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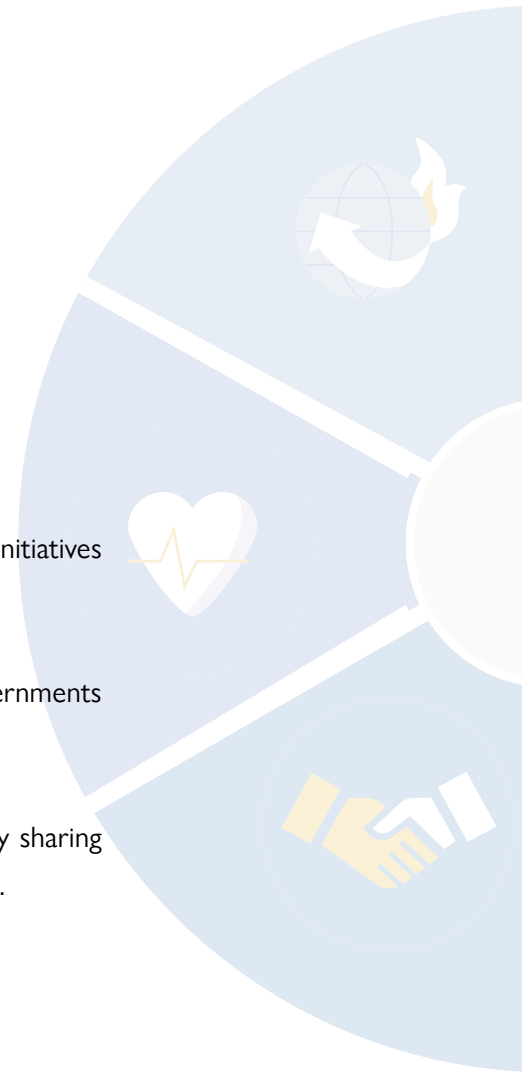
"Rapid urbanization continues to transform the demographic landscape of many countries around the world. Cities are already home to the majority of international migrants, driven by opportunity as well as necessity, and local authorities are becoming leaders in finding creative solutions for rapid social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

[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 Plumtree (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

A high number of people transit both in and out through Plumtree Border Post, averaging 5,500 people per day in 2020.[5] The nature of the cross-border traffic at the Plumtree Border Post is such that about 95 per cent of the exits also account for the entries, as these crossings are mostly undertaken by small-scale cross-border traders who do day trips into and out of Botswana. Plumtree borders Botswana, making Botswana the main source of migrants. There are mixed migration flows between Zimbabwe and Botswana, with regular and irregular cross-border movements for employment, trade and commerce; health services; or family reunion. However, migrants from South Africa use the border at Plumtree as well, particularly those coming from the Mahikeng region. Further, there are informal entry points along the borderline, resulting in a number of unaccounted entries. No data exists on the net population of migrants or the countries of origin for the migrant population in Plumtree (IOM, 2021).

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 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. Plumtree lies in the province of Matabeleland South and the district of Mangwe Urban at the border between Zimbabwe and Botswana. It is administered by Plumtree Town Council (PTC), the statutory body in charge of providing services to the residents in its area of jurisdiction, based on the Urban Councils Act (1995). Plumtree is divided into six wards, each with an elected councillor. Its population is currently estimated to be 20,000.

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[5] "Transit population" refers to the number of people in the town for purposes of crossing the border.
[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 town

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 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. PTC is the town'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 Plumtree, including 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, PTC has not developed any policies, guidelines or frameworks that deal specifically with migration. All existing migration-focused policies and frameworks are found at the national level. The Plumtree Border Post area itself falls under the jurisdiction of the central Government, 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 | PTC 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 earmarked for specific interventions, such as those related to COVID-19, along with donations from various sources.

PTC adopted a budget totalling ZWL 452 million (USD 1 million) for 2021, made up of ZWL 338 million (USD 934,000) of the council's own revenue and ZWL 114 million (USD 315,000) of external revenue. There are no budget lines specific to migration.

The Urban Councils Act tackles financial matters and all incidental issues pertaining to the administration of finances by public authorities. PTC 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 | PTC did not participate in the formulation of the National Migration Policy (2020). However, the Department of Immigration, which provides the people to operate the Plumtree 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 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 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

Section 76 of the Constitution of Zimbabwe (2013) provides that no person may be refused emergency medical treatment in any health-care institution across the country, including Plumtree. Plumtree Town Council (PTC) provides access to Government-funded emergency health services for all migrants on the same conditions as nationals. The PTC-operated Dingumuzi Clinic and the district hospital in Plumtree, run by the national Ministry of Health and Child Care, ensure that patients pay the same fees for services as per the health-care tariffs of the central Government. Generally, health access requires some form of identification, but in the event of emergencies, medical assistance is rendered first and the issue of identification is dealt with subsequently.

Migrants have access to public education at the primary and secondary levels in Plumtree. PTC runs three schools – one secondary and two primary – and migrants have access to these on the same basis as nationals. 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 establishes that no child in Zimbabwe can be refused admission to any school or be discriminated against by the imposition of onerous terms and conditions in regard to their admission to any school, on the grounds of place of origin, or national or ethnic origin.

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 Plumtree office of the Department of Social Development, under the Ministry of Public Service, Labour and Social Welfare, 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 Department of Social Development places the children in designated safe locations and initiates contact tracing, while the Plumtree District Registry assists with registration. The Plumtree Reception and Support Centre also provides accommodation for such children, and family tracing and reunification requests are processed from there. Additionally, Plumtree has created a multi-stakeholder District Child Protection Committee, which works to ensure the protection of all children in Plumtree and the entire district.

1.2. Areas with potential for further development

Migrants have no access to social housing at the local level. PTC administers both Council-rented houses and the provision and sale of residential housing lands. Plumtree's Housing Application Form requires an applicant to provide their national identity number and place of birth, and to state the number of years they have resided in the area, allowing for screening based on nationality.

There is no formal orientation or welcome programme for migrants in Plumtree, and information is given on an ad hoc basis. Plumtree's Strategic Plan (2016–2020) does not have any provisions related to orientation programmes for migrants. However, the District Registry provides information to migrants on procedures for acquiring residence permits and citizenship on an ad hoc basis. The Department of Immigration's office in Plumtree provides information to migrants when they request it. However, the officials in the Immigration Department at the national level are the ones to carry out welcoming sessions for migrants.

PTC does not offer assistance to those who wish to migrate. Equally, no such services are rendered by the local Department of Immigration or the 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, 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.

Plumtree does not have a strategy to combat hate crimes, violence, xenophobia and discrimination against migrants. Equally, no such strategy exists at the national level. However, both the Constitution of Zimbabwe 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 their fundamental human and labour rights are protected.

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[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. Migration governance: Examples of well-developed areas

Plumtree established a multi-stakeholder Local Migration Management Committee to coordinate migration issues in 2019. The Committee's membership includes the Department of Immigration, the Zimbabwe Republic Police, the Department of Social Development, the District Registry office, faith-based organizations, non-governmental organizations and the private sector. This platform has met twice as of January 2021, with the most recent meeting held on 26 November 2019 due to the COVID-19 pandemic. In parallel, the Mangwe District Development Committee, led by the District Development Coordinator, is another general platform within Plumtree that occasionally attends to migration-related topics; however, there has been no discussion explicitly on migration at this platform.

2.2. Areas with potential for further development

The local authority is not currently mandated to handle 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, through the Department of Immigration, which is granted the powers to administer the Immigration Act (1979).

Plumtree Town Council has no agency or department tasked with coordinating efforts to engage with diaspora groups present within its jurisdiction. At the national level, the Zimbabwe Diaspora Policy (2016) 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, with a key function being to engage them in discussions on the national development agenda. However, neither the Ministry nor the Directorate has offices in Plumtree to deal with diaspora issues at the local level.

PTC officials are not trained on cultural sensitivity or dealing with migration-related issues. However, government departments like Immigration and the Zimbabwe Revenue Authority offer their employees basic training and induction programmes at the local level.

The District Registry in Plumtree attends to an average of 30 non-nationals each month, but translation services and other support mechanisms are not available locally. At the national level, officials at the Department of Immigration are trained on migration-related issues, specifically on migrant profiling. Zimbabwe Revenue Authority officials who work at the border in Plumtree also receive training on customer care with a focus on cultural sensitivity.

Plumtree does not have a local migration policy in place, and neither does the Plumtree Town Council Strategic Plan (2016–2020) mention migration issues. At the national level, the Ministry of Home Affairs and Cultural Heritage is finalizing the National Migration Policy as of February 2022, which aims "to provide a basis for effectively harnessing migration for development". Zimbabwe's National Labour Migration Policy (2020) addresses issues of migrant workers' integration, although it does not have specific measures for the local level.

Migration data are collected locally but not published. All migration data collected by the Department of Immigration's office in Plumtree 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

Plumtree Town Council (PTC) cooperates with non-governmental organizations (NGOs) on migration-related issues on an ad hoc basis. International development partners, the private sector, and NGOs such as Plan International, International Medical Corps, Oxfam, World Vision, Musasa Project, Hand in Hand, Higherlife Foundation, and Zimbabwe Health Interventions helped provide safe shelter, capacity-building activities such as community-based programming on disaster management trainings, and educational and medical support to all residents of Plumtree. For instance, as a strategy to reduce COVID-19 transmission, Oxfam is working with PTC to address residents' water, sanitation, and hygiene (WASH) needs and assist all migrants in quarantine centres.

PTC works closely with IOM through its sub-office in Plumtree on migration issues such as capacity-building on disaster risk management, awareness campaigns on fighting human smuggling and trafficking, knowledge development, and data collection, as well as the response to COVID-19 and its migration-related dimensions. For instance, it participated in the Plumtree Population Mobility Mapping exercise conducted by IOM in March 2021.[8] Also in collaboration with the Organization, Plumtree trained 50 local authorities and border staff from the Zimbabwe Revenue Authority and immigration personnel at the Plumtree Border Post on border management issues.

3.2. Areas with potential for further development

Migrants in Plumtree approach PTC only to seek services which it ordinarily provides, such as local business licensing and processing of applications for allocation of land for housing. In these cases, they are provided these services on the same level as nationals.

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

PTC has not concluded any bilateral engagement in migration-related issues with other local authorities in Zimbabwe. Plumtree holds a general partnership with the town of Shurugwi to exchange experiences and best practices in local governance, but discussions have not focused on migration issues. PTC 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. Nonetheless, there is no committee specific to migration.

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

4 ADVANCES THE SOCIOECONOMIC WELL-BEING OF MIGRANTS AND SOCIETY

4.1. Areas with potential for further development

Plumtree does not monitor 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. At the national level, the Ministry of Higher and Tertiary Education, Science and Technology Development completed the National Critical Skills Audit and released a report in 2018, 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.

Plumtree has not established any measures to promote gender equality for migrants in the labour force. However, Plumtree Town Council (PTC) 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 measures in place at the local level to promote the ethical recruitment of migrant workers. At the national level, Zimbabwe also has no strategy in place to promote the ethical recruitment of migrant workers, although labour rights protections based on the Labour Act (1985) and the Constitution apply equally to nationals and migrants.[9]

There are no local programmes or initiatives in place to support foreign residents in entrepreneurship. Plumtree has established an Economic Development Department within PTC, which supports upcoming businesses through knowledge acquisition and compliance, but this facility caters only to nationals.[10] At the national level, the Ministry of Women Affairs, Community, Small and Medium Enterprises Development 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. Although these initiatives are not specifically designed to benefit migrants, they are available to foreign nationals, provided they have permanent residence status.

Plumtree 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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9 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.

10 In order to access services provided by the Economic Development Department, individuals have to produce a national identity document or proof of permanent residence.

5 EFFECTIVELY ADDRESSES THE MOBILITY DIMENSIONS OF CRISES

5.1. Migration governance: Examples of well-developed areas

The Mangwe District Development Coordinator (MDDC), of which Plumtree Town Council (PTC) is a member, is responsible for disaster management in Plumtree and leads communication on the evolving nature of crises and how to access assistance. PTC and locally based government departments coordinate under the MDDC, working with the local District Civil Protection Committee to attend to any incidents or situations of concern.

PTC and the local offices of government departments use the established national systems to support migrants in times of crisis. They are required to operationalize the National Referral Mechanism for Vulnerable Migrants in Zimbabwe (NRM) (2018), developed by the Ministry of Public Service, Labour and Social Welfare. The standard operating procedures outlined in the NRM include mobilizing embassies, foreign missions and humanitarian organizations as the first responders 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. PTC and the local offices of the Department of Social Development also operationalize the provisions of the NRM to protect children, unaccompanied minors and children left behind, including during crises.

PTC does not have a disaster risk reduction strategy but implements the Mangwe District Disaster Preparedness and Response Plan (MDDPRP) (2019). The MDDPRP contains provisions for mitigating the displacement impacts of cyclone and flooding disasters. It also makes provision for early warning systems, temporary accommodation, food and water, and the rehabilitation of water sources.

5.2. Areas with potential for further development

Plumtree has communication systems in place to share information on the evolving nature of crises and how to access assistance. The MDDC uses community leaders to transmit and receive information, as well as online communication platforms, including online chat groups, to allow local authorities to transmit and receive information on the needs of the public, but these do not take into consideration migrants' needs. The MDDPRP also provides for the use of community radios to deliver early warning of impending disaster. However, there are no community radios, and in some areas, there is no reception for national radio and television stations.

Plumtree does not have strategies in place for addressing migration linked to environmental degradation and the adverse effects of climate change. The MDDPRP recognizes climate change and environmental degradation as causes of disasters, but it does not outline any specific strategies to address the resulting migratory movements.

Local authorities do not have contingency plans in place to manage large-scale population movements in times of crisis. While the MDDPRP acknowledges displacement as a consequence of floods, it does not articulate any measures to manage large-scale movements. Similarly, at the national level, the country's National Contingency Plan (2013) to inform disaster response management does not address large-scale population movements.[11]

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[11] 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

While Plumtree does not have specific mechanisms to ensure that migrants have access to justice, public safety and protection, these are equally available to nationals and migrants. Migrants are granted the same constitutional rights as every citizen, including access to legal services of their choice and at their own expense, law-based non-governmental organizations for pro bono services, and the Legal Aid Directorate, both on civil and criminal issues. Migrants can also directly approach the courts for assistance.

Plumtree Town Council and local offices of the central Government use existing national systems to facilitate the arrival and settlement of refugee populations in Plumtree 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 local office in Plumtree completes 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

Plumtree does not implement training programmes for local public servants on migration issues and migrants' rights. The Department of Immigration provides its officers with induction training 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 Plumtree that focuses on facilitating migrant reintegration. The Government, in collaboration with IOM, established the Plumtree Reception and Support Centre (PRSC) in 2008, which was handed over to the Government of Zimbabwe in April 2015 and is operated by the Department of Social Development. The centre assists nationals returning from South Africa and Botswana by providing food, safe migration advice, protection assistance, medical and counselling assistance, HIV testing and counselling services, and transport assistance. The Ministry of Women Affairs, Community, Small and Medium Enterprises Development has also been involved with the PRSC by providing psychosocial care and addressing women's needs.

There are no measures to combat human trafficking at the local level in Plumtree, but these are implemented at the national level. For example, in Plumtree, the Zimbabwe Republic Police are deployed along the border and work with the Ministry of Home Affairs and Cultural Heritage to prevent and detect human trafficking and migrant smuggling. 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 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 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.

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

Plumtree Town Council (PTC) works with Port Health officials at the border for COVID-19 screenings, and COVID-19 vaccinations have been distributed to all regardless of migratory status. PTC and the national Ministry of Health and Child Care have established quarantine and isolation centres for all travellers to be screened, regardless of their migratory status. Plumtree High School and Alan RedFern Primary School were set up as isolation and quarantine centres, but they were closed down in September 2020 with the reopening of schools. The Plumtree Reception and Support Centre has since functioned as a transit centre, receiving returning migrants and redirecting them to other quarantine centres.[1]

PTC has conducted awareness campaigns on COVID-19 safety and prevention, primarily through roadshows. This has been done in all locally spoken languages, including English, Kalanga, Ndebele and Shona, ensuring that the majority of migrants understand at least one of these.

Beyond providing initial assistance in quarantine centres, PTC does not offer assistance to stranded migrants who are unable to travel due to the COVID-19 pandemic. The local Port Health and Immigration officials at the Plumtree border turn away migrants who do not comply with the health travel policy requirements. In December 2020, at least 230 Zimbabweans were denied entry into Zimbabwe due to invalid COVID-19 test certificates and other documents.[2]

Plumtree has no direct engagement with the country's diaspora population. Equally, there are no national measures in place to promote the diaspora's contribution to the COVID-19 response. No facilities have been set up to facilitate the sending or receiving of less costly remittances in the local community.

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[1] Ministry of Public Service, Labour and Social Welfare, *Plumtree Reception and Support Centre Annual Report* (2020). Not available online.
[2] Voice of America, Hundreds of Zimbabweans stranded in Beitbridge, Plumtree border areas open Tuesday amid COVID-19 crisis. 3 December 2020. Available at www.voazimbabwe.com/a/hundreds-of-zimbabweans-stranded-nations-borders-after-opening-/5685074.html.

Plumtree has no measures in place to support or facilitate the sustainable reintegration of 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), from the Ministry of Health and Child Care, does not contain such measures.[3]

While nationality is captured as a variable at the point of entry into Plumtree and within the local COVID-19 quarantine and treatment centres, no data capturing migratory status as a separate variable or the socioeconomic impacts of COVID-19 have been published.

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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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ANNEXES

MiGOF: Migration Governance Framework[12]

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.[13] 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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[12] 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.

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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/.

www.migrationdataportal.org/mgi

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