Town of Beitbridge | PROFILE 2022

MIGRATION
GOVERNANCE
INDICATORS

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OBJECTIVES

1 Help local authorities take stock of the migration initiatives they have in place.

2 Foster dialogue on migration between national governments and local authorities.

3 Enable local authorities to learn from one another by sharing common challenges and identifying potential solutions.

"Rapid urbanization continues to transform the demographic landscape of many countries around the world. Cities are already home to the majority of international migrants, driven by opportunity as well as necessity, and local authorities are becoming leaders in finding creative solutions for rapid social change, supporting communities through innovation."[1]

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[1] António Vitorino, IOM Director General, Report to the 109th Session of the IOM Council (November 2018). Available at www.iom.int/speeches-and-talks/ director-general-report-109th-session-council.

INTRODUCTION

The Migration Governance Indicators

In 2015, the International Organization for Migration (IOM) developed the Migration Governance Framework (MiGOF). This Framework offers a concise view of an ideal approach that allows a State to determine what it might need to govern migration well and in a way that suits its circumstances. That same year, IOM in collaboration with Economist Impact developed the Migration Governance Indicators (MGI), a set of 90 indicators that help States assess the comprehensiveness of their migration governance structures.

The indicators constitute a starting point to engage governments in a consultative process that allows them to identify areas that are well-developed and others that would benefit from further development, and most importantly priorities that are in line with the specific challenges and opportunities a given country is facing.

The MGI is characterized by three main fundamental attributes:

1. The MGI is a **voluntary** exercise: The MGI is conducted in countries that have requested to be part of the process.

2. The MGI is **sensitive to national** specificities: The MGI recognizes the different challenges and opportunities of each context, and therefore, does not propose a one-size-fits-all solution, but rather spark a discussion on what well-governed migration can mean.

3. The MGI is not a static tool. It is a **process**: The MGI is not a static tool to collect data on countries' migration frameworks. It is rather the first step of a dynamic process that can enable governments to identify areas of their migration policy in need of further development, or that could benefit from capacity-building.

Migration Governance Indicators: From national to local

The role of cities and municipalities in migration governance[2] has grown significantly in recent decades, given the rapid pace of urbanization and the importance of cities as destinations for all forms of migration and displacement. Researchers, policymakers and international development agencies have all highlighted the crucial role of cities and municipalities in both accommodating migrants and formulating sustainable responses to migration-related matters.

In 2016, United Nations member States adopted the New Urban Agenda at the Habitat III Conference in Quito (Ecuador). This was the first time that a United Nations framework fully integrated migration into the strategic planning and management of cities and urban systems. Its adoption was a significant recognition of the role of local governments not only in the management of migration at the local level but also in realizing the urban dimensions of the 2030 Agenda for Sustainable Development. This includes, but is not limited to, Sustainable Development Goal 11, which has been designed to make cities and human settlements inclusive, safe, resilient and sustainable.

To support the discussion between levels of governments on migration governance, IOM has adapted the MGI[3] to the local level. The Local MGI seeks to offer a more comprehensive picture of a country's migration governance landscape by juxtaposing a local dimension to MGI national assessments. Like its national equivalent, the Local MGI[4] is based on a set of about 80 indicators helping local authorities take stock of local migration strategies or initiatives in place and identify good practices as well as areas with potential for further development.

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[2] Migration governance refers to the system of institutions, legal frameworks, mechanisms and practices aimed at regulating migration and protecting migrants. It is used almost synonymously with the term "migration management", although the latter is also sometimes used to refer to the narrow act of regulating cross-border movement at the State level.

[3] The Migration Governance Indicators were developed in 2015 by IOM in collaboration with Economist Impact. More information is available at www.migrationdataportal.org/overviews/mgi.

[4] More information is available at https://migrationdataportal.org/local-mgi.

The aim of the exercise is to foster dialogue on migration between national governments and local authorities and enable local authorities to learn from one another by discussing common challenges and identifying potential solutions.

While the Local MGI retains the attributes of the National MGI, it is also anchored in the notion that cities and local authorities have different capacities, competencies and added value when it comes to governing migration. Therefore, the methodology has been adapted to reflect that the degree of fiscal and political autonomy of participating cities influences the kind of migration governance they can practically and legally engage in. Furthermore, new indicators of the level of autonomy and capacities have been added to give some context to the results of the assessment.

Given the differences outlined between the MGI at the national and local levels, the purpose of the Local MGI is not to provide a baseline, but rather to be a tool for government authorities to have an introspective look at the measures they have in place to manage migration, as well as to share their experiences. Furthermore, it recognizes that good practices can take different forms depending on the division of competencies between local and national authorities. Therefore, the Local MGI analysis should not be interpreted as an invitation to change the division of competencies, but rather be understood as a tool to spark a discussion on what cities can do with regard to migration within the scope of their mandate.

In 2021, four MGI assessments were carried out simultaneously in Zimbabwe at the local level for the towns of Beitbridge and Plumtree and the cities of Harare and Mutare.

This report is the result of the implementation of the Local MGI in the town of Beitbridge (Zimbabwe). This profile summarizes key examples of well-developed areas as well as areas with potential for further development of the local migration governance.

Migration trends

The Beitbridge Border Post is the only official point of entry between Zimbabwe and South Africa, with 22 other informal points of entry along the 200-kilometre border shared by the two countries. In 2019, a total of 5,368,783 movements were recorded at the Beitbridge Border Post, comprising 2,790,051 entries and 2,578,732 exits (IOM, 2021).

A high number of people transit both in and out through Beitbridge Border Post, averaging 15,000 people per day (IOM, 2020a).[5] However, data are not disaggregated by migratory status of the net population of migrants or their country of origin, nor are there data on the migrant population in Beitbridge. There are mixed migration flows between Zimbabwe and South Africa, with regular and irregular cross-border movements for employment, trade and commerce; health services; or family reunion.[6]

As of 2020, 2.8 per cent of Zimbabwe's population are foreign-born, amounting to 416,100 of the estimated 14.9 million population of the country. Of the migrant population, 43.2 per cent are female, 14.7 per cent are 19 years old and younger, and 8.8 per cent are 65 years old and above.[7]

The country's Migration Profile for 2010–2016 (ZimStat, 2018) estimated that 571,970 Zimbabweans were living in one of the top five countries of destination for Zimbabwean migrants in 2013 – South Africa, the United Kingdom, Malawi, Australia and Botswana. Approximately 87 per cent of international migrants in Zimbabwe hailed from five countries in 2013, namely Mozambique, Malawi, South Africa, Zambia and the United Kingdom (ibid.). According to the 2012 Zimbabwe Population Census (ZimStat, 2012), of the non-citizen population, 44 per cent have Mozambican citizenship, 27 per cent have Malawian citizenship, and 9 per cent have Zambian citizenship, while 2 per cent of the non-citizen population are stateless. In 2018, Chinese nationals comprised the largest group of temporary employment permit holders from a single country, accounting for 71 per cent of temporary employment permits issued between 2010 and 2016 (ZimStat, 2018).

Zimbabwe's administrative structure

Zimbabwe has 10 provinces and 59 administrative districts. Beitbridge lies in the province of Matabeleland South at the border between Zimbabwe and South Africa and is the southernmost town of the country. It is administered by the Municipality of Beitbridge, referred to as Beitbridge Town Council (BTC). BTC is the statutory body charged with providing services to the residents in its area of jurisdiction, based on the Urban Councils Act (1995). Beitbridge is divided into six wards, each with an elected councillor. Its population is currently estimated to be 70,000.

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[5] "Transit population" refers to the number of people in the town for purposes of crossing the border.
[6] Illicit activities include trafficking in persons and smuggling of goods.
[7] See the Migration Data Portal's Zimbabwe page, available at https://migrationdataportal.org/data?amp%3Bfocus=profile&i=stock_abs_&t=2020&cm49=716.

Competencies of the town

Level of decentralization of local authorities	The Constitution of Zimbabwe (2013) provides for devolution under chapter 14, and the adoption by the Zimbabwean Parliament of the Devolution and Decentralisation Policy in July 2020 set the necessary legislative and practical framework for its implementation. This Policy assigns to local authorities the responsibility to "manage" and "represent" the affairs of people in their respective areas. Every local authority is given the "right to govern" its jurisdiction with "all" the necessary powers to do so, including devolved powers. The Regional, Town and Country Planning Act (1976) provides the mechanisms for planning in regions, districts and local areas. Central governmental power and responsibilities that have been devolved to provincial and metropolitan councils and local authorities exclude defence, security, maintenance of trunk highway, and operation of civil aviation control, which are still under the mandate of the central Government. BTC is the administrative local authority tasked with providing services for residents of Beitbridge. These include clean drinking water, housing, accommodation, health services, and waste management, as well as applying levy rates, as established by the Urban Councils Act. The Ministry of Local Government and Public Works wields significant powers, and under certain circumstances, it can interfere in the affairs of local bodies, such as in cases where the Council fails to perform its duties or deal with its budgetary issues.
The competencies of cities in relation to migration	Zimbabwe is a centralized unitary State with limited formal powers for local authorities to develop policy, except in specific areas where power is formally delegated. The primary acts that govern local authorities are the Urban Councils Act, the Rural District Councils Act (1988), the Public Finance Management Act (2009), and the Regional, Town and Country Planning Act. These four pieces of legislation form the principal basis for the implementation of local government policy in Zimbabwe and establish the relationship between local authorities and the central Government. Local authorities are not allowed to perform functions not specifically mentioned in their enabling legislations. The above-mentioned pieces of legislation together with the Devolution and Decentralisation Policy (2020) devolve the provision of basic services to local authorities, which also encompasses the development of local policies that facilitate the provision of social services that can include migrants.

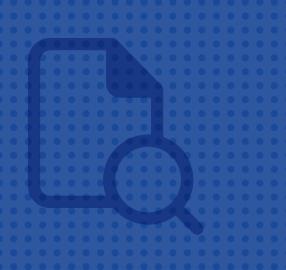|	
	In practice, however, BTC has not developed any policies, guidelines or frameworks that deal specifically with migration. All existing migration-focused policies and frameworks are at the national level. The Beitbridge Border Post area itself falls under the central Government's jurisdiction, and the Town Council has assisted by deploying its personnel to the border as and when required.
Local financing mechanisms and the restrictions on their use	BTC finances its work mainly through the traditional revenue sources for local authorities, such as levies, rates, licences and fines. The central Government also periodically extends grants which are earmarked for specific interventions, such as those related to COVID-19, along with donations from various sources. Further, the local authority runs a few income-generating projects, which include a farm and a truck port. BTC adopted a budget of ZWD 935 million (USD 2.5 million) for 2021, but there are no budget lines specific to migration, and the Municipal Council receives no special funding from the central Government. The Urban Councils Act tackles financial matters and all incidental issues pertaining to the administration of finances by public authorities. BTC is covered by these provisions, which include the powers that local authorities have to raise revenue and develop mechanisms to control the utilization of financial resources.
Local participation in the formulation of migration policy	BTC has not participated in the formulation of the National Migration Policy (2020), and neither has the leadership of the Beitbridge District. However, the Department of Immigration office in Beitbridge, which provides the people to operate the Beitbridge Border Post, was consulted as it is responsible for carrying out all functions designated to it within the provisions of the Immigration Act (1979) and the Immigration Regulations (1998). At the national level, participation of local authorities in migration policy development has been minimal, and the participation of national-level ministries – including the Ministry of Local Government and Public Works, which is in charge of local authorities – has mainly been through multi-institutional round-table consultations. These consultations were conducted during the development of the draft National Migration Policy, and these stakeholders have also been engaged during the validation exercise for the Policy which was held in November 2021.

KEY FINDINGS

The Local MGI is composed of approximately 80 indicators grouped under the six different dimensions of migration governance that draw upon the MiGOF categories:

MIGRANTS' RIGHTS
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Indicators in this category look at the extent to which migrants have access to certain social services such as health, education and social security. They also examine measures to ensure integration and access to work.

WHOLE-OF-GOVERNMENT APPROACH
PAGE 17

Indicators in this category assess the institutional frameworks of cities, municipalities or states for migration. This area also examines the existence of migration strategies consistent with development objectives, as well as institutional transparency and coherence in migration management.

PARTNERSHIPS
PAGE 18

Indicators in this category focus on cities, municipalities or states' efforts to cooperate on migration issues with the national government as well as other cities and relevant non-governmental actors, including civil society organizations and the private sector.

WELL-BEING OF MIGRANTS
PAGE 20

Indicators in this category assess cities, municipalities or states' initiatives in terms of international student mobility, access to the labour market and decent working conditions for migrant workers. Aspects related to diaspora engagement and migrant remittances are also included in this domain.

MOBILITY DIMENSION OF CRISES
PAGE 21

Indicators in this category examine the type and level of readiness of cities, municipalities or states to deal with aspects of mobility crises. The questions focus on the processes in place for citizens and non-citizens both during and after disasters, especially if humanitarian assistance is available for migrants and citizens.

SAFE, ORDERLY AND REGULAR MIGRATION
PAGE 22

Indicators in this category look at the cities, municipalities or states' approaches to migrant safety as well as return and reintegration policies and the fight against trafficking in persons.

1 ADHERENCE TO INTERNATIONAL STANDARDS AND FULFILMENT OF MIGRANTS' RIGHTS

1.1. Migration governance: Examples of well-developed areas

The Urban Councils Act (1995) gives urban councils the power to provide and operate hospitals, clinics, and dispensaries and to take any measures or provide any facilities considered necessary for the maintenance of health. Beitbridge Town Council (BTC) has no specific measures in place to facilitate access to Government-funded health services for migrants, yet they can all access health care on the same level as nationals. BTC runs two local medical clinics that use the Ministry of Health and Child Care's tariffs, under which those below the age of 5 years and over the age of 65 have free access to services. In addition to the Council-run clinics, BTC partners with non-State actors to operate private, open-access clinics such as the Wellness Centre run by Doctors Without Borders (*Médecins Sans Frontières*), which caters primarily to truckers and sex workers of all nationalities.

Nationals and non-nationals pay the same fees and have equal access to the two schools run by BTC – a primary school and a high school. The Education Act (1987) empowers local authorities to "endeavour to establish and maintain such primary schools as may be necessary for all children in the area under its jurisdiction" for the purpose of "ensuring a fair and equitable provision of primary education throughout Zimbabwe".

The child protection system in Zimbabwe is centralized, and unaccompanied minors are placed in the care of the Department of Social Development under the Ministry of Public Service, Labour and Social Welfare. The Beitbridge office of the Department of Social Development is responsible for activating national procedures on issues regarding unaccompanied minors, although there are no local-level procedures aimed at ensuring the protection of migrant children, unaccompanied minors and children left behind. The local office places children in designated safe locations and initiates contact tracing, while the Beitbridge District Registry assists with registration. The Beitbridge Reception and Support Centre also provides shelter to unaccompanied minors, working with the Department of Social Development and Child Protection Society.

1.2. Areas with potential for further development

BTC offers no assistance to those who wish to migrate. Equally, no such services are rendered by the Department of Immigration's office in Beitbridge or the Beitbridge District Registry. However, at the national level, the National Labour Migration Policy (2020) establishes that pre-departure training should be conducted for migrants by IOM, the International Labour Organization, the Government of Zimbabwe, non-governmental organizations and recruitment agencies, on topics such as financial literacy, the background situation in the destination country, occupational safety and health and other conditions at work, and HIV and AIDS.

Beitbridge has no strategy to combat hate crimes, violence, xenophobia or discrimination against migrants. Equally, no such strategy exists at the national level. However, both the Constitution of Zimbabwe (2013) and the draft Zimbabwe National Migration Policy (2020) prohibit discrimination.[8] Also, the National Labour Migration Policy aims to ensure that migrant workers have decent working conditions and their fundamental human and labour rights are protected.

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[8] The Constitution stipulates equality before the law and that nationality is a prohibited ground for discrimination, while the draft Zimbabwe National Migration Policy expressly captures principles of non-discrimination.

2 FORMULATES POLICY USING EVIDENCE AND WHOLE-OF-GOVERNMENT APPROACH

2.1. Areas with potential for further development

There is no local agency or department responsible for designing migration policies or strategic plans. At the national level, the Ministry of Home Affairs and Cultural Heritage bears the overall responsibility for migration policy formulation and the coordination of its implementation, as it is granted the powers to administer the Immigration Act (1979). Beitbridge Town Council (BTC) was not involved in the development of the draft Zimbabwe National Migration Policy (2020). However, national-level departments with a presence at the Beitbridge Border Post – including the Department of Immigration, the Zimbabwe Republic Police and the Department of Social Development – participated in a technical validation exercise relating to the draft National Migration Policy.

Local authorities have no measures to enhance the overall vertical policy coherence on migration-related issues. However, said issues have been considered in platforms such as the Beitbridge District Civil Protection Committee, which is responsible for disaster management and made up of government departments represented in Beitbridge, non-governmental organizations, the Beitbridge Rural District Council and Beitbridge Town Council.

Beitbridge does not have an agency or department tasked with coordinating efforts to engage with diaspora groups present within its jurisdiction. At the national level, the diaspora policy is enacted and managed through the Ministry of Foreign Affairs and International Trade – in particular, its Diaspora Directorate. The Directorate acts as a focal entry point for the diaspora to liaise with the Government, and it aims to engage them in discussions on national development issues. However, neither the Ministry nor the Directorate has offices in Beitbridge to deal with diaspora issues.

Neither BTC nor the district to which it belongs has a migration policy in place. At the national level, the draft National Migration Policy aims "to provide a basis for effectively harnessing migration for development", and the National Labour Migration Policy (2020) specifically addresses issues of migrant workers' integration, although it does not address the local level specifically.

Migration data are not collected and published at the local level. All migration data collected by the Department of Immigration's office in Beitbridge are forwarded to the Department's national offices for processing and publication. The information is used to inform national publications – such as the Labour Force and Child Labour Survey conducted by the Zimbabwe National Statistics Agency. These labour force data provide information on labour migration but are not disaggregated at the city level.

3 ENGAGES WITH PARTNERS TO ADDRESS MIGRATION AND RELATED ISSUES

3.1. Migration governance: Examples of well-developed areas

Beitbridge Town Council (BTC) cooperates with various non-governmental organizations (NGOs) on migration-related issues. At the Beitbridge Reception and Support Centre, which is run by the Department of Social Services' office in Beitbridge, various NGOs provide services. For instance, the Zimbabwe Red Cross Society provides migrants with phone and Internet access in order to contact their relatives.

NGOs were also consulted in the development of the Beitbridge District Disaster Risk Management Plan (2019–2022), which was developed by the Beitbridge District Civil Protection Committee. Furthermore, BTC and the Beitbridge-based offices of government departments, specifically the Department of Immigration and the Department of Social Development, collaborate closely with IOM. For instance, during the COVID-19 pandemic, IOM provided kits to satisfy the basic needs of migrants in the quarantine and isolation centre in Beitbridge.

In addition, BTC has been working with IOM for capacity-building, knowledge development and data collection on migration issues. For instance, BTC participated in the Beitbridge Population Mobility Mapping exercise conducted by IOM in December 2020.[9]

The Office of the United Nations High Commissioner for Refugees (UNHCR) is also an active collaborator with local government stakeholders in Beitbridge through the Beitbridge Reception Centre. UNHCR provides capacity-building and training to Zimbabwean authorities and civil society on refugee protection in close coordination with relevant partners. For example, in August 2018, UNHCR and IOM provided such a training to the Beitbridge District Civil Protection Committee.

3.2. Areas with potential for further development

There is no documented activity of migrant associations in Beitbridge. However, BTC has collaborated on an ad hoc basis with both the Republic of South Africa–Zimbabwe Cross Border Taxi Association and the Zimbabwe Cross Border Traders Association, the former representing cross-border passenger transporters across the Beitbridge Border Post and the latter representing informal traders across Zimbabwe (who frequently cross the border on a daily basis). However, no migrant groups were consulted in the development of local documents, including the Beitbridge District Disaster Risk Management Plan.

BTC does not formally engage members of the diaspora and expatriate communities in agenda-setting and the implementation of migration-related programmes and policies. Members of the diaspora community in Beitbridge have the same access as nationals to services which BTC ordinarily provides, such as local business licensing and processing of applications for allocation of land for housing.

There are no bilateral engagements between BTC and any other local authorities in Zimbabwe. However, BTC is a member of a multilateral platform, the Urban Councils Association of Zimbabwe, where various functionaries within the local urban councils engage in committee-level platforms.[10] Nonetheless, there is no committee specific to migration, and neither do the discussions focus on migration

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[9] The Beitbridge Population Mobility Mapping aims to provide the Government, communities, and humanitarian partners with information on population mobility and cross-border movements.

[10] Key areas of focus for the Urban Councils Association of Zimbabwe are to lobby government and relevant organizations; to research matters of importance to its members, where appropriate, in partnership with other experts at institutions of higher learning; to scrutinize legislation and current policies in light of current trends and thinking in the local Government and make recommendations thereon; to study practices in other jurisdictions and make recommendations thereon; and to provide expertise to members with the cooperation of partners in the local Government, in key areas such as finance and health.

BTC interacts with various civil society organizations in agenda-setting and the implementation of policies and programmes, but mostly on issues that are not directly related to migration.

Beitbridge is not part of any international network for knowledge or best practice exchange on migration issues.

4 ADVANCES THE SOCIOECONOMIC WELL-BEING OF MIGRANTS AND SOCIETY

4.1. Areas with potential for further development

Beitbridge does not have a local-level assessment for monitoring the local labour market demand for and supply of migrants as well as the effects of emigration on the local labour market. Labour issues are handled by the local office of the Labour Administration Department under the Ministry of Public Service, Labour and Social Welfare. At the national level, the Government conducts a national assessment for monitoring the labour market demand every five years, through the Zimbabwe National Statistics Agency's Labour Force and Child Labour Survey. This survey comprehensively covers labour market demand issues, including the labour market demand for immigrants. The latest report was released in 2020. In 2018, the Ministry of Higher and Tertiary Education completed the National Critical Skills Audit and released a report, capturing the effects of "brain drain" on the domestic labour market. However, none of these assessments provided data disaggregated at the local level.

There are no programmes or measures at the local level to support foreign residents in relation to entrepreneurship. At the national level, the Ministry of Women Affairs, Community, Small and Medium Enterprises Development provides women with support to start income-generating work through the Women Development Fund.[11] Although these initiatives are not specifically designed to benefit migrants, these facilities are available to foreign nationals, provided they have a valid residence permit.

There are no measures in place at the local level to promote gender equality generally or for migrants in the labour force. However, Beitbridge Town Council (BTC) is bound by the provisions of the Constitution (2013), which prescribes the protection of women's rights in all laws, customs, traditions and cultural practices. At the national level, the National Labour Migration Policy (2020) provides for a gender-sensitive approach to labour migration, recognizing that "[l]abour migration affects women and men differently, and the impact of labour migration is not gender neutral".

There are no local-level measures to promote the ethical recruitment of migrant workers. There are, however, mechanisms implemented by the Labour Administration Department's office in Beitbridge, to ensure ethical and non-exploitative working conditions. For example, truck drivers who are employed as migrant workers can escalate complaints to the Beitbridge office of the Labour Administration Department about non-payment of salaries, and the Department intervenes through conciliatory processes. At the national level, Zimbabwe has no strategy in place to promote the ethical recruitment of migrant workers, although labour rights protections based on the country's laws and policies apply equally to nationals and migrants.[12]

Beitbridge has no strategy or programme to reduce or monitor the costs of sending and receiving remittances. Similarly, there are no local programmes designed to facilitate financial inclusion and support financial literacy specifically for migrants and their families. At the national level, the National Financial Inclusion Strategy (2016–2020) – developed by the Reserve Bank of Zimbabwe – tackles financial inclusion in general terms but does not specifically address migrants.

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[11] Women can form groups and apply for funding of up to ZWL 400,000 (around USD 1,100) to start a project.

[12] The Labour Act provides for protection against discrimination in recruitment, classifies as unfair labour practice the demands from any employee or prospective employee for any sexual favour as a condition of the recruitment for employment, and prohibits child labour. The Constitution provides protection against forced or compulsory labour and states that women and men have the right to equal remuneration for similar work.

5 EFFECTIVELY ADDRESSES THE MOBILITY DIMENSIONS OF CRISES

5.1. Migration governance: Examples of well-developed areas

The Beitbridge District Disaster Risk Management Plan (2019–2022) includes provisions for displacements occasioned by floods.[13] It identifies areas within the Beitbridge District that are at risk, and proposes interventions and solutions, among them early warning and evacuation of people to pre-identified sites. Mitigation strategies and solutions include identification and preparation of possible evacuation sites, developing food and water supply strategies, and maintaining inventories of local and external resources.

BTC and the local offices of the Department of Social Development operationalize the provisions of the National Referral Mechanism for Vulnerable Migrants in Zimbabwe (NRM) (2018), developed by the Ministry of Public Service, Labour and Social Welfare to protect children, unaccompanied minors and children left behind, including during disasters.

5.2. Areas with potential for further development

Beitbridge Town Council and the local offices of government departments use the established national systems to support migrants in times of crisis. BTC and said local offices are required to operationalize the NRM. The standard operating procedures outlined in the NRM identify embassies, foreign missions and humanitarian organizations as the first responders called upon to assist in ensuring the safety and security of "third-country nationals", through either evacuation to safe locations or repatriation. As such, the role of local authorities in times of crisis is limited to providing humanitarian services on an ad hoc basis and collaborating with civil society organizations. Beitbridge has also established general emergency response coordination through the Beitbridge District Civil Protection Committee, which includes multiple State and non-State stakeholders.

The Beitbridge District Disaster Risk Management Plan contains a Climate Change Disaster Risk Reduction Planning Guide, which outlines the risks associated with climate change-induced disaster but does not address migration issues linked to environmental degradation and the adverse effects of climate change. The Plan also has no measures to manage large-scale population movements in times of crisis. Evacuation is addressed only in respect of the displacement impacts of flooding.

There is no local development strategy in Beitbridge, and the town has no dedicated strategy regarding displacement. However, BTC and local offices of government departments have responded to displacement on an ad hoc basis, using the Beitbridge District Disaster Risk Management Plan as necessary. The Plan sets up mechanisms to communicate with the public and the stakeholders involved in disaster response during times of crisis.[14] This is managed by the Beitbridge District Emergency Services Sub-committee of the District Civil Protection Committee, which is mandated to establish a command centre when responding to a disaster. This Sub-committee also coordinates with a local radio station and manages an online chat platform that includes all stakeholders involved in disaster management in the district.

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[13] This Plan is a district-level document, as opposed to the town-level plan developed by BTC.
[14] Communication is managed at the district level, as opposed to the municipal level.

6 ENSURES THAT MIGRATION TAKES PLACE IN A SAFE, ORDERLY AND REGULAR MANNER

6.1. Migration governance: Examples of well-developed areas

Beitbridge Town Council (BTC) has no specific mechanisms to ensure that migrants have access to justice, including public safety, yet all protection and access to justice mechanisms are available to nationals and migrants. Migrants are accorded the same constitutional rights as nationals, including approaching law-based non-governmental organizations for pro bono services, hiring legal practitioners of their choice and at their own expense, and accessing the Legal Aid Directorate. Migrants can also directly approach the courts for assistance.

BTC and local offices of the central Government use existing national systems to facilitate the arrival and settlement of refugee populations in Beitbridge even if there are no specific local-level processes. They are required to operationalize the National Referral Mechanism for Vulnerable Migrants in Zimbabwe (NRM) (2018), which outlines the entire asylum seeker and refugee management system and standard operating procedures in this regard. Once the Department of Immigration's office in Beitbridge has completed the interview process for asylum seekers, they are referred to the Ministry of Public Service, Labour and Social Welfare's local office in the town.

6.2. Areas with potential for further development

Civil servants at the local level do not receive regular training on migration issues. The Department of Immigration conducts an induction training for its officers on migrant rights and existing legal frameworks on migration, such as the Immigration Act (1979), the Immigration Regulations (1998) and the NRM, along with ad hoc training-based programmatic interventions in partnership with IOM.

There is no local government programme in Beitbridge that focuses on facilitating migrant reintegration. Instead, BTC provides the standard municipal services for them, such as processing applications for housing, in the same manner as for residents. At the national level, IOM and the Government of Zimbabwe established the Beitbridge Reception and Support Centre in 2006 to provide aid in the form of food, safe migration advice, protection assistance, medical and counselling assistance, HIV counselling and testing services, and transport assistance to various in-country destinations to over 580,000 nationals returning from South Africa and Botswana. The Ministry of Public Service, Labour and Social Welfare has overseen the Centre since 2015, and the Ministry's Department of Social Development operates it.

There are no measures to combat human trafficking at the local level in Beitbridge. but there are those implemented by national authorities. For example, the Zimbabwe Republic Police and the Zimbabwe National Army are deployed along the border and work with the Department of Immigration to prevent and detect trafficking. Nationally, the Trafficking in Persons Act (2014) criminalizes the practice and localizes the United Nations Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children (2000).

There are no specific local-level measures to combat the exploitation of migrant workers. However, at the national level, the Labour Act (1985) protects all employees against discrimination on the basis of place of origin and sex in respect of employment-related aspects such as remuneration and promotion. The Constitution (2013) further provides protection against forced or compulsory labour and states that women and men have the right to equal remuneration for similar work. In addition, the National Labour Migration Policy (2020) aims to protect migrant workers from exploitation.

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PREPAREDNESS AND RESPONSE PROTOCOLS ON THE RISKS OF THE NOVEL CORONAVIRUS (COVID-19)

This annex summarizes key local COVID-19 policy responses in the town of Beitbridge from a migration governance perspective. It is based on 11 questions that were added to the standard Migration Governance Indicators (MGI) assessment in Beitbridge in order to effectively assess local migration governance in the context of the COVID-19 pandemic.

COVID-19 has been managed with a "leave no one behind" approach in Beitbridge, and migrants irrespective of their migratory status have not been excluded from health response measures. COVID-19-related health services were offered to everyone in Zimbabwe, including COVID-19 vaccinations. Beitbridge Town Council (BTC) and local stakeholders have implemented the Zimbabwe COVID-19 Preparedness and Response Plan (2020), developed by the Ministry of Health and Child Care.[1] BTC identified places for use as quarantine centres, and these have also housed migrants. Further, six health facilities, including Beitbridge District Hospital, were prioritized as part of disease preparedness and response, based on their proximity to points of entry, capacity, and possible service reach to mobile populations and the communities they interact with.[2]

BTC has put in place measures to ensure physical distancing and adequate prevention mechanisms in settings with a high concentration of migrants, such as the Beitbridge Border Post[3] and the Beitbridge Reception and Support Centre. BTC has also deployed its personnel in addition to the Ministry of Health and Child Care's staff at the border post. Port Health officials conduct health screenings prior to immigration checks by the relevant officials. However, the other 22 unofficial entry points in Beitbridge pose a challenge as COVID-19 screening mechanisms are not available there.[4]

1   Ministry of Health and Child Care, *Zimbabwe Preparedness and Response Plan: Coronavirus Disease 2019 (COVID-19)* (March 2020). Available at https://kubatana.net/wp-content/uploads/2020/03/Zim-CoVID-19-Preparedness-Plan_LaunchedCopy.pdf.
2   International Organization for Migration (IOM), *Zimbabwe – Population Mobility Mapping (Beitbridge)* (2020). Available at https://dtm.iom.int/reports/zimbabwe-%E2%80%94-population-mobility-mapping-beitbridge.
3   *The Herald*, Municipality disinfects border post. 8 April 2020. Available at www.herald.co.zw/municipality-disinfects-border-post/.
4   IOM, *Zimbabwe – Population Mobility Mapping (Beitbridge)* (2020).

Beyond providing assistance in quarantine centres, BTC and local offices of government departments have not extended dedicated assistance to migrants stranded in the town. In the quarantine and isolation centre – the Beitbridge Reception Centre run by the Beitbridge office of the Department of Social Services – assistance includes the provision of food, medication, clothing for those in need, and sanitary products for women.

Beitbridge has no measures in place to support or facilitate the sustainable reintegration of former residents (both nationals and foreigners) who return to the area in the context of COVID-19. At the national level, the Zimbabwe COVID-19 Preparedness and Response Plan does not contain such measures.[5]

BTC and the local office of the Ministry of Health and Child Care provide COVID-19-related information in English and the local languages (which include Shona, Ndebele and Kalanga).

There are no measures in place to promote diaspora contributions to the COVID-19 response in Beitbridge.

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[5] Ministry of Health and Child Care, *Zimbabwe Preparedness and Response Plan: Coronavirus Disease 2019 (COVID-19)* (March 2020).

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MIGRATION
GOVERNANCE
INDICATORS
LOCAL

IOM
UN MIGRATION

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ANNEXES

MiGOF: Migration Governance Framework[15]

In an attempt to define the concept of "well-managed migration policies", the International Organization for Migration (IOM) devised a Migration Governance Framework (MiGOF), which was welcomed by the IOM Council in November 2015. For the purposes of the Migration Governance Framework, IOM defines governance as "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".

The Framework sets out the essential elements of "good migration governance" – three principles and three objectives which, if respected and fulfilled, would ensure that migration is humane, safe and orderly, and that it provides benefits for migrants and societies.[16] IOM's view is that a migration system promotes migration and human mobility that is humane and orderly and benefits migrants and society:

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;

As it seeks to:
(i)   Advance the socioeconomic well-being of migrants and society;
(ii)   Effectively address the mobility dimensions of crises;
(iii) Ensure that migration takes place in a safe, orderly and dignified manner.

The MiGOF does NOT create new standards or norms. In drafting the Framework, IOM relied on its expertise and analytical work, as well as on existing commitments, non-binding declarations and statements. It does NOT address global migration governance that is the international architecture for dealing with issues related to migration and human mobility. Instead, the focus is on the governance and management of migration from the point of view of the State as the primary actor. It does NOT propose one model for all States. The Framework presents a "high road" or ideal version of migration governance, to which States can aspire.

The MiGOF 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 – citizens, migrants, international organizations, the private sector, unions, non-governmental organizations, community organizations, religious organizations and academia – contribute to migration governance through their interaction with States and each other.

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The MGI process

1
Launch of the Local MGI process

The first step of the process is to explain to key national and local government officials what the Local MGI entails, in order to ensure full understanding of the project and complete buy-in at both levels.

2
Data collection

The second step of the process is to start the collection and analysis of data based on adapted indicators from the MGI. A draft local migration governance profile based on analysis of the findings is then shared with the government counterparts.

3
Multi-stakeholder discussions on the results of the MGI

The third step of the process is to convene a consultation where local and national government officials and other stakeholders discuss the good practices and main gaps identified in the draft local migration governance profile. It is also an opportunity for them to comment on and provide suggestions to the draft profile.

4
Final report

The last step is to finalize the local migration governance profile, obtain final validation from the local authorities, and publish a printed version of the report as well as an online version on the Global Migration Data Portal[16] and upload it on the IOM Publications Platform.[17]

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[16] You can find the profiles at www.migrationdataportal.org/overviews/mgi.
[17] Please see https://publications.iom.int/.

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