

▶ KEY FINDINGS

EXTERNAL FINAL EVALUATION FOR “PROMOTING MIGRATION GOVERNANCE IN ZIMBABWE” PROJECT

This brief presents a summary of the evaluation that was undertaken by Owl RE, Research and Evaluation Consultancy firm, Switzerland for use by IOM Zimbabwe staff for presentation and sharing with their stakeholders. More details can be found in the final evaluation report.

Evaluation Type:	External Independent Ex- post evaluation
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PROJECT SUMMARY

The Promoting Migration Governance in Zimbabwe (PMGZ) project was implemented by the International Organization for Migration (IOM) in collaboration with the Government of Zimbabwe (GoZ) from December 2015 to February 2020. PMGZ was funded by the European Union under the 11th European Development Fund (EDF), and was part of the overall National Indicative Programme (NIP) of the 11th EDF between the European Commission and the Government of Zimbabwe.

PMGZ was focused on improving migration management through facilitating review of the overall migration governance structure and processes while also ensuring that the migration legislation in Zimbabwe is aligned to the constitution of Zimbabwe.

The overall goal of PMGZ was: *to contribute to the establishment of a migration governance framework (policy, institutional and legislative) in Zimbabwe that supports State actors to manage migration in dialogue with non-State actors and in a migrant-centred, gender-sensitive, rights-based and development-oriented manner.*

EVALUATION PURPOSE

Objective: The aim of the evaluation was to draw lessons from the intervention on its relevance, effectiveness, efficiency, coherence and sustainability. In addition, the evaluation further interrogated the project’s goal, specific objectives and four result areas.

Scope: The evaluation covered the PMGZ project implementation from December 2015 to February 2020, focusing on all the project’s components i.e. an interrogation of the project’s objective, results’ areas and activities that were implemented during the project’s lifetime.

Evaluation Methodology: A qualitative study design using desktop research, key informant interviews with 36 stakeholders and IOM staff, and focus groups discussions with 13 community participants was used.

Evaluation data was collected between September 6 and October 15, 2021.

KEY FINDINGS

The main evaluation findings are structured around the seven evaluation criteria, namely: relevance, effectiveness, efficiency, sustainability, coherence, gender and human rights, and partnerships and synergies.

Relevance: The project was relevant to the migration and governance needs of Zimbabwe, because it was designed to bridge the gap in Zimbabwe's capacity for effective migration management, and IOM's expertise in migration-related issues was instrumental in supporting the GoZ in addressing migration-related governance gaps.

The project was also relevant and timely for the GoZ's national priorities on migration, which are enshrined within the 2013 Constitution, specifically under Article 9 on good governance.

Effectiveness: overall, the evaluation found that the project was effective in some areas and not in some, and thus it was concluded with mixed results – as summarized below per result area:

Result 1: The technical needs and capacity assessment on migration was successfully done, but the capacity building assistance to the Inter-Ministerial Committee on Migration (IMCM) had mixed achievements – though it was strengthened, the establishment of the National Migration Coordination Directorate (NMCD) took long while the Sector Policy Review Committee (SPRC) was not as active as envisaged.

Result 2: Importantly, three sector-specific policies were developed (i.e. the National Labour and Diaspora policies were developed and adopted, while the national Migration Policy was in draft form during the evaluation). Additionally, the Zimbabwe National Statistics Agency (ZIMSTAT) was supported by the project and improved on its data management

Result 3: A Migration Law Review was undertaken which guided in developing some relevant instruments especially the National Migration Policy. However, the Technical Working Group on Migration (TWG-M) was as not active as envisaged though it was instrumental in the development of the National Referral Mechanism for Vulnerable Migrants in Zimbabwe. Four Standard Operating

Procedures (SOPs) were developed but roll out has been ad hoc and so they have not been effective.

Result 4: The Diaspora Engagement and Remittances mobilisation strategy was developed. The diaspora profiling and mapping survey was not initially undertaken, but it was implemented via a consequent project funded by the IOM Development Fund and ended in December 2021.

Outreach engagements with the diaspora were undertaken but were not as effective as envisaged, while the Diaspora Engagement Website was set up initially but was affected by lack of resources – it is currently managed under the Ministry of Foreign Affairs.

It is noteworthy though that partnership with six Rural District Councils (RDCs) (Mutoko, Chiredzi, Bulilima, Mangwe, Gwanda and Lupane) enabled diaspora groups to support community-based projects. 12 out of a targeted 50 health professionals in the diaspora participated in short-term teaching stints and service provision at the University of Zimbabwe and a community hospital.

Efficiency: The project was implemented in a sequential approach (from result 1 through to result 4), which had its own challenges, for example the delayed project take-off (results 1) delayed other activities in subsequent results.

An analysis of the budget indicates that there was a significant under-expenditure in services (53% spent) and other costs (64% spent). There were also some inefficiencies seen, such as long and bureaucratic financial and procurement procedures.

There were several constraints which affected the project in several ways and ultimately impacted the efficiency of the project.

Sustainability: There has been institutionalisation of certain project activities, for example the IMCM, the Zimbabwe Diaspora Directorate (ZDD), etc. The draft migration policy framework and the policies established were also seen as having a strong sustainability element, but on the condition that the National Migration policy will be adopted and the GoZ will be able to fund the implementation of these policies.

Coherence: The project aimed to provide an overall approach to migration governance in

Zimbabwe and therefore avoided having smaller projects on different migration aspects running in parallel. Complementary projects, such as Migration Governance Indicators (MGI) assessment, created coherence. The project was also aligned to the new 2013 Zimbabwe constitution – consequently a migration law review was undertaken to identify gaps and ensure the migration governance legal framework was consistent with the new Constitution. Within IOM, the project was aligned to IOM’s Migration Governance Framework’s (MiGOF) Principles and Objectives.

Gender and human rights: The project consciously ensured that gender-related aspects were mainstreamed at the design stage, it was well articulated in the project’s goal, and mainstreamed in all activities. At implementation stage, gender issues were not consciously resisted but in some government institutions, there was an already skewed gender representation, though IOM strived to ensure balanced gender participation.

Regarding migrants’ rights, the project design also incorporated a migrant-centred approach. GoZ representatives were trained on human rights and specifically focused on human rights of migrants. This enabled the participants to understand the various human rights issues.

Partnership and synergies: The PMGZ project partnered with various stakeholders, with the GoZ being the main partner in the project. This partnership was formalised through a Cooperation Agreement signed between IOM and GoZ in 2007.

Other partners included UN agencies – UNHCR, ILO, UNODC, and UNICEF – and civil society organisations (CSOs) through the Zimbabwean National Association of NGOs (NANGO), but it was not very effective because engagement with them was done at the tail-end of the project.

CONCLUSIONS

Overall, the project made some significant achievements, such as the development of a migration governance framework and policies, and the GoZ embracing the “migration as development” concept, coupled with the “whole-of-government approach” thinking to migration.

However, the project could not achieve all of the outcomes of its Result areas, this was mostly due

to migration being a cross-cutting issue requiring new approaches and the GoZ getting used to working across ministries implying a incremental uptake of the project.

Policy implementation remains an important aspect in the strengthening of migration governance in Zimbabwe, meaning there is still work to be done to continue with the objectives of the PMGZ project.

KEY RECOMMENDATIONS

The key recommendations from the evaluation are:

- For future IOM projects where capacity is being developed within the government, it is important that the approach is designed to ensure some sustainability.
- For future IOM engagement with government, consider undertaking comprehensive feasibility studies or political-economic analyses as part of project design or baseline, to help with better understanding of the capacities and existing systems and mechanisms of the government.
- It will be important if IOM can further support the GoZ to set up policy implementation structures and thereby ensure institutionalising and sustainability.
- The voice of migrants in Zimbabwe need to be better integrated (as it could ultimately influence some of the governance and policy priorities).
- In coordination with existing projects to support the GoZ in their work with the diaspora, use a three-pronged project approach (3 Es) to engaging with the diaspora: engaging, enabling and empowering them.
- Concerning project management for future IOM projects: better integration of stakeholders in project design; strengthened project control and monitoring (e.g. tracking of expenditure, responsiveness to donor Results-Oriented Monitoring (ROM) recommendations); and avoiding sequenced projects where feasible.