



City of Mutare | PROFILE 2022

MIGRATION
GOVERNANCE
INDICATORS
LOCAL



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TABLE OF CONTENTS

OBJECTIVES // 6

INTRODUCTION // 7

CONTEXT // 10

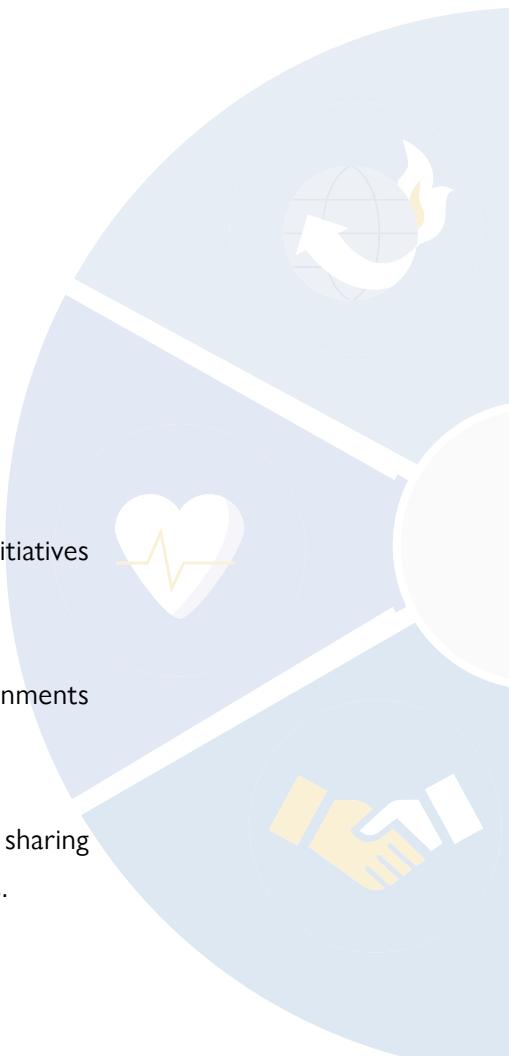
KEY FINDINGS // 14

COVID-19 ANALYSIS // 23

KEY SOURCES // 25

ANNEXES // 28

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>.

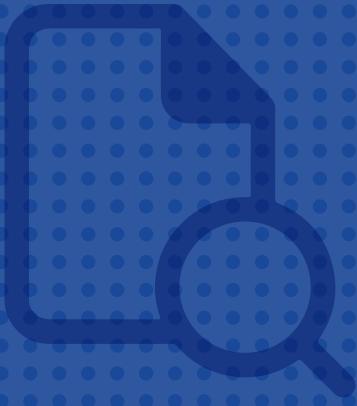
The aim of the exercise is to foster dialogue on migration between national governments and local authorities and enable local authorities to learn from one another by discussing common challenges and identifying potential solutions.

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 Mutare (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

Migration flows have been part of the city of Mutare's history, as the city provides a corridor from Zimbabwe to Beira Port (Mozambique) on the Indian Ocean. Additionally, the city is a destination for rural–urban migration and internal city-to-city migration within the country. In recent years, natural disasters, such as Cyclone Idai in 2019, have led to massive displacement from places such as Chimanimani and Chipinge, to the city of Mutare.

There are mixed migration flows between Zimbabwe and Mozambique, with regular and irregular cross-border movements for employment, trade and commerce; health services; or family reunion. According to Mutare City Council (MCC), foreigners in the city are mainly from Mozambique, with a significant population of Mozambicans coming to Mutare during the day to trade and sell their wares on the streets before returning to their home country at the end of the day. Also, there is a significant transit migrant population passing through the city, comprised of haulage truck drivers, with about 300 to 400 trucks crossing the Forbes Border Post in Mutare daily.

In 2019, a total of 475,011 entries and 424,849 exits were registered at the Forbes Border Post.⁵ About 22 per cent of the observed persons on the move were from Mozambique, China and India (IOM, 2019a). In 2020, during the COVID-19 pandemic, daily movement at the main Forbes Border Post dropped to an average of about 250 persons a day (roughly 7,500 per month) (IOM, 2021), compared to a monthly average of around 30,000 to 40,000 travellers before the pandemic.

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.⁶

The country's Migration Profile for 2010–2016 (ZimStat, 2018) estimated that 571,970 Zimbabweans were living in 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. Mutare is the capital of the Manicaland province. The city is administered by MCC, and it is comprised of 19 wards represented by 19 elected councillors.

The city of Mutare (formerly known as Umtali) is located in the Eastern Highlands, close to the border shared by Zimbabwe and Mozambique. The Forbes Border Post in Mutare is the main crossing point between Zimbabwe and Mozambique. According to the 2012 national census, Mutare is the most populous city in the province of Manicaland and the third most populous city in Zimbabwe, with an urban population of 187,621 and approximately 260,567 in total when also counting the surrounding districts.

⁵ This does not account for irregular crossings.

⁶ 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

Level of decentralization of local authorities

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 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.

MCC 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 Mutare, 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.

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

Local financing mechanisms and the restrictions on their use

the development of local policies that facilitate the provision of social services that can relate to migrants.

In practice, however, MCC has not developed any policies, guidelines or frameworks that deal with migration. All existing migration-focused policies and frameworks are found at the national level. The Forbes Border Post area itself falls under the central Government's jurisdiction, and the City Council has assisted by deploying its personnel to the border as and when required.

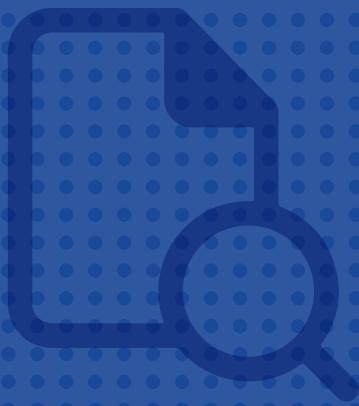
Local participation in the formulation of migration policy

MCC 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.

MCC has been receiving devolution funds which are earmarked for service delivery (such as electricity, education, water and sanitation, transport, health, and public amenities) from the central Government, under the national Devolution and Decentralisation Policy. The Zimbabwe National Road Administration also disburses funds for road rehabilitation and maintenance. The city receives specific grants, for instance, from the Zimbabwe Multi-Donor Trust Fund (ZimFund) and COVID-19 grants from the Government. Further, partners and donors fund the city, such as the Commonwealth Local Government Forum. However, Mutare does not have a migration-specific budget line.

MCC has not participated in the formulation of the National Migration Policy (2020). The Department of Immigration office in Mutare, which provides the people to operate the Forbes 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 oversees local authorities – has mainly been through multi-institutional round-table consultations. Such consultations were carried out 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
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.



1

ADHERENCE TO INTERNATIONAL STANDARDS AND FULFILMENT OF MIGRANTS' RIGHTS

1.1. Migration governance: Examples of well-developed areas

The Mutare City Council (MCC) Health Department has the responsibility for primary medical health care in the city, including disease prevention, maternity services and control of disease outbreaks, according to 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 MCC has no measures in place to facilitate access to Government-funded health services for migrants, and its health services are designed to complement the national health-care system, all migrants have equal access to health-care services as nationals. Migrants pay the same fees as nationals to access Mutare-run medical services. Antenatal health care and health-care services for children under 5 years and adults over 65 years are free of charge, as highlighted by MCC's Strategic Plan (2019–2020). A new strategic plan is being developed as of March 2022.

Both nationals and migrants have equal access to the six primary schools run by the city of Mutare, under the same school fees regime. All international students require a scholar permit to attend school or register for national examinations. 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 Act also states that no child in Zimbabwe can be refused admission to any school on the grounds of their place of origin, or national or ethnic origin.

As of March 2022, the city is developing an online-based chat platform to allow for easier access to municipal services by all, including migrants, as part of the Ministry of Local Government-championed Local Authorities Digital Systems (LADS). The initiative to develop LADS was launched at the national level in May 2021.

MCC also allows foreigners to have graves in Mutare, though they are charged more than nationals.

1.2. Areas with potential for further development

The child protection system in Zimbabwe is centralized. Unaccompanied minors are placed in the care of the Department of Social Development under the Ministry of Public Service, Labour and Social Welfare, which is responsible for activating national procedures on issues regarding unaccompanied minors and children left behind. The Department of Social Development places the children in its designated safe locations, such as the Simukai Child Protection Centre, and initiates contact tracing, while the Harare District Registry assists with registration. The Department of Immigration also works with the Department of Social Development to help reunite unaccompanied minors with their families. The role of the city of Mutare is not specified in this framework.

Only nationals have access to social housing in Mutare because national identity documents are needed to be considered for the city's housing programmes. The Urban Councils Act grants urban councils the power to administer social housing. The Housing and Community Services Department of MCC administers the Zimbabwe National Human Settlements Policy (2020), developed by the Ministry of National Housing and Social Amenities, which states that only nationals can access social housing. The MCC Strategic Plan sets targets for access to housing and increased resource allocation towards housing, but these are not aimed at migrants.

The city of Mutare does not provide assistance to those who wish to emigrate. However, at the national level, the National Labour Migration Policy (2020) establishes that IOM, the International Labour Organization, the Government of Zimbabwe, non-governmental organizations and recruitment agencies should conduct pre-departure training for migrants 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.

MCC 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.⁷ Also, the National Labour Migration Policy aims to ensure that migrant workers have decent working conditions and that their fundamental human and labour rights are protected.

⁷ 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, through the Department of Immigration which is granted the powers to administer the Immigration Act (1979). Mutare City Council (MCC) was not involved in the development of the draft National Migration Policy (2020).

Local authorities have no measures to enhance the overall vertical policy coherence on migration-related issues. MCC has not participated in any district, provincial or national forum on migration. When border control issues arise, these are referred to security operations at the national level, and in such instances, the city provides advice and opinions on operational matters, given its experience as a border town.

MCC does not have an agency tasked with coordinating efforts to engage with diaspora groups within its jurisdiction. 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 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 Mutare to deal with diaspora issues.

There is no migration policy at the local level. The Strategic Plan (2019–2020) does not include any specific provisions for migrants. 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) has measures to address issues related to migrant workers’ integration, although these do not address the local level specifically.

MCC 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. Migration governance: Examples of well-developed areas

Mutare City Council (MCC) cooperates with several intergovernmental and non-governmental organizations – including IOM, the Office of the United Nations High Commissioner for Refugees, the United Nations Population Fund, Oxfam, the United Nations Children’s Fund (UNICEF), the World Food Programme and Plan International – on issues related to migration on an ad hoc basis. This cooperation includes providing support services and information for migrants, such as financial support, capacity-building and joint programming. For instance, in 2021, IOM partnered with MCC, the Government of Zimbabwe and the World Health Organization to conduct a Population Mobility Mapping exercise in Mutare. In 2020, UNICEF supported education in Mutare by providing textbooks, classroom tents, early childhood development kits, school-in-a-box kits and recreational kits targeting internally displaced persons in cyclone-affected areas.

3.2. Areas with potential for further development

The city of Mutare has no specific strategy to formally engage civil society organizations in agenda-setting and the implementation of migration-related policies and programmes, other than on an ad hoc basis. During the COVID-19 pandemic, non-State actors in Mutare provided essential items such as food, clothing, and sanitary items to quarantine and isolation centres for both nationals and migrants. Additionally, Musasa Project, a national non-governmental organization (NGO), assists with domestic violence-related matters, and Simukai Child Protection Centre, a Mutare-based NGO, provides shelter for children in need; both of these services are accessible to migrant populations. The city of Mutare also involved civil society in the development of the Mutare City Strategic Plan (2019–2020).

There are no migrant associations in the city of Mutare, and local authorities have not had any formal interaction with any migrant associations at the national level.

MCC does not formally engage members of the diaspora and expatriate communities in agenda-setting and the implementation of migration-related programmes and policies. For example, no members of the diaspora community in Mutare were consulted in the development of the City Strategic Plan.

There is no formal and regular engagement between local authorities in Mutare and academia in migration policy formulation or implementation. However, MCC did consult academia during the development of the Strategic Plan, namely academics from Africa University and the Zimbabwe Open University.

There are no bilateral programmes for city-to-city cooperation within Zimbabwe on migration-related issues. The city of Mutare has engaged in knowledge exchange and the sharing of best practices with the municipality of Victoria Falls and Beitbridge Town Council, but not in relation to migration issues. The city of Mutare is also 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

Mutare does not have local-level assessments for monitoring the local labour market demand for and supply of migrants and 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 conducted every five years. 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. The country’s third Migration Profile, *Migration in Zimbabwe: A Country Report 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.

Mutare has not established specific measures to promote gender equality for migrants in the labour force. However, the city is bound by the provisions of the Constitution (2013), which prescribes the protection of gender rights in all laws, customs, traditions and cultural practices. Mutare City Council’s gender policy is also applicable to migrants. 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 locally developed measures that promote the ethical recruitment of migrant workers in Mutare. However, at the national level, labour rights protections based on the country’s laws and policies – namely the Constitution and the Labour Act (1985) – apply equally to nationals and migrants.⁸

The city of Mutare is not mandated to 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.

⁸ 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

Mutare activates coordination mechanisms with key national actors to assist migrants in the city in the event of local emergencies, based on the National Referral Mechanism for Vulnerable Migrants in Zimbabwe (NRM) (2018), which was developed by the Ministry of Public Service, Labour and Social Welfare. The Department of Immigration, the Department of Social Development and the Zimbabwe Republic Police collaborate with the consulate for Mozambique based in Mutare to refer cases of vulnerable Mozambicans. The consulate is also able to directly assist Mozambican migrants in the event of local emergencies. For other consulates, the usual procedure is to refer the case to the national level.

Mutare City Council (MCC) has a communication system to provide information during emergencies in real time. The system uses community radios, local newspapers, digital platforms (such as social media) and the city's ward councillors. Mutare also has a new online-based chat platform that allows for instant communication between the authorities and residents, which can be used during crisis situations.

5.2. Areas with potential for further development

Local-level measures for the protection of migrant children, unaccompanied minors and children left behind in non-crisis times equally apply in times of crisis. The activation of the Mutare District Emergency Preparedness and Response Plan (2019) during crisis in turn triggers the activation of stakeholders, including the Mutare office of the Department of Social Development, to account for children, place them in safe custody, commence contact tracing and initiate registration as necessary. The role of the city councils is not specified in the NRM.

The Mutare District Emergency Preparedness and Response Plan does not account for human mobility, including the specific needs of migrants and displaced persons or the management of large-scale population movements. It outlines measures to establish preparedness, response and mitigation measures for disasters in Mutare District. These measures include profiling the district's disaster risk and setting up the disaster response management structure and response procedures. The Plan refers to migrants only once, as a population at risk of "road traffic accidents". At the national level, Zimbabwe has a Civil Protection Act (1989) and a National Contingency Plan (2013)⁹ for disaster management, both of which broadly provide for disaster response and management, but neither specifically addresses the displacement impacts of disasters. However, the city of Mutare has responded to displacement on an ad hoc basis, using the Mutare District Emergency Preparedness and Response Plan as necessary. For example, the city had to manage returnees in the context of the COVID-19 pandemic and internally displaced persons due to natural disasters, but there is no permanent infrastructure in place to house displaced people during disasters.

There are no local-level strategies in place for addressing migration linked to environmental degradation and the adverse effects of climate change. The Mutare Emergency Preparedness and Response Plan does not contain any relevant measures, and neither does the National Climate Change Response Strategy (2014).

The Mutare District Emergency Preparedness and Response Plan does not provide measures for post-crisis recovery, nor is there any form of migration-focused, post-crisis recovery strategy in the city.

MCC has no local government programme that focuses on facilitating migrant reintegration. However, it does not discriminate based on nationality and offers services to migrants and citizens alike in the aftermath of a disaster or crisis.

⁹ The Plan is supposed to be updated annually to reflect the evolving hazard profile of the country, but it was last updated in 2012.



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. In addition, in practice, civil servants advise migrants and all nationals alike on the available legal process. For example, the Department of Immigration guides migrants on the general procedures to acquire residence in Zimbabwe or get redress from the courts of law in case of disputes.

The city of Mutare operationalizes the National Referral Mechanism for Vulnerable Migrants in Zimbabwe (NRM) (2018), which outlines the entire asylum seeker and refugee management system with clear standard operating procedures. Once the Department of Immigration's office in Mutare 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 city. The role of city councils is not specified in the NRM.

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 induction trainings 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 are no specific measures to combat human trafficking at the local level in Mutare, but these are implemented at the national level. For example, in the city of Mutare, the Zimbabwe Republic Police that are deployed along the border work with the Department of Immigration to prevent and detect trafficking in persons. 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 based on 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, but its provisions have not been incorporated in local strategic plans and policies.



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 Mutare from a migration governance perspective. It is based on 11 questions that were added to the standard Migration Governance Indicators (MGI) assessment in Mutare 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 Mutare, and migrants have not been excluded from health response measures, with COVID-19-related health services offered in Zimbabwe available to all. Mutare City Council (MCC) has worked with the Ministry of Health and Child Care to enforce the national response framework for COVID-19. COVID-19 vaccinations have been offered to all, irrespective of nationality. There are at least five isolation centres run by the Ministry of Health and Child Care in Mutare to curb the spread of the virus, with access to these centres not restricted on the basis of nationality.¹



In line with the World Health Organization standards and the Ministry of Health and Child Care’s statutory instruments to control COVID-19, stakeholders in the city of Mutare, including the Ministry itself, the Department of Social Development, IOM and local COVID-19 task forces collaborated to put in place measures to ensure physical distancing and adequate prevention mechanisms in settings with a high concentration of migrants, such as accommodation and quarantine centres. The Ministry of Health and Child Care fully fumigated the border post areas and initiated the strategic placement of handwashing facilities at the Forbes Border Post. The Ministry also deployed its Environmental Health officials to the border to ensure that these measures were followed.²



MCC has no direct engagement with the country’s diaspora population, and there are no measures in place to promote diaspora contributions to the COVID-19 response in their communities of origin.

¹ International Organization for Migration (IOM), Zimbabwe – Population Mobility Mapping (Mutare District) (2021). Available at <https://dtm.iom.int/reports/zimbabwe-%E2%80%99-population-mobility-mapping-forbes>.

² Ibid.



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



MCC has no specific measures in place to support or facilitate the sustainable reintegration of its 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 (2020), developed by the Ministry of Health and Child Care, does not contain such measures.³ However, the Department of Social Development facilitated programmes with the support of organizations like IOM for the sustainable reintegration of returning residents during the pandemic. The Government of Zimbabwe has also repatriated Zimbabwean citizens living abroad through its embassies in South Africa and Botswana.^{4,5}

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.

⁴ News24, Lockdown: Zimbabwean Government moves to repatriate its citizens stuck in SA. 13 May 2020. Available at www.news24.com/news24/Africa/News/lockdown-zimbabwean-government-moves-to-repatriate-its-citizens-stuck-in-sa-20200513.

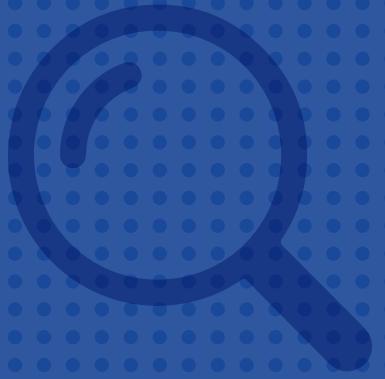
⁵ Voice of America, On edge of starvation, hundreds of Zimbabweans in Botswana want to go home. 15 April 2020. Available at www.voanews.com/covid-19-pandemic/edge-starvation-hundreds-zimbabweans-botswana-want-go-home.



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Governance
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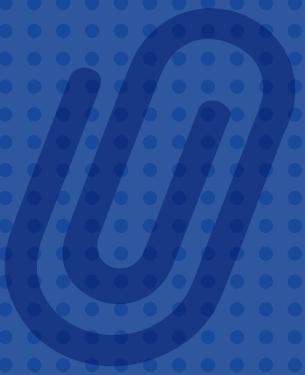
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ANNEXES

MiGOF: Migration Governance Framework¹⁰

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.¹¹ 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.

¹⁰ 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>.

¹¹ 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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