saharan Africa
	Ms Lily Sanya	IOM Zimbabwe Chief of Mission
	Mr Knowledge Mareyanadzo	Migration Policy and Liaison Officer

12 July 2016	Ministry of Macro-Economic Planning and Investment Promotion (New Government Complex)	
	Dr Desire Sibanda	Permanent Secretary
	Mr Taguma Mahonde	Principal Director, Macro Economic Planning
	Mr Godfrey Mkwakwami	Deputy Director, Planning and Coordination
	Mr Wellington Uta	Economist, Economic Planning and Investment Promotion
	International Organization for Migration	
	Mr Charles Kwenin	Senior Regional Adviser for sub-Saharan Africa
	Ms Lily Sanya	IOM Zimbabwe Chief of Mission
	Mr Knowledge Mareyanadzo	Migration Policy and Liaison Officer

12 July 2016	Ministry of Public Service, Labour and Social Welfare (Kaguvi Building)	
	Mr Ngoni Masoka	Permanent Secretary
	Mr Clemence Vusani	Director, Labour Administration
	Mr Langton Ngorima	Acting Deputy Director, International Relations
	Mr Maxwell Parakokwa	Chief Labour Officer
	Mr Stanley Kadzima	Labour Officer
	International Organization for Migration	
	Mr Charles Kwenin	Senior Regional Adviser for sub-Saharan Africa
	Ms Lily Sanya	IOM Zimbabwe Chief of Mission
	Mr Knowledge Mareyanadzo	Migration Policy and Liaison Officer

12 July 2016	Ministry of Public Service, Labour and Social Welfare (Compensation House)	
	Mr Langton Ngorima	Acting Deputy Director, International Relations
	Mr Maxwell Parakokwa	Chief Labour Officer
	Mr Stanley Kadzima	Labour Officer
	Ms Margaret Ruzive	Programme Officer, Social Services
	Ms Monica Vimbai Hanga	Programme Officer, International Relations
	Ms Tariro Jongwe	Programme Officer, International Officer
	International Organization for Migration	
	Mr Charles Kwenin	Senior Regional Adviser for sub-Saharan Africa
	Ms Lily Sanya	IOM Zimbabwe Chief of Mission
	Mr Knowledge Mareyanadzo	Migration Policy and Liaison Officer

13 July 2016	Zimbabwe National Statistics Agency (Kaguvi Building)	
	Mr Mutasa Dzinotizeyi	Director General
	Mr Godfrey Matsinde	Acting Director, Population Census
	Mr Tidings Matangira	Labour Migration Information Systems Manager
	Mr Aluwisio Mukavhi	Census Sampling Manager
	International Organization for Migration	
	Mr Charles Kwenin	Senior Regional Adviser for sub-Saharan Africa
	Ms Lily Sanya	IOM Zimbabwe Chief of Mission
	Mr Knowledge Mareyanadzo	Migration Policy and Liaison Officer
	Ms Memory Mwale	National Project Officer – Capacity-building and Advocacy

13 July 2016	Department of Immigration (Linquenda Building)	
	Mr Givemore Charamba	Deputy Principal Director
	Mrs Thamari Shadaya	Regional Immigration Officer
	Mr Abel Munyaradzi Nyamangara	Immigration Officer
	International Organization for Migration	
	Mr Charles Kwenin	Senior Regional Adviser for sub-Saharan Africa
	Ms Lily Sanya	IOM Zimbabwe Chief of Mission
	Mr Knowledge Mareyanadzo	Migration Policy and Liaison Officer
	Ms Memory Mwale	National Project Officer – Capacity-building and Advocacy

13 July 2016	Ministry of Health and Child Care (Kaguvi Building)	
	Dr Portia Manangazira	Director, Epidemiology
	International Organization for Migration	
	Mr Charles Kwenin	Senior Regional Adviser for sub-Saharan Africa
	Ms Lily Sanya	IOM Zimbabwe Chief of Mission
	Mr Knowledge Mareyanadzo	Migration Policy and Liaison Officer

13 July 2018	Zimbabwe Investment Authority (ZIA Building)	
	Mr Sichoni Takoleza	Head of Operations
	Mr Farai Sagonda	Investment Officer
	International Organization for Migration	
	Mr Charles Kwenin	Senior Regional Adviser for sub-Saharan Africa
	Ms Lily Sanya	IOM Zimbabwe Chief of Mission
	Mr Knowledge Mareyanadzo	Migration Policy and Liaison Officer
	Ms Memory Mwale	National Project Officer – Capacity-building and Advocacy

International Organization for Migration
4 Duthie Road, Alexandra Park, Harare, Zimbabwe
Tel.: +263 4 704285/88/90 • Email: iomhre@iom.int • Website: http://zimbabwe.iom.int