

City of Harare | PROFILE 2022

MIGRATION

GOVERNANCE

INDICATORS

LOCAL



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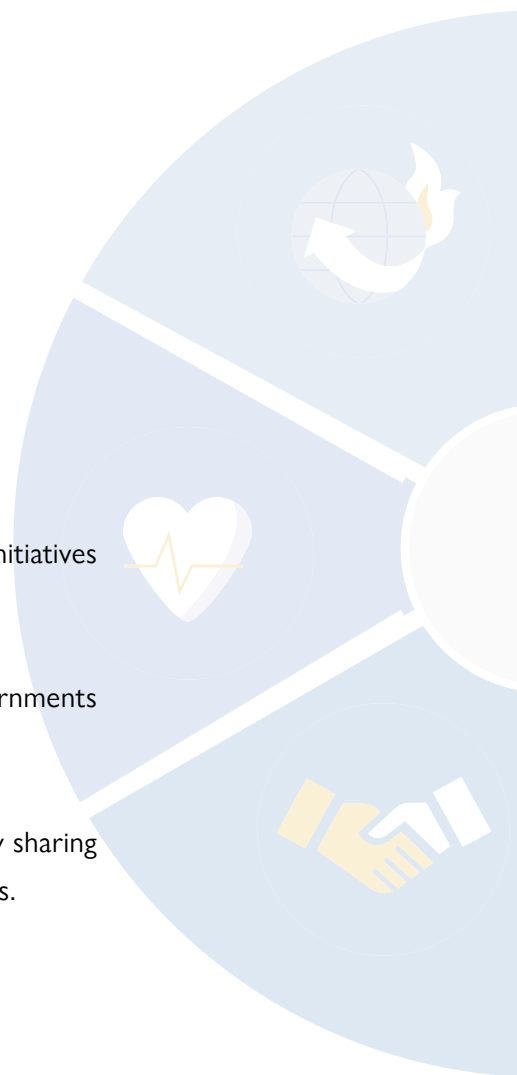
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OBJECTIVES

- 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

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 governance² 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 MGI³ 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 MGI⁴ 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.

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 city of Harare (Zimbabwe). This profile summarizes key examples of well-developed areas as well as areas with potential for further development of the local migration governance.



CONTEXT

Migration trends

The city of Harare as the capital of Zimbabwe hosts the country's major international airport, making it a global migration gateway. Harare City Council (HCC) does not keep data on immigration and emigration. The data available are usually extracted from national surveys such as the Labour Force and Child Labour Survey. According to the 2019 Labour Force and Child Labour Survey (2020), Harare hosts the largest proportion of migrant workers in Zimbabwe, with 27 per cent of the country's total number of migrant workers (ZimStat, 2020).

There are mixed migration flows in Zimbabwe, with regular and irregular cross-border movements for employment, trade and commerce; health services; or family reunion. 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.⁵

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. Harare lies at the heart of the country in north-eastern Zimbabwe, in the Mashonaland region. HCC is the local authority in charge of administering the city. Harare also houses the official seat of the Government, making it the centre of political and governance administration, including migration governance. The city is divided into 46 wards, each with an elected councillor. The population of Harare is estimated to be over 2 million.

⁵ 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 city

<p>Level of decentralization of local authorities</p>	<p>The Constitution of Zimbabwe (2013) provides for devolution under chapter 14, and the Zimbabwean Parliament’s adoption 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.</p> <p>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.</p> <p>HCC is the city’s statutory body with the mandate to make by-laws, regulations or rules for the effective administration of the areas within its jurisdiction. The Council is responsible for providing services to the residents of Harare, including clean drinking water, housing, accommodation, health services, and waste management, as well as applying levy rates, as established by the Urban Councils Act (1995). The Ministry of Local Government and Public Works wields significant powers, and under certain circumstances, it can intervene in the affairs of local bodies, such as in cases where the Council fails to perform its duties or deal with its budgetary issues.</p>
<p>The competencies of cities in relation to migration</p>	<p>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.</p> <p>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</p>

	<p>the development of local policies that facilitate the provision of social services that can relate to migrants.</p> <p>In practice, however, the city of Harare has not developed any policies, guidelines or frameworks that specifically deal with migration. All existing migration-focused policies and frameworks are found at the national level.</p>
<p>Local financing mechanisms and the restrictions on their use</p>	<p>HCC finances its work mainly through the traditional local revenue sources for local authorities, such as levies, rates, licences and fines. The central Government also periodically extends grants earmarked for specific interventions, such as those related to COVID-19, along with donations from various sources.</p> <p>The Council adopted a budget totalling ZWL 32 billion (USD 99 million) for 2021. There are no specific budget lines allocated to migration governance.</p> <p>The Urban Councils Act tackles financial matters and all incidental issues pertaining to the administration of finances by public authorities. HCC 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.</p>
<p>Local participation in the formulation of migration policy</p>	<p>HCC has not participated in the formulation of the National Migration Policy (2020). However, the Department of Immigration in Harare played a central role in developing said Policy.</p> <p>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 in November 2021.</p>



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
PAGE 16

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 18

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 19

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.



ADHERENCE TO INTERNATIONAL STANDARDS AND FULFILMENT OF MIGRANTS' RIGHTS

1.1. Migration governance: Examples of well-developed areas

The Health Services Department of Harare City Council (HCC) is responsible for providing primary health-care services to residents of Harare, including managing epidemiology and disease control, health services administration, and control of disease outbreaks. It is under the Urban Councils Act (1995). The Act 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. While HCC does not have specific measures addressing migrants' access to health services, all health facilities are accessible to migrants under the same conditions as nationals, regardless of nationality. The city's major health services are provided at 2 infectious diseases hospitals (Wilkins Hospital and Beatrice Road Infectious Diseases Hospital), 12 polyclinics, 38 satellite clinics and 10 family health service clinics.

There are no restrictions for migrants to access education at the primary and secondary levels, although the city has no specific measures in place regarding migrants' access to education. HCC runs three primary schools, where all residents access education on an equal basis. 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". Furthermore, HCC's Education and Social Services Division runs three vocational training centres: Chinembiri Training Centre located in Mbare, Vocational Training Centre located in Mbare, and Budiro Training Centre located in Budiro. These centres offer access to vocational education to all residents irrespective of nationality.

1.2. Areas with potential for further development

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 National Children's Act (1971) guides the city's child protection procedures and states that the Minister shall encourage local authorities and other persons or organizations to establish and maintain places of safety for the reception of children and young persons in line with existing strategies and mechanisms.

Migrants do not have access to social housing in Harare, as national identity documents are needed in order to be considered for housing programmes. The Urban Councils Act grants urban councils the power to allocate social housing. The Housing and Community Services Department of HCC is in charge of administering the Zimbabwe National Human Settlements Policy (2020), which was developed by the Ministry of National Housing and Social Amenities, and it states that only nationals can access social housing.

HCC offers no assistance to those who wish to migrate. Equally, no such services are offered by the local office of the Department of Immigration or the Harare District Registry. However, 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.

Harare does not have specific measures to combat hate crimes, violence, xenophobia or discrimination against migrants. Equally, HCC's Strategic Plan (2021–2025) does not make provisions for these, and 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.⁶ 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.

⁶ 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. Migration governance: Examples of well-developed areas

Harare City Council (HCC) provides general information on access to municipal public services through its website, periodic newsletters, and information campaigns on the local radio, on television and in newspapers. This information is provided in English, which is the language that most of the migrants in Zimbabwe understand.

2.2. Areas with potential for further development

There is limited involvement of agencies or departments at the local level in designing migration policies or strategic plans. Migration policy is a national responsibility, with the Ministry of Home Affairs and Cultural Heritage bearing the overall responsibility for migration policy formulation and the coordination of its implementation.

Local authorities have no measures in place to enhance the overall vertical policy coherence on migration-related issues. HCC has not directly participated in any provincial or national platforms or consultation processes around migration.

HCC has eight departments, but none is tasked with coordinating engagement with diaspora groups present in the city. Its City Stabilisation Plan (2020) has specific provisions to enhance citizen engagement but does not address issues related to the diaspora. At the national level, the diaspora policy is enacted and managed through the Ministry of Foreign Affairs and International Trade – particularly, 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.

There is no migration policy or framework in place in Harare. Neither HCC's City Stabilisation Plan nor its Strategic Plan (2021–2025) mentions migrants in its provisions. The National Labour Migration Policy (2020) has measures to address issues related to the integration of migrant workers, although they are not contextualized to the local level specifically.

HCC does not collect or publish any population data, including migration data. At the national level, the Department of Immigration does not publish migration data, but the information that it collects 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 by city or sex.

3

ENGAGES WITH PARTNERS TO ADDRESS
MIGRATION AND RELATED ISSUES

3.1. Areas with potential for further development

Harare City Council (HCC) does not engage with migrant representatives in the city to discuss migration-related issues. Also, there are no documented activities of migrant associations in Harare.

HCC does not engage members of diaspora and expatriate communities in agenda-setting and the implementation of migration-related programmes and policies. Members of the diaspora were not part of the stakeholder consultations for the drafting of HCC's Strategic Plan (2021–2025).

The city of Harare has no cooperation agreement with any Zimbabwean city or town on international migration-related issues. However, HCC 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.⁷ Nonetheless, there is no specific committee on migration, and discussions at the association level do not focus on migration.

HCC does not formally engage with the private sector for the implementation of migration-related programmes and policies. For instance, the private sector was not involved in the development of the city's Strategic Plan. However, the City Stabilisation Plan (2020) proposes the use of public–private partnerships to develop projects that address the needs of the city and accelerate the improvement of service delivery.

⁷ 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.



4

ADVANCES THE SOCIOECONOMIC WELL-BEING OF MIGRANTS AND SOCIETY

4.1. Areas with potential for further development

Harare City Council (HCC) does not have any specific programmes in place to support foreign residents that are interested in becoming entrepreneurs. The local office of the Ministry of Women Affairs, Community, Small and Medium Enterprises Development in Harare provides support for women to engage in income-generating activities through the national Women Development Fund. Similar support is provided through Zimbabwe Women's Microfinance Bank and the Small and Medium Enterprises Development Corporation. These facilities can be equally accessed by foreign nationals, provided they have Zimbabwean residence status.

Harare 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 through the Zimbabwe National Statistics Agency's Labour Force and Child Labour Survey, which is carried out every five years. This survey comprehensively covers labour market demand issues, including the labour market demand for immigrants, with the latest report 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. The country's third Migration Profile, *Migration in Zimbabwe: A Country Profile 2010–2016* (2018), includes a section on the effects of emigration on the labour market. However, none of these assessments provided data disaggregated at the local level.

Harare has not established specific measures to promote gender equality for migrants in the labour force. However, HCC is bound by the provisions of the Constitution (2013), which prescribes the protection of gender 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".

The city of Harare is not mandated 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.



5

EFFECTIVELY ADDRESSES THE MOBILITY DIMENSIONS OF CRISES

5.1. Migration governance: Examples of well-developed areas

The city of Harare has communication systems in place to transmit information on the evolving nature of crises and how to access assistance. The Corporate Services Division, under the city of Harare's Town Clerk's Office, provides regular information through its website and media platforms. While these platforms are not for use solely in times of crisis, they can be deployed in the event of a disaster. Harare has also designated local officials in communities to give early warnings and facilitate communication to all residents whenever an intervention is required. The City Stabilisation Plan (2020) aims to improve communication between residents, city leaders and Harare City Council (HCC) employees.

HCC 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

HCC and the local offices of government departments use the established national systems to support migrants in times of crisis. 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 in collaboration with civil society organizations.

As of March 2022, the city of Harare is reviewing its Disaster Management Plan as part of HCC's Strategic Plan (2021–2025).

The city of Harare initiated the drafting of the Local Environmental Development Plan to address environmental degradation and the adverse effects of climate change, but as of March 2022, it does not specifically address migration issues.

HCC does not have measures for post-crisis recovery, nor are there measures that focus on reintegration, as this is mostly the mandate for the Department of Social Development at the national level.



6

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

6.1. Migration governance: Examples of well-developed areas

Migrants have equal access to all protection and justice mechanisms as nationals. They are accorded the same constitutional rights as every citizen, 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.

6.2. Areas with potential for further development

There are no specific local-level processes in Harare to facilitate the arrival and settlement of refugees in the city. The Department of Social Development and the Department of Immigration use existing national systems to facilitate their arrival and settlement. 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, does not specify the role of local authorities.

Civil servants at the local level do not receive regular training on migration issues. The Department of Immigration's office in Harare conducts 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.

Harare City Council has no local government programme designed to facilitate migrant reintegration. At the national level, IOM and the Government of Zimbabwe have established Reception and Support Centres in Plumtree and Beitbridge to provide food as well as medical and counselling assistance to nationals returning from South Africa and Botswana. Since 2015, the centres have been operated by the Ministry of Public Service, Labour and Social Welfare.

The city of Harare has no specific measures in place to combat human trafficking, but these are implemented at the national level. 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, the Labour Act (1985) protects all employees against discrimination on the basis of place of origin and sex in respect of employment-related factors 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.



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

This annex summarizes key local COVID-19 policy responses in the city of Harare from a migration governance perspective. It is based on 11 questions that were added to the standard Migration Governance Indicators (MGI) assessment in Harare in order to effectively assess local migration governance in the context of the COVID-19 pandemic.¹



In Harare, COVID-19 health services, including access to vaccinations, are offered to all without discrimination based on their migratory status. Harare City Council also provides comprehensive information on vaccination programmes through digital and print media platforms, in local languages that are spoken by migrants, including English.²



At the national level, stranded migrants during the COVID-19 crisis were assisted by the Department of Social Development under the Ministry of Public Service, Labour and Social Welfare; the Department of Immigration under the Ministry of Home Affairs and Cultural Heritage; the Ministry of Foreign Affairs and International Trade; and the Ministry of Health and Child Care.



While nationality is captured as a separate variable at the points of entry at the local level and in all COVID-19 quarantine and treatment centres in the country, including Harare, the data are not analysed to assess the socioeconomic impacts of COVID-19.

¹ It is to be noted that COVID-19 measures have been implemented at the national level, with local authorities playing their part in making their hospital facilities (Wilkins Hospital and Beatrice Road Infectious Diseases Hospital) available as quarantine centres for patients.

² Harare City Council, Integrated Results-based Management Strategic Plan 2021–2025 (2021). Not available online.



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



As COVID-19 constituted a national emergency, diaspora contributions to the pandemic response in Harare were facilitated at the national level.



At the national level, the Department of Social Development facilitated reintegration programmes with the support of development partners like IOM for the sustainable reintegration of returning residents during the pandemic.³

³ 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.



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KEY SOURCES

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ANNEXES

MiGOF: Migration Governance Framework⁸

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.⁹ 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.

⁸ IOM Council, Migration Governance Framework, 106th Session, C/106/40 (4 November 2015). Available at <https://governingbodies.iom.int/system/files/en/council/106/C-106-40-Migration-Governance-Framework.pdf>.

⁹ Migration Governance Framework infosheet, 2016. Available at <https://publications.iom.int/books/migration-governance-framework>.

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 Portal¹⁶ and upload it on the IOM Publications Platform.¹⁷

¹⁶ You can find the profiles at www.migrationdataportal.org/overviews/mgi.

¹⁷ Please see <https://publications.iom.int/>.



www.migrationdataportal.org/mgi

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