IOM
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EXTERNAL FINAL EVALUATION FOR "PROMOTING MIGRATION GOVERNANCE IN ZIMBABWE" PROJECT

Evaluation Report

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Executive summary

This report presents findings of the final evaluation of Promoting Migration Governance in Zimbabwe (PMGZ) project which was implemented by the International Organization for Migration (IOM) in collaboration with the Government of Zimbabwe (GoZ) from December 2015 to February 2020. IOM received funding support from the European Union under the 11th European Development Fund (EDF) to implement PMGZ.

The evaluation was carried out by Obando Ekesa (team leader) and Glenn O'Neil of Owl RE, research and evaluation consultancy, Geneva, Switzerland, and it involved both field work (in Zimbabwe) and remote data collection. The aim of the evaluation was to draw lessons from the intervention on its relevance, effectiveness, efficiency, coherence and sustainability. 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.

Findings: The main evaluation findings are structured around the seven evaluation criteria (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. The project was thus launched to respond to the needs of the GoZ in strengthening the migration governance framework since the country had faced major gaps in terms of legislation, policy and structures.

Generally, the overall project goal and subsequent objectives were quite relevant and in tandem with the migration governance issues mentioned above, and hence was consistent with the overall project goal. However, there was incongruence between the specific objective 1 (and result areas) and the targeted beneficiaries, specifically the migrants in Zimbabwe. Findings revealed that IOM's mandate is/was very well suited to provide support towards migration governance and management in the country. In undertaking this mandate, IOM has 70 years' experience and has consequently developed expertise in this area, which they leveraged towards the project.

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. Support to integrated border management(IBM) enabled a balance to be created between humanitarian and security approaches at the borders, while the Trafficking in Persons (TiP) secretariat was setup, which enabled the TiP National Action Plan to be developed.

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, which enabled migration-related variables to be introduced into the inter-census data collection.

Result 3: 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. Consequently, four Standard Operating Procedures (SOPs) were developed but roll out has been ad hoc and so they have not been effective. There's also lack of a communication and public information strategy with key media partners.

Result 4: The Diaspora Engagement and Remittances mobilisation strategy was developed. As for the diaspora profiling and mapping survey, this was not initially undertaken due to: mistrust issues between government and the diaspora; and COVID-19 challenges. However, it has been consequently implemented via a project i funded by the IOM Development Fund which ended in December 2021. Outreach engagements with the diaspora were undertaken but were also affected by mistrust, while the Diaspora Engagement Website was set up initially but was affected by lack of resources. It is noteworthy though that partnership with six Rural District Councils (Mutoko, Chiredzi, Bulilima, Mangwe, Gwanda and Lupane) enabled diaspora groups to support community-based projects. Also, 12 out of a targeted 50 health professionals in the diaspora participated in short-term teaching stints and service provision at a community hospital and the University of Zimbabwe.

Efficiency: The project was implemented in a sequential approach (from result 1 through to result 4), which had its own challenges, such as delayed project take-off (results 1) delayed other activities in subsequent results, for example, some activities that were slated at the tail-end of the project were not implemented, and this was exacerbated by the restrictions caused by the COVID-19 pandemic.

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. An analysis of budget expenditure by items allocated to results shows that only Result 1 was close to using the budget allocated to all its related activities (91%). All other results show that only some half of budgets allocated to result activities were used. 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 Zimbabwean Diaspora Directorate, 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. On enhanced capacities and sustaining knowledge, there are still gaps in institutional capacities within the government ministries and agencies due to the frequent transfers of staff. Regarding ownership, this is a mixed result – government policies and structures create ownership, yet some government institutions are still dependent on IOM support.

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. In the course of the project implementation, The Global Compact for Migration and the African Union's Migration Policy Framework for Africa were integral because they partly shaped the project's implementation.

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. However, it is instructive that gender issues are always viewed from a socio-cultural perspective, which impacted gender-mainstreaming. 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 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, which was impacted by the mistrust that existed between the GoZ and CSOs, and though IOM tried to mediate, there was resistance by the GoZ.

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 slow uptake of the project. From the foregoing, it is important to note that governance and policymaking is a complex and multi-faceted process that is affected by multiple factors.

Importantly also, is that it is one thing to develop policies, and another to institutionalise them through creation of requisite structures and mechanisms to ensure their smooth and effective implementation. Policy implementation thus 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: some key recommendations from the evaluation include:

- 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 projects: better integration of stakeholders in project design; strengthened project control and monitoring (e.g. tracking of expenditure, responsiveness to donor ROM recommendations); and avoiding sequenced projects where feasible.

List of acronyms

AU	African Union
GCM	Global Compact for Safe, Orderly and Regular Migration
CSOs	Civil Society Organisations
EDF	European Development Fund
GoZ	Government of Zimbabwe
IBM	Integrated Border Management
IMCM	Inter-Ministerial Committee on Migration
IMCT	Inter-Ministerial Committee of Trafficking in Persons
MGI	Migration Governance Indicators
MiGOF	Migration Governance Framework
MPFA	Migration Policy Framework for Africa (MPFA) and Plan for Action (2018 – 2030)
NANGO	National Association of NGOs
NMCD	National Migration Coordination Directorate
NGOs	Non-Governmental Organizations
OPC	Office of the President and Cabinet
PMGZ	Promotion of Migration Governance in Zimbabwe
RDC	Rural District Council
ROM	Results-Oriented Monitoring
SADC	Southern Africa Development Community (SADC)
SOPs	Standard Operating Procedures
SPRC	Sector Policy Review Committee
TiP	Trafficking in Persons
TNCA	Technical Needs and Capacity Assessment
TWG-M	Technical Working Group on Migration
UNHCR	United Nations High Commissioner for Refugees
UNODC	United Nations Office on Drugs and Crime
ZDD	Zimbabwe Diaspora Directorate
ZIMSTAT	Zimbabwe National Statistics Agency

1. Introduction and Project Overview

This report presents findings of the final evaluation of Promoting Migration Governance in Zimbabwe (PMGZ) project which was implemented by the International Organization for Migration (IOM) in collaboration with the Government of Zimbabwe (GoZ) from December 2015 to February 2020.

IOM, which is the leading United Nations inter-governmental organization in the field of migration, received funding support from the European Union under the 11th European Development Fund (EDF) to implement PMGZ. The project 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*.

The project's objectives were:

- To achieve strengthened institutional capacity and adoption of a coherent and gender-sensitive policy and legislative framework for a comprehensive approach to migration;
- To enhance participation and contribution of Zimbabwean women and men in the diaspora in national development initiatives in close collaboration with the Government.

There were four result areas based on the above objectives:

- Result 1: Strengthened institutional capacity for the coordination of migration management;
- Result 2: Coherent and gender-sensitive migration management policy framework in place;
- Result 3: Improved migration legislation, service provision and communication for the protection of migrants' rights;
- Result 4: Improved neutral platforms for dialogue and schemes through which Zimbabweans in the diaspora contribute to decision making and national development.

2. Purpose and Scope of the Evaluation

The evaluation was carried out by two consultants (Obando Ekesa – Team Leader – and Glenn O'Neil) of Owl RE, research and evaluation consultancy, Geneva, Switzerland. It involved both field work and remote data collection.

Objective: The aim of the evaluation was to draw lessons from the intervention on its relevance, effectiveness, efficiency, coherence and sustainability. An evaluation matrix (Annex I) incorporating 25 questions adapted from the Terms of Reference (ToR) was developed and organised around the seven evaluation criteria: relevance, effectiveness, efficiency, sustainability, coherence, gender and human rights, and partnerships and synergies. 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. Additionally, the evaluation focused on data collection at the macro-level (i.e. policy and leadership) mostly in Harare and out of Harare (in two rural districts) and included feedback from various stakeholders (ranging from relevant government ministries, department and agencies, to civil society organizations, EU Delegation in Zimbabwe and the academia) that were involved in the project both directly and indirectly.

3. Evaluation Approach and Methodology

3.1 Approach

A participatory approach was used and involved:

- Consultation and validation of key deliverables and methodology with the IOM liaison team involved in the evaluation;
- Logistical planning with the IOM liaison team;
- Presentation of findings to IOM and stakeholders; and
- Review and validation of the evaluation report.

3.2 Evaluation Methodology

Evaluation Design: The evaluation employed a qualitative study design using the following data collection methods:

- **Desktop research** – background information, ranging from project documents and reports, relevant government documents (e.g. the 2013 Zimbabwe constitution) were reviewed iteratively throughout the evaluation process from inception phase to report drafting.

- **Key informant interviews** - semi-structured interviews were held both in-person and virtually with 36 (11 females and 25 males) key stakeholders and IOM staff (list of those interviewed is in Annex II). The following table details the number of persons interviewed by type of stakeholder.

Categories of Key Informants Reached	
Stakeholder Group	**No**
Academician	1
European Commission Representatives	2
Diaspora	8
IOM Staff	9
Government Ministries Representatives[1]	10
Rural District Council (RDC) Representatives	5
National CSO Representatives (NANGO)	1
Total	**36**

- **Focus Group Discussions (FGDs)** – two group discussions were held with 13 participants (5 females and 8 males) from two community-based projects in Chiredzi and Bulilima districts, which were purposively selected because of the time limitation and also to represent the five community-based projects that were implemented during the project's lifetime.

3.3 Data Collection, Analysis and Reporting

Evaluation data was collected between September 6 and October 15, 2021 in two phases:

- Field work in Zimbabwe was undertaken between September 6 and 17, 2021 by one of the evaluation members. This involved conducting key informant interviews (in Harare) and FGDs with community representatives (in two Rural District Councils – in Chiredzi and Bulilima Districts in the South East and South of Zimbabwe).

- Virtual interviews were undertaken after field work between September 20 and October 15 to cater for those respondents who were not reached during the field work phase.

The qualitative data was analysed thematically using Dedoose Software through coding of the responses and exploring trends and pertinent issues linked to the evaluation criteria and respective evaluation questions. This was done to understand trends linked to the different issues and areas covered by the interviews and group discussions. The analysis was supplemented by secondary data sources.

3.4 Strengths and Limitations

The key strengths of the methodology used included:

- Field visit by one of the consultants helped to gain contextual understanding of the country.

- The documentation on the project was largely available and comprehensive.

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[1] The government ministries representatives were from: Ministry of Finance and Economic Development; Ministry of Home Affairs; Ministry of Public Service, Labour and Social Welfare; Office of the President and Cabinet; Ministry of Justice, Legal and Parliamentary Affairs; and Zimbabwe Statistical Agency. All were based in Harare (see Annex II for list of persons interviewed).

- The IOM and European Commission staff involved in the project (past and present) were available and supportive of the evaluation.
- A broad range of stakeholders that were involved in the project were available for interviews (with some notable exceptions as seen below).

On the other hand, the limitations of the evaluation were:

- The unavailability of some key respondents for interviews, such as key officials of the Ministry of Home Affairs, UN bodies and academia, means that some potentially valuable inputs were missed by the evaluation.
- Related to the above, the evaluation was undertaken against a backdrop of the ongoing COVID-19 pandemic health restrictions, which affected the availability of some key respondents and also led to extension of data collection, most of which had to be done virtually.
- The evaluation used only a qualitative design yet at the inception phase it had been anticipated that a mixed-methods design would be used. The proposed online survey was not undertaken, because participants' list of those trained on various migration-related issues were not availed at the time of the evaluation. It means that potentially valuable feedback in regard to the effectiveness of the trainings was missed.

4. Findings

The main evaluation findings are structured around the seven evaluation criteria (relevance, effectiveness, efficiency, sustainability, coherence, gender and human rights, and partnerships and synergies) with the key evaluation questions indicated as subtopics under each criterion. However, with hindsight some questions have been combined or moved to other criterion because they were found to fit better. For instance, the findings of stakeholder roles and responsibilities under the effectiveness criterion was moved to the efficiency criterion after the findings on the key obstacles that affected the project's efficiency, while the findings on lessons learned and best practices are discussed in chapter 5. Additionally, one question under sustainability criterion (i.e. is there awareness of bottlenecks that impacted the project or further actions for improved capacities?) is omitted under the criterion as it is already addressed under the efficiency criterion.

4.1 Relevance

The evaluation assessed three evaluation questions on relevance and the findings are discussed below as sub topics:

Relevance to Migration Governance Needs: *the evaluation sought to determine if the project design, choice of activities and deliverables properly reflected the migration and management needs, while also taking into account IOM's mandate, and alignment with the objectives of the 11th EDF on Governance and Institution Building Sector.*

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 helping to address these gaps. To this end, the project's objective – *to contribute to a migration governance framework in Zimbabwe* – aptly captured the relevance of the needs of the GoZ, because Zimbabwe had faced various migration-related challenges over several years, which were majorly contributed by macroeconomic challenges the country had experienced. To mitigate these challenges, in 2013, the GoZ launched the Zimbabwe Agenda for Sustainable Socio-Economic Transformation (ZIMASSET), whose vision was: "Towards an Empowered Society and a Growing Economy." The project thus complemented the efforts of ZIMASSET, though it is important to note that migration-related issues were not explicitly mentioned in ZIMASSET apart from a focus on diaspora remittances.

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. The project was thus launched to respond to the needs of the GoZ in strengthening the migration governance framework since the country had faced major gaps in terms of legislation, policy and structures. Stakeholders were positive that the project was able to respond to meeting these gaps, despite the fact that there were delays and consequently not all project activities were carried out as described in the effectiveness criterion below.

Relevance of project activities and outputs: *in relation to this, the evaluation determined if the project's activities and outputs were consistent with the overall goals and intended outcomes.*

This was determined by a review of the project's Logframe. The project's goal, objectives, and results are summarised in the diagram below, and subsequent gaps discussed further.
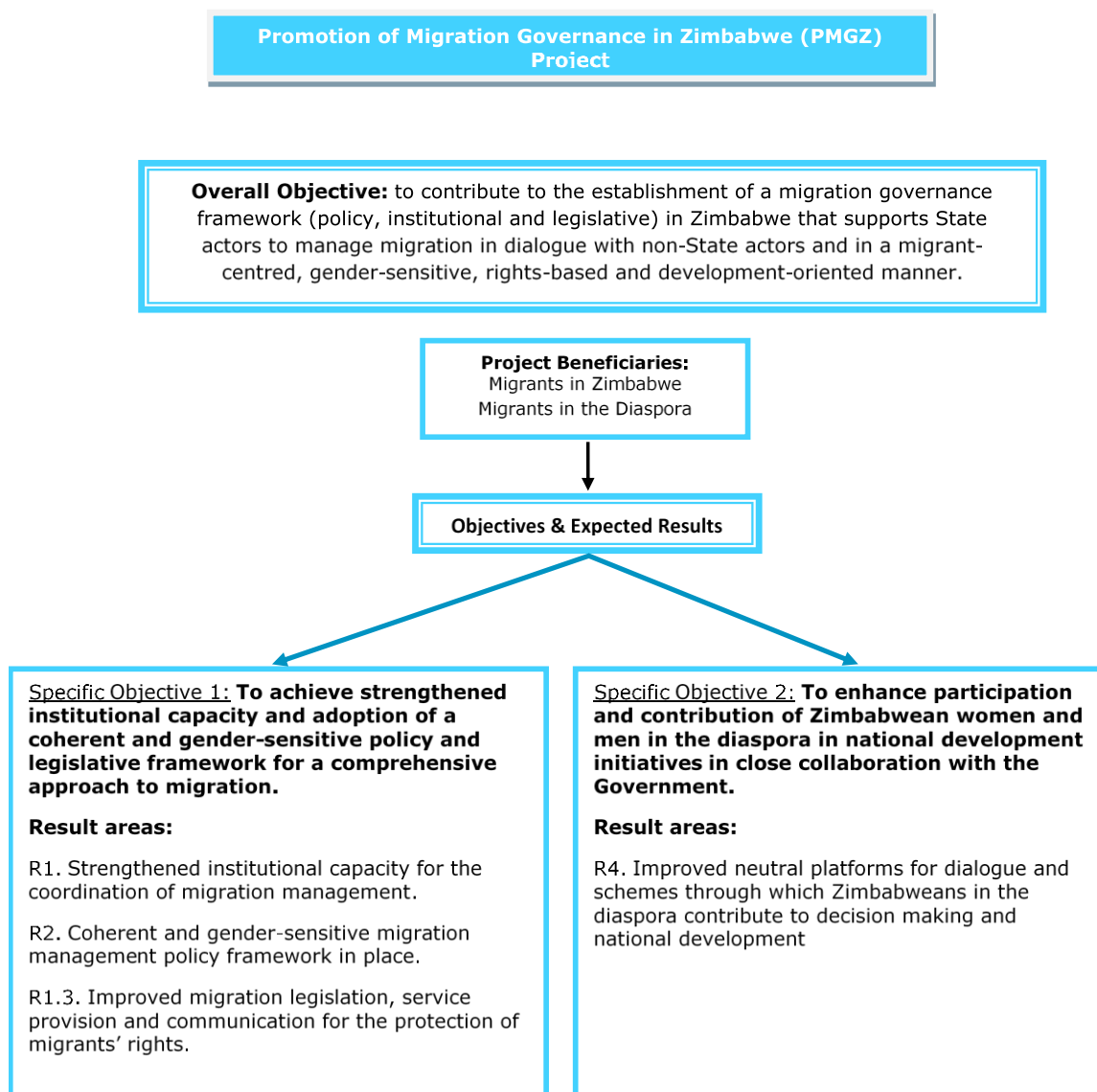
Generally, the overall project goal and subsequent objectives were quite relevant and in tandem with the migration governance issues discussed above, and hence consistent with the overall project goal. In addition, the project was in tandem with IOM's Migration Governance Framework's (MiGOF) Principles and Objectives (Annex III), and thus coherently aligned to the IOM's internal policies as indicated in section 4.5 below. For instance, the project's activities embraced all the three MiGOF principles as shown in table 1 below:

Table 1: Relevance of PMGZ Project to MiGOF

MiGOF Principles	Examples of relevant project activities
Adherence to international standards and fulfilment of migrants' rights.	Technical Needs and Capacity Assessment (TNCA) on migration governance. Existing national migration governance, institutional and policy frameworks in Zimbabwe were reviewed.
Formulating policy using evidence and a "whole-of-government" approach.	The TNCA also used evidence-based support towards the policy strengthening activities. The project's support to the IMCM was also geared towards a "whole-of-government approach."
Engagement with partners to address migration and related issues	This was a key cog in the project, and the key partner was the GoZ through the various line ministries and agencies. However, engagement with other partners, especially the civil society organisations (CSOs) was not a strong point in the project.

However, there was incongruence between the specific objective 1 (and result areas) and the targeted beneficiaries, specifically the migrants in Zimbabwe. There was no correlation in the project activities that focused specifically on this target group. The specific objective and subsequent result areas were targeted more at government-line ministries as the key target groups. In addition, the evaluation noted that the project's indicators were not fully aligned with the Migration Governance Indicators.

Maximising on IOM's comparative advantage: *to this end, the evaluation assessed how IOM used its comparative advantage in the migration-related field to promote migration governance in Zimbabwe.*

Findings revealed that IOM's mandate is/was very well suited to provide support towards migration governance and management in the country. Globally, IOM technically assists Member States in five key ways: strengthening their institutional capacity on migration management; supporting international policy dialogue on migration management; promoting awareness of international migration law; assisting governments in the development of national migration legislation; and advocating for the integration of migration in development planning and programmes[2].

In undertaking this mandate, IOM has 70 years' experience and has consequently developed expertise in this area, which they leveraged towards the project. For example, for capacity strengthening, IOM held various training workshops (e.g. on integrated border management [IBM]) that were geared to better equip the GoZ line ministries with skills on migration management. To this end, IOM relied on its in-house expertise on migration management at the Headquarter in Geneva, Switzerland, the Regional Office in South Africa, and the IOM Africa Capacity Building Centre (ACBC) in Moshi, Tanzania, to provide capacity support through training to immigration personnel. This resulted in improvements of how borders are managed by the government officers, according to stakeholders involved in border management. Stakeholders overall opined that IOM's added value to the project was their experience and expertise in the migration-related fields.

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[2] IOM (2020) *Migration Law Review: Promoting Migration Governance in Zimbabwe.*

4.2 Effectiveness

The bulk of the findings in this report are found under this criterion, and incorporates the findings under each result area, which are further expounded on as subtopics.

Achievement of Results: *this aspect evaluated if the project activities led to achievement of the planned objectives and outcomes.*

The findings are discussed briefly under the respective result areas, but overall, the evaluation found that the project was effective in some areas and not in some, and thus it was concluded with mixed results. The table below summarises the achievement of the project's results, which are further discussed below.

Table 2: Summary of achievements of PMGZ per Result Areas

Key Activities	Achievements/changes	Remarks
Result 1: Strengthened management.	**institutional capacity for the**	**coordination of migration**
Technical Needs and Capacity Assessment on migration governance	Successfully done	The assessment was quite important and useful, as it pointed out to the gaps which guided in the project implementation using an evidence-based approach.
Capacity building assistance to the Inter-Ministerial Committee on Migration (IMCM)	Mixed achievements – IMCM was strengthened, but establishment of National Migration Coordination Directorate (NMCD) took long. Sector Policy Review Committee (SPRC) not active.	
Support for IBM	Improvements were made – balance was created between humanitarian and security approaches.	Key feedback missing was from participants trained using IBM modules since participants' lists were not availed at the time of the evaluation.
Support the Inter-Ministerial Committee on Trafficking in Persons (IMCT) to implement the National Action Plan	TiP Secretariat was set up, and IOM staff seconded. TiP National Action Plan was developed.	Lack of providing a vehicle in the course of the project's lifetime was not received well by the TiP Secretariat. The vehicle was handed over in June 2020 after the project ended.
Result 2: Coherent and gender-sensitive migration management policy framework		
Support the IMCM to develop three sector-specific migration policies and action plans	National Labour and Diaspora Policies were developed and adopted. National Migration Policy was still in draft form and yet to be finalised.	Implementation structures yet to be established by the government i.e. policy implementation gap.
Technical assistance on operational migration statistics and policy briefs to inform migration policies and programmes	ZIMSTAT was supported by the project and improved on its data management. In addition, Migration related variables were introduced into the inter-census data collection.	Policy briefs were developed, though not availed during the evaluation.
Result 3: Improved migration legislation, service provision and communication for the protection of migrants' rights		
Facilitate migration legislation that is aligned with regional and international protocols	Migration Law Review was undertaken and guided in developing some relevant instruments especially the National Migration Policy.	Feedback of parliamentarians is missing from this evaluation.
Support the Technical Working Group on Migration (TWG-M) to develop Standard Operating	The TWG-M was not active and thus did not effectively meet its core mandate of coordination, but	Draft SOPs were availed much later, but they still need to be refined, especially to focus on

Procedures (SOPs) and referral pathways for access to social protection and services through government and non-government structures	according to IOM staff, the TWG-M was instrumental in the development of the National Referral Mechanism for Vulnerable Migrants in Zimbabwe Four SOPs were developed but roll out has been ad hoc and so they have not been effective. There's also lack of a communication and public information strategy with key media partners.	brief concise information that is useful to the intended users.
Result 4: Improved neutral platforms for dialogue and schemes through which Zimbabweans in the diaspora contribute to decision making and national development		
Develop a Diaspora Engagement and Remittances Mobilization Strategy	The Diaspora Engagement and Remittances mobilisation strategy was developed.	The effectiveness of this strategy could not be established.
Diaspora Profiling and Mapping Survey in host countries	This was not initially undertaken due to: mistrust issues between government and the diaspora; and COVID-19 challenges. However, it was implemented via a consequent project funded by the IOM Development Fund and ended in December 2021.	This was a gap in the project that needs strengthening. IOM thus initiated an internal support mechanism to bridge this gap.
Facilitate Diaspora Outreach and Engagement Platforms for Diaspora Participation in Local and National Development, Governance Processes	Outreach engagements were undertaken but were affected by mistrust. The Diaspora Engagement Website was set up but the parent ministry lacked resources, so it was not effective so it did not take off. Later, the Ministry of Foreign Affairs started managing it.	This was a gap in the project that needs strengthening. Nonetheless, the project helped to thaw the relations and at least brought the two parties to a roundtable discussion.
Facilitate the establishment of schemes for mobilisation of diaspora financial remittances into community-level and national socio-economic development programmes	Partnership with six RDCs (Mutoko, Chiredzi, Bulilima, Mangwe, Gwanda and Lupane) enabled diaspora groups to support community-based projects.	The sustainability of these projects, especially with diaspora need to be better explored.
Undertake a Diaspora Skills Transfer Programme	12 out of targeted 50 health professionals in the diaspora participated in short-term teaching stints and service provision at a community hospital and the University of Zimbabwe.	This programme is yet to be institutionalised with the Zimbabwe Diaspora Directorate (ZDD) and in the Diaspora policy, since those in the diaspora viewed them with a political lens.

Result 1: Strengthened institutional capacity for the coordination of migration management.

The key achievements under this result are as follows:

A **technical needs and capacity assessment (TNCA)** was successfully done and it helped to provide evidence-based support geared towards a strengthened institutional capacity for the coordination of migration governance institutional framework. The TNCA reviewed the existing national migration governance, institutional and policy frameworks in Zimbabwe, including the assessment of capacity gaps and overlaps and institutional capacities, and gave recommendations for strengthened migration governance systems and processes. This was done in both a participatory and consultative manner.

Capacity assistance to the **inter-ministerial committee on migration (IMCM)** had mixed achievements. The IMCM, which comprises nine ministries had been created before the commencement of the project, but its operations were bolstered by the PMGZ project, particularly through a better understanding of migration dynamics within the various GoZ ministries and thus creating a holistic approach to migration. However, although the National Migration Coordination Directorate (NMCD) was set up as the secretariat of the IMCM, it took a long period before it was established. It is still yet to be formalised under the Public Service Commission and consequently it has not been as active as envisaged, coupled with the frequent staff transfers in both the IMCM and NMCD, which affects institutionalisation of the knowledge and capacities. Nonetheless, NMCD helped to strengthen the coordination mechanisms and information sharing, which to some extent strengthened how the GoZ addressed migration issues, for example through mainstreaming migration into the national strategy planning. The IOM staff who was to be seconded at the directorate was actually based at the Trafficking in Persons (TiP) Secretariat. In addition, the proposed sector policy review committee (SPRC) did not play the active role it was expected, for example, it rarely met and therefore could not provide the oversight role it was expected to undertake.

Regarding **Integrated Border Management (IBM),** IOM provided training (through the ACBC, in Tanzania) to the staff at the immigration department and other relevant government ministries and thus helped to remove the "silo" mentality among them, which consequently resulted in improvement in border management according to stakeholders interviewed. For example, at Beitbridge border post, IOM helped to improve the way the borders are managed through creating a balance between a humanitarian border approach and security concerns. Training modules were developed, but these were not assessed by the evaluation and the feedback of the trained staff was not gathered, as the intended online survey was not undertaken because participants' lists were not available at the time of the evaluation.

The last key activity of Result 1 was the **support to the Inter-Ministerial Committee on TiP to implement the National Action Plan**. Prior to the PMGZ project, Zimbabwe had enacted the Trafficking in Persons (TiP) Act in 2014, which had five objectives:
- To provide for prohibition, prevention, and prosecution of the crime in trafficking in persons and the protection of victims of trafficking;
- To establish an Anti-trafficking ministerial committee and provide for its composition and functions;
- To establish centres for victims of trafficking in persons;
- To amend the Criminal Law Code and the Money Laundering and Proceeds of Crime Act [Chapter 9: 24] (No. 4 of 2013); and
- To provide for matters connected with or incidental with the foregoing.

From the foregoing, the PMGZ project supported in setting up a National TiP Secretariat by providing equipment (i.e. office furniture and IT equipment), held a workshop on TiP-related issues and seconded a staff to provide technical support. This enabled the TiP Secretariat and the Inter-Ministerial Committee on TiP (IMCT) to effectively coordinate its mandate in the IMCM and also to develop a 3-year national action plan (NAP), and importantly this led to trafficking-related issues gaining importance within government circles. There was a TiP policy brief that was developed, which recommended policy changes on prevention, prosecution and partnership, but these recommendations were not implemented despite being presented to parliamentarians. Also, there should have been anti-trafficking committees in all the ten provinces of

Zimbabwe, but only six were established, namely: Bulawayo, Mashonaland West, Mashonaland Central, Mashonaland East, Manicaland and Masvingo provinces.

Result 2: Coherent and gender-sensitive migration management policy framework in place.

A highlight of the project was the improvement of migration governance framework, which helped in the migration dynamics and consequently shaped the direction the GoZ has taken. Three key migration-related polices were targeted – **the national migration policy, the national labour policy and the national diaspora policy** – during the project's lifetime.

A draft national migration policy was in place by the end of the project, but it had not been finalised at the time of the evaluation, and subsequently had not been presented to parliament and cabinet for approval. The vision of the policy was: *The National Migration Policy aims to provide a basis for effective harnessing migration for development. It serves as the foundation and key reference point for the Government of Zimbabwe and other stakeholders to respond to the challenges and opportunities related to migration and development*.

The draft policy has 19 policy components that range from migration governance, border governance, migration and trade, to migration and older persons. It is instructive to note that the policy development process was quite lengthy and faced various challenges, such as the desire for a "perfect document" and dealing with sensitive issues among ministries (wanting to have their "voice" in the policy) led to delay in completing the migration policy. A review of the policy also revealed the need to factor in emerging issues such as the COVID-19 pandemic which affected migration issues and thus has created a need to factor in health-sector players. To address these, IOM had/has other "active" platforms to support the national migration policy to its full completion, supplemented by IOM's Africa Migration Programme (ARMP) whose aim is *Targeted to governments [in Horn of Africa, North Africa, Southern Africa and West Africa] manage migration in a sustainable and humane manner*, and the Southern Africa Migration Management (SAMM) Project, which seeks *Strengthening Institutional Mechanisms for Migration Management in the Southern Africa Region* – both are ongoing and contributing resources towards the gaps highlighted above.

A national labour migration policy was developed in 2019, approved by the GoZ in 2020, and formally launched in July 2021. It is important to note it was the first from a Southern Africa Development Community (SADC) region Member State. The policy is under the mandate of the Ministry of Public Service, Labour and Social Welfare and its vision is to have *A Well-managed, sustainable and inclusive labour migration management system that promotes good governance and effective regulation of labour migration, and protects the rights of labour migrants and their families.* Importantly, the Labour policy expands on the provisions of labour migration stated in the draft Migration policy.

The National Diaspora policy was developed and approved in 2016 under the auspices of the Ministry of Macro-Economic Planning and Investment Promotion, but the diaspora-related issues are currently domiciled in the Ministry of Foreign Affairs and International Trade. The policy is cognisant that the GoZ has responsibility towards the interests and welfare of Zimbabweans living and working outside their country, and thus seeks, in accordance with Section 13 (2) of the Constitution, their involvement in the formulation and implementation of the development plans and

programmes that affect them. Consequently, the policy contains measures aimed at creating the necessary structures and institutions for effective collaborative engagement with the Diaspora. The evaluation showed, however, that though the policy is in place, and a Zimbabwe Diaspora Directorate (ZDD) established, engagement with the Zimbabweans in the diaspora was still yet to be fully optimized due to a lack of resources and implementation structures. This necessitated a further review of the policy because of the gaps identified, and IOM was also providing support further support.

Regarding the provision of **technical assistance on migration statistics and policy briefs to inform migration policies and programmes,** the project coordinated with academicians who supported in undertaking research to provide evidence-based policy making. The project developed three policy briefs: (1) Migration Policy Brief on Reaping the Diaspora Dividend in Zimbabwe (2) Research Policy Brief on Integrated Border Management in Zimbabwe and (3) Research Policy Brief on Trafficking in Persons in Zimbabwe. However, the evaluation did not establish how effective these briefs were in terms of implementation.

With regard to migration data, the project supported the Zimbabwe National Statistics Agency (ZIMSTAT) in the following ways: development of the 2010 – 2016 migration profile; capacity building of the ZIMSTAT staff (i.e. a regional training on migration and data management); and they funded the Zimbabwe Inter-Census demographic survey (2016). These activities enabled ZIMSTAT to gain skills which they used to undertake analysis of migration data and subsequently design and incorporate a module on migration in the upcoming Zimbabwe census in 2022. In 2017, ZIMSTAT piloted the use of the International Migration module with the help of IOM and based on the lessons, they intend to undertake the census in 2022 using the enhanced module. Also, ZIMSTAT has been capacitated to share and request for data by virtue of being a member of the IMCM, which has led to a better understanding of the importance of data and the data needs among the various government ministries and agencies. One unintended positive outcome following the capacity enhancement is that ZIMSTAT collaborated with UNICEF on a regional research on unaccompanied migrant children.

Result 3: Improved migration legislation, service provision and communication for the protection of migrants' rights.

A comprehensive **review of Zimbabwe's migration legislation** was undertaken in 2016. The review identified gaps in the legislative frameworks by reviewing locally Acts/Bills in Parliament related to migration, such as the Immigration Act, Labour Act, Refugees Act etc., in order to align them to the 2013 Zimbabwe Constitution, and to international migration protocols and treaties. This was a collaborative effort with the Ministry of Justice, Legal and Parliamentary Affairs, the IMCM, the Centre for Applied Legal Research, academia, the United Nations High Commissioner for Refugees (UNHCR) and International Labour Organization (ILO). The recommendations were instrumental in guiding the project and the GoZ towards improving the migration legislation, more so in the drafting of the National Migration Policy.

Additionally, the project held advocacy workshops with parliamentarians, but the evaluation did not establish how effective the workshops were because the parliamentarians were not reached due to certain challenges, such as the need to engage Parliament through the Ministry of Foreign Affairs and the Ministry of Justice,

Legal and Parliamentary Affairs, which could not be achieved during the data collection visit or thereafter.

The project supported the establishment of the **Technical Working Group on migration (TWG-M)**, which was made up of representatives from the IMCM, UN agencies and NGOs. However, the TWG-M was not as active as envisaged because it lacked resources (such as staffing because the government staff was also in charge of other departments then and was overburdened), and was not well-structured to ensure proper implementation. Consequently, most of the planned activities (such as evaluating the National Action Plan (2016 – 2018) was not done. The TWG-M was funded by IOM and when the funding ended, it subsequently fizzled out, and thus did not effectively meet its mandate of coordinating government departments, NGOs, UN agencies and CSOs.

Additionally, the project supported in the development of four standard operating procedures (SoPs), namely: on unaccompanied children; stranded migrants; victims of trafficking and smuggling; and asylum seekers, refugees and stateless individuals. These were compiled into a consolidated document (i.e. national referral mechanism and SOP manual) and officially launched in March 2019. However, the roll out has been ad hoc and consequently, it has not been effectively used according to stakeholders interviewed, coupled with lack of such documents being publicly available. The evaluation was unable to establish if a capacity building workshop was undertaken for relevant government officials on the utilisation of the developed SoPs, because it was postponed and then cancelled after the onset of the COVID-19 pandemic. It thus means that efforts towards protection of migrants and upholding their rights is still a gap, but some efforts have been made, such as improved treatment of arrested migrants in prisons. There was a **communication and public information strategy** with key media partners, such as the project launch, press briefing notes, newsletters and use of website and social media sites. However, the evaluation could not establish how well these activities led to any significant support for the project's objectives; further they were mainly focused on promoting the project's activities rather than protection of migrants' rights.

Result 4: Improved neutral platforms for dialogue and schemes through which Zimbabweans in the diaspora contribute to decision making and national development.

According to the project's final report, a **Diaspora Engagement and Remittances Mobilization Strategy** was developed. The envisaged strategy was to outline implementation steps of the priorities outlined in the National Diaspora Policy. However, the **diaspora profiling and mapping survey,** was not initially undertaken due to mistrust issues between the government and Zimbabweans in the diaspora, coupled with COVID-19 challenges. **However, it was later implemented via a consequent project funded by the IOM Development Fund and ended in December 2021.** The mistrust the Zimbabweans in the diaspora had of the GoZ, also consequently affected the effectiveness of the interactions in the **diaspora outreach and engagement platforms** that were held in South Africa, United Kingdom and the USA. The envisaged National Diaspora Engagement Website was initially set up, but lacked requisite content from the GoZ since there was lack of financial support from the Ministry of Macro Economic Planning and Investment Promotion (which became defunct and was amalgamated with Ministry of Finance and Economic Planning), and thus its hosting was moved to the International Trade Section under the Ministry of

Foreign Affairs, where it is currently being re-developed with the support of an IOM project.

However, it is encouraging that **community-level development programmes** in border regions were set up in partnership with rural district councils (RDC), diaspora groups and IOM. This was possible because RDC's identified community-based projects they could engage with as they responded to IOM's request for proposals. In one RDC (Chiredzi), the community had been engaging prior to the PMGZ project in a livelihoods initiative – i.e. cattle rearing in order to raise finances to support their children with education and skills for a twofold purpose: equip them so as to preclude them from engaging in negative coping mechanisms such as irregular migration to neighbouring countries; and in the event that they crossed into the neighbouring countries, they would already have skills to help them in finding work. In another RDC (Bulilima), the community had desired to set up a health facility and were supported by the RDC through the project. In both these cases, those in the diaspora actively supported their communities through ploughing funds directly into the community projects.

A *Look and Learn Study* visit to Ethiopia to learn about **diaspora bonds** was undertaken in 2016 and comprised a team of four – three GoZ representatives and one IOM staff. The visit had three objectives: To familiarise with the diaspora policy implementation initiatives in Ethiopia; To establish the link between the Ethiopian diaspora and investment policies; and To gather information on the institutional set-up of diaspora coordination units and strategies being employed to harness remittances and investments from diaspora. Lessons learned and recommendations were made after the visit, but it is unclear if the recommendations were followed through. However, the planned **consultative seminars on Diaspora Bonds and Debt Instruments** were not undertaken. Nonetheless, through IOM's intervention, it became easier for those in the diaspora to send money through formal channels in collaboration with the Zimbabwe Reserve Bank, after the remittance policies were amended thereby making it possible for those in the diaspora to open accounts with Zimbabwean banks[3].

The most successful activity under this result was the **Diaspora Skills Transfer Programme,** which was undertaken in January and February 2020 and involved 11 Zimbabwean health-care professionals based in South Africa, United Kingdom, Sweden and USA. The activity was majorly in partnership with the University of Zimbabwe, where these professionals were involved in short-term teaching stints (basically two weeks), with one professional who was involved in providing her services in a community hospital. The professionals who were involved stated that there was some added value to them at individual level (such as reconnecting with their Alma Maters and families, and the satisfaction of "giving back"), and other levels (e.g. sharing their knowledge with the universities, tapping into entrepreneurship opportunities, sourcing for medical equipment etc.). For the GoZ, this showed a renewed effort and sincere commitment to engage diaspora in development, because in the past, they had just talked about it but made no effort, but there was even political will from the current President since 2017, having engaged with those in the diaspora in countries he's visited. This is attributed to IOM engagement with the GoZ.

However, the above efforts of the diaspora skills transfer programme were purely on the efforts made by the project and its funding, and as such there is still a gap in ZDD's

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[3] Another IOM project, funded by the IDF, also worked on this issue in 2019: "Improving Data on the Flow and Impact of Migrant Remittances for Development in Zimbabwe".

and the university's roles, despite the existence of the Diaspora policy. It means that if this is not institutionalised, and it will not necessarily become a sustainable venture.

Complementarity of activities: *this looked at how different activities complemented each other in the capacity building of the project beneficiaries*, but is discussed under the coherence criterion.

Satisfaction of project stakeholders with project activities and quality of outputs: *this aspect assessed the extent to which the stakeholders, particularly the GoZ, were satisfied with the project activities and quality of outputs*.

Generally, the GoZ line ministries were satisfied with the project and the support provided, particularly in steering them towards "the whole-of-government approach," which enlightened them on importance of removing the "silo" mentality that the various ministries and agencies had operated in. In addition, they were appreciative of IOM's role as an independent and nonpartisan organisation whose mandate was to support the GoZ in improving migration governance and management devoid of any political interests. Some respondents referred to IOM as the "key cog in the wheel" in so far as migration-related issues were concerned and were also very grateful to the support (staff, financial and capacity enhancement) that they received, though in a few instances, miscommunication of some promised support led to misunderstanding between those government ministries/agencies and IOM. Regarding engagement with CSOs, though the final report indicated that IOM hosted a CSO forum, the umbrella body of CSOs (NANGO) was dissatisfied with IOM's collaboration with them and felt that CSOs were not actively engaged in the project and as such their voice was missing in the country's migration governance framework.

Improved stakeholders' knowledge: *the question of improved stakeholders' knowledge is discussed under Sustainability criterion.*

4.3 Efficiency

This criterion evaluated four questions, whose findings are discussed below:

Project implementation approach: *the evaluation reviewed the project's implementation modalities, including internal monitoring control and if they were adequate in ensuring the achievement of the expected outcomes in a timely and cost-effective manner*.

The project was implemented in a **sequential approach**, which means that activities in Result 1 were first implemented followed by activities in Result 2 until the final Result 4. This approach had challenges, because for instance, the project take-off was delayed due to slow pace of government acceptance, and this subsequently led to delays in the implementation of other project activities. As already discussed above under the effectiveness criterion, some activities that were slated at the tail-end of the project were not implemented, and this was exacerbated by the restrictions caused by the COVID-19 pandemic.

An analysis of the budget indicates that there was a significant under-expenditure in services (53% spent) and other costs (64% spent). This seems to be due mainly to some workshops, training, diaspora mapping and the mid-term evaluation not being carried out (the final evaluation budget was also not used). This indicates some cost-

sharing with other projects but also the difficulties seen to implement some activities during the project duration as described. There were also some inefficiencies seen, such as long and bureaucratic financial and procurement procedures, and the decision not to carry out the mid-term evaluation and use the budget available for a final evaluation (for instance, this current evaluation is not funded by the project funding).

Table 3: Total project budget and expenditure by main items

	Budget	Expenditure	% spent
Human resources	1'626'747.55	1'560'211.44	96%
Travel	20'133.10	13'188.96	66%
Equipment and supplies	114'613.84	112'523.89	98%
Local office	203'810.06	187'244.24	92%
Services	445'772.54	235'502.54	53%
Other	495'780.46	315'755.65	64%
Indirect costs	203'480.03	169'709.82	83%
Contingency reserve	3'346.43	--	0%
Total	3'113'684.01	2'594'136.54	83%

An analysis of budget expenditure by items allocated to results shows that only Result 1 was close to using the budget allocated to all its related activities (91%). All other results show that only some half of budgets allocated to result activities were used. This indicates that:

- The activity costs were much lower than anticipated in the budget; *and/or*
- The activity implementation rates were low for these results; *and/or*
- The sequential implementation approach coupled with the slow project start up led to these underspends.

Although this evaluation saw examples of cost savings, such as using local rather than international experts and some synergies with other projects, it is estimated that most underspending was due to low implementation rate of activities (such as the low participation of diaspora in the return for skills transfer of Results 4) and slow project start, also indicated in the partial achievement of most result outcomes as described above.

Table 4: Project budget and expenditure by result areas

	Budget	Expenditure	% spent
Result 1	435'019.33	397'471.47	91%
Result 2	118'795.91	64'590.92	54%
Result 3	112'006.16	47'656.86	43%
Result 4	366'020.90	161'416.10	44%
Total	**1'031'842.30**	**671'135.35**	**65%**

IOM did request and was granted a no-cost extension by the donor (European Commission), extending the project's duration until May 2020. A second no-cost extension for 2020 was requested but not approved. The donor reportedly diverted the remaining funds intended for the project to the 2020 COVID-19 response in Zimbabwe.

Leveraging on IOM's in-house expertise and resources and external collaboration: *this aspect evaluated the extent to which IOM leveraged on its in-house expertise and resources and also external collaboration, especially with the European Union*.

The project was able to leverage in-house IOM expertise in migration governance and IBM; staff were mobilised for support from IOM ACBC in Tanzania, the regional office in South Africa and the headquarters in Geneva. Further, the project leveraged the expertise of Zimbabwean experts and academics, notably for the policy briefs and the legislation review. There was no evidence that European Union expertise was mobilised for the project.

Possible constraints/obstacles: *the evaluation assessed the extent to which the project's activities and timeline was affected by possible constraints/challenges and if they were addressed appropriately*.

There were several constraints which affected the project in several ways and ultimately impacted the efficiency of the project. These challenges – categorised into internal (IOM-related), GOZ-related and other external – include:

Table 5: PMGZ obstacles

Internal (IOM-related) challenges:
• IOM administrative procedures, especially the lengthy procurement procedures affected project implementation and in some instances led to "implementation fatigue".
• IOM Zimbabwe's monitoring and evaluation system was inadequate to properly monitor the project. The regional office was in the process of strengthening its M&E system through decentralised M&E functions, and thus there were inadequacies in proper M&E procedures for the project (for example lack of quality project Logframe and lack of updating it after the Results-Oriented Monitoring (ROM) visit), coupled with lack of a dedicated M&E staff whose role was not just tied to the project but also other projects, thereby spreading the staff too thin. Further the planned mid-term evaluation was not carried out.
• The human resource (staffing) of the project was quite limited as there were only three staff dedicated to the project. This could be attributed to funding structure which did not allow for several staff positions and thus overburdened existing staff. Additionally, because migration is quite a complex issue, the reliance on IOM's expertise, such as regional and HQ technical specialists, was quite limiting because it led to delays in implementation.
• The consolidation of different projects within IOM, all contributing towards a common goal (i.e. PMGZ) was a good demonstration of results-based management. However, the interlinkage was not well articulated as was highlighted in ROM report.
• The implementation approach was sequential and thus some activities were not implemented particularly during the COVID-19 pandemic restrictions.
GoZ-related challenges:

- Lack of government interest in some aspects of the project i.e. slow pace of project uptake due to lack of proper understanding of the migration concept coupled with government bureaucracies/rigidities and ministerial turf wars.
- The migration concept is and also viewed from a security lens, which hampers effective implementation of some activities.
- For the diaspora, the project was bedevilled by difficult relations between the government and Zimbabweans in the diaspora, coupled with a perception of "them" vs "us" among Zimbabweans. Additionally, there were discussions as to which ministry should house the ZDD. Further, given resource limitations, some in the diaspora had not heard about ZDD.
- There were limited resources (particularly short time-frame and lack of reagents for practicals) for those who participated in the short-term diaspora program.
- The approach used to try and undertake the diaspora profiling may have been too "scientific" in approach, coupled with mistrust issues between the GoZ and those in diaspora, which consequently precluded the activity from being done.
- The government mistrust on CSOs prevented the effective participation of CSOs in the project, and as such their invaluable inputs in influencing the migration governance policies was missing.
- Inactive NMCD, because of the delay in setting it up, meant that it did not effectively undertake its coordination role.
- Regarding the migration policy, the desire for a "perfect document" and sensitive issues among ministries (wanting to have their "voice" in the policy) led to delay in completing the migration policy. Additionally, the policy took long because of silent disagreements on modalities of developing it (the government insisted to own the process).
- TiP Act did not spell out the roles and responsibilities of the TiP secretariat and this led to a lack of proper implementation structure. Also, though the TiP Secretariat cooperated with other partners through the non-state actor's strategy (e.g. UNODC, Salvation Army), it was limited because the national action plan (NAP) needed to be effected before the non-state actors could be fully brought on board.
- Some GoZ agencies had been promised a vehicle, and when it was not given during the project's lifetime, it affected their morale in implementation of the project (n.b. vehicles were handed over at the end of the project to GoZ agencies and it could have been a misunderstanding on the timing).
- High turnover of government ministries, which consequently affected the proper implementation of planned activities and also the knowledge retention after capacity enhancement.
- There was a slow uptake by the Ministry of Health in working with the project and as such diaspora skills engagement, which was largely in the health sector, was not as effective as could have been. For instance, – it took longer for hospital equipment donated to be cleared by the ministry of health and customs.
- Over the past several years, Zimbabwe experienced macro-economic challenges, which adversely affected the economy and the government's efforts such as fiscal policies that subsequently impacted also on businesses, NGOs and government agencies. With regard to the project, funds were affected especially due to foreign currency transactions with led to project delays.
- Inadequate government resources for the various government departments that were created as a result of the project, possibly because of economic constraints the country has been experiencing over the years.

Other External challenges:

- COVID-19 pandemic: the outbreak of the pandemic in early 2020 caused a lot of uncertainty and disruptions. Consequently, there were restrictions (such as shut down of offices, curfews etc.),

> which affected implementation of project activities. In Zimbabwe, government offices were shut down for long periods and this was worsened by their unpreparedness for virtual meetings.

Stakeholders' Roles and Responsibilities: -*this aspect was moved from the effectiveness criterion as it directly relates to the above constraints/challenges. The evaluation reviewed how the stakeholders' roles and responsibilities addressed the above identified problems and if they met the relevant needs outlined in the technical needs assessment*.

Not all the obstacles highlighted above were addressed during the project's lifetime. However, some of the IOM-related challenges are still existent and this evaluation recommends that IOM Zimbabwe seeks ways to address them. It is noteworthy though that a few others were addressed towards the tail-end of the project as follows:

- Procurement: Procurement processes have now been eased, some of which include: Purchase Requisition Forms can be filled online; digital signatures to documents is now allowed; financial thresholds for sign-off at country level have been increased; direct recruitment of consultants or staff now allowed to some extent; time for staff recruitment cycle reduced – though can be reduced further; process of identifying implementing partners eased also.

- Monitoring and Evaluation (M&E): the region now has Regional M&E Advisor to provide technical support. IOM also launched an M&E e-learning course for project staff and is exerting efforts to increase knowledge on project development issues like development of logframes, indicators etc., because in IOM these and endorsement of project proposals is primarily done by a separate Project Development and Regional Thematic Specialist's functions not M&E. IOM's new PRIMA project management system now makes project monitoring easier since the Regional office can view status of each project through the real time project dashboards, making it easier to spot struggling/delayed projects.

- Human Resource (HR): there is growing recognition of this, because of the understaffing that was noted, but there is still more action needed to effectively bridge this gap.

Some of the GoZ-related challenges were addressed, albeit, in different ways as follows:

- The ministerial "bureaucracies" were gradually reduced through the understanding of the various ministries' roles in migration (described further below) and the coordination role of the IMCM.

- The "securitisation" of migration is an issue that continues to be addressed, particularly as more awareness-raising is done to the relevant GoZ ministries to view migration from a development lens.

- As for the mistrust between government and CSOs, and between the government and Zimbabweans in the diaspora, the evaluation noted that the current government made (and continues to make) efforts towards improving relations,

with efforts made by the current president for example in meeting Zimbabweans in the diaspora whenever he travels abroad.

- As the evaluation was ending, a meeting had been held to further review the draft National Migration Policy, and all indications were that it would be escalated so that it can be adopted and formalised. However, there were no timelines given as to when this would be done.

- Regarding the COVID-19 challenges, the government had gradually adapted to virtual meetings and later allowed for phased reopening of government offices.

The technical needs and capacity assessment was an instrumental document that helped to shape the migration governance framework, particularly in highlighting the various international policies and instruments that the GoZ needed to adhere to in order to strengthen its migration governance framework. It also helped to engender the "whole-of-government approach," particularly because it highlighted AU's MPFA thematic areas and specific lead ministries, as shown in the table below[4]:

Thematic Area	Lead Ministry
Labour migration	Ministry of Public Service, Labour and Social Welfare
Border management	Ministry of Home Affairs
Irregular migration	Ministry of Home Affairs
Forced displacement	Ministry of Public Service, Labour and Social Welfare
Internal migration	Ministry of Home Affairs
Migration data	ZIMSTAT
Migration and development	Ministry of Macro-Economic Planning and Investment Promotion
Inter-State and interregional cooperation	Ministry of Foreign Affairs
Migration, poverty and conflict	Ministry of Public Service, Labour and Social Welfare
Migration and health	Ministry of Health and Child Care
Migration and environment	Ministry of Environment
Migration and trade	Ministry of Trade and Commerce
Migration and gender	Ministry of Women Affairs, Gender and Community Development
Migration, children, adolescent and youth	Ministry of Youth Development, Indigenisation and Economic Empowerment

The workshops that were held as part of the assessment were instrumental in creating not only an understanding of the various international treaties on migration, but how the various government line ministries could collaborate. Understandably, the inter-ministerial "bureaucracies" slowed the implementation of the project at the beginning because the relevant government ministries and agencies had previously worked in "silos," and as such it took time for the changes to be effected.

However, with regard to the diaspora engagement, the evaluation found that most of the recommendations in the assessment were yet to be effectively addressed, as discussed earlier. It was also unclear if the Irregular and Mixed Migration Technical Working Group was operational.

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[4] IOM (2018) *Technical Needs and Capacity Assessment for Migration Governance in Zimbabwe*

4.4 Sustainability

The evaluation assessed five evaluation questions on sustainability with the findings amalgamated into sub topics:

Stakeholders' continuity with project objectives: *the evaluation determined if the national and regional partners were committed to continue working towards the project objectives beyond the end of the project*.

The GoZ is the main stakeholder that is continuing to work on the furtherance of the project's objectives. To this end, there has been institutionalisation of certain project activities, for example the IMCM, the ZDD etc. Other government agencies, like ZIMSTAT, were already established entities and thus have their own systems and structures for continued operations, but it would be worth considering integrating migration modules from IOM in its key data collection systems, but this would need a collaborative approach. The draft migration policy framework and the policies established were also seen as having a strong sustainability element, given that they will be part of the policy and legislation landscape of the country. This is on the condition that the National Migration policy will be adopted and the GoZ will be able to fund the implementation of these policies.

A key challenge to the various government ministries and agencies has/is the frequent transfers of staff who had received training thereby creating a need for further training of new staff which is currently neither funded nor planned.

At the community level, the Chiredzi local community, which had already initiated their own project (i.e. the cattle rearing project described under Effectiveness Criterion – Result 4 above) seems likely to continue with their project, because it was their own initiative before IOM and the RDC's involvement. They are also supported by the RDC who passed a resolution to channel back local levy funds to the project, towards efforts of sustainability. In Bulilima RDC, the health facility at Ngwana Community, once completed will be managed by a local committee and staffing and provision of drugs will be by the ministry of health (MoH) – this is the strategy they have used in other health facilities they initiated in the district, where the technical expertise is handled by the MoH while the local community and RDC maintain the buildings.

Other aspects of the project faced limited prospects of sustainability, key among them being the overall diaspora engagement and specifically the Diaspora Skills Transfer Programme as described above, the working of the SPRC, and the various technical working groups that relied on IOM support, in addition to the GoZ-related challenges as described above.

Enhanced capacities and sustaining knowledge: *the findings evaluated the extent that project beneficiaries and stakeholders' institutional capacities have been enhanced, and efforts to sustain the knowledge and capacities gained for any future interventions*.

The findings revealed a mixed feedback for this aspect. For example, there are still gaps in institutional capacities within the government ministries and agencies due to

the frequent transfers of staff. Yet, at the same time, the policy and framework development and setting up of inter-ministerial structures by the project did increase the focus and visibility to a whole-of-government approach to migration.

As for the Diaspora Skills Transfer Programme, the timeframe was too short to have any capacities enhanced and ensure sustenance of the knowledge, although undoubtedly the students attending the classes provided by the diaspora were appreciative.

Ownership: *this evaluated if the project was designed in such a way to create ownership by the project's partners (state and non-state actors) and thereby ensure maximum sustainability of the project's impact*.

Some ownership is positive, on the policies and structures for example as they are government policies and structures. But in other aspects, it's lacking, for example the institutions that were still dependent on IOM support.

4.5 Coherence

Complementarity with IOM IDF projects: *this assessed the extent that the activities complemented and coordinated with similar interventions of IOM IDF projects and other stakeholders, and how duplication was avoided*.

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, with both advantages and disadvantages. A complementary project that was conducted in parallel was the Migration Governance Indicators (MGI) assessment that was carried out in 2019-20, in addition to the above-mentioned IDF-funded 2019 project "Improving Data on the Flow and Impact of Migrant Remittances for Development in Zimbabwe". The evaluation established that there was some complementarity and coherence of activities to the project. For example, the training needs and capacity assessment and migration law review were pivotal and complemented the subsequent activities, especially the development of the National Migration Policy. In addition, support to ZIMSTAT was crucial because it allowed a better understanding of the importance of data towards having evidence-based policies and migration management among the various government ministries and agencies that were part of the IMCM. As alluded to above (under result 2), IOM's ARMP and SAMM Projects also complemented the project particularly in mitigating some of the gaps of the PMGZ project. Additionally, the IOM Development Fund projects on Diaspora Mapping, Diaspora skills transfer and Integrated Border Management also complemented the project towards the common PMGZ goal of improving migration governance in Zimbabwe. However, the sequential implementation approach was not as effective in providing for some of these complementarity of the activities.

Alignment to policies and legislations: *the evaluation determined which frameworks, policies, legislations and other instruments that the project was aligned to and how they impacted on the project and at national, regional and global levels*.

In the course of the project implementation, the Global Compact for Safe, Orderly and Regular Migration (GCM) was adopted by the UN General Assembly in December 2018,

and was preceded by the Africa Unions' (AU) Migration Policy Framework for Africa (MPFA) and Plan for Action (2018 – 2030). These two documents were integral because they partly shaped the project's implementation. In addition, the project was also aligned to the constitution. In 2013, Zimbabwe promulgated a new constitution and in the course of the project, a Migration Law Review was undertaken in partnership with the Ministry of Justice, Legal and Parliamentary Affairs to undertake a gap analysis and thereby ensure the migration governance legal framework was consistent with the new Constitution and migration-related international treaties. The assessment focused on key and relevant migration laws that were evaluated against standards established by the Constitution and international law and how comparative jurisdictions have strengthened their migration governance frameworks[5].

Within IOM, the project was aligned to IOM's MiGOF Principles and Objectives as already discussed above in Section 4.1. These alignments, policies etc. had a positive impact on the project in that they created a better understanding of migration among various ministries and contributed towards the "whole-of-government approach, as already described above.

With regard to the SDGs, IOM ensured that the goals linked to migrants' rights remained part of the GoZ agenda. This was done by strengthening national and regional capacities for collection, analysis and dissemination of migration data, with emphasis on data collection to access to rights of migrants. IOM also developed a brochure which indicated how migration was related to the various SDGs, but the evaluation did not establish if this document had been circulated widely within government.

4.6 Gender and Human Rights

Gender mainstreaming and sensitisation: *this aspect evaluated the extent to which the project design and implementation incorporated gender mainstreaming, and how stakeholders were sensitised on gender dimensions*.

The project consciously ensured that gender-related aspects were mainstreamed at the design stage, and it was well articulated in the project's goal, which incorporated three specific approaches: a migrant-centred, gender-sensitive and development-oriented approaches. The project proposal (or Description of Action) stated: *Migration and gender cannot be effectively addressed through separate silos in policy and therefore, gender will be mainstreamed in technical capacity needs assessments, high level policy dialogue and programme implementation to reduce vulnerability and enhance human rights*

At design, the project ensured gender was mainstreamed in all activities i.e. a conscious awareness on how migration impacts on women and girls and also boys and men. The technical needs and capacity assessment that was undertaken at the project inception also highlighted the importance of gender thus: *It is also important to*

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[5] IOM (2020) *Migration Law Review: Promoting Migration Governance in Zimbabwe.*

recognize and acknowledge the gender dimension of migration due to the growing number of women as autonomous migrants[6].

Importantly, 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. Additionally, IOM ensured that gender-related issues were discussed in various forums and workshops, and to this end, they actively engaged with the Ministry of Women's Affairs in the IMCM and TWG-M, while allowing the ministry to critique the policy drafts using a gender lens. Overall, the project implementation was geared towards ensuring gender parity, but it is instructive that gender issues are always viewed from a socio-cultural perspective, which impacted gender-mainstreaming. For instance, the gender representation in GoZ is skewed towards more males than females, and this was reflected even in the fewer proportion of females interviewed compared to males during the evaluation.

Migrants' Rights: *the evaluation determined the extent to which the project advanced IOM's efforts to promote service provision and communication of migrants' rights.*

As already stated, the project design also incorporated a migrant-centred approach, which was a key cornerstone of the project, which advocated for a rights-based approach for the intended project beneficiaries – migrants in Zimbabwe and migrants in the diaspora. For instance, the National Labour Migration Policy for Zimbabwe has specific provisions for advocating for promoting the human and labour rights for female and male migrant workers so that there is protection and upholding of the rights and welfare of migrant labour. During implementation, IOM ensured to voice their values towards addressing issues of discrimination, injustices, and highlighting how migration impacts on the different population segments. IOM also ensured that 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.

With regard to the Zimbabweans in the diaspora, the project supported the rights of diaspora to participate in their country's development. For instance, facilitating an easier remittance process as described above.

4.7 Partnerships and Synergies
This criterion assessed how the PMGZ project advanced partnerships with national, regional counterparts, other UN agencies, the civil society and the private sector.

National and Regional Partnerships: 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, with the objective to ensure the orderly and human management of migration, promote international cooperation on migration issues, assist in practical solutions to migration problems and provide humanitarian assistance to migrants in need. The

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[6] IOM (2018) *Technical Needs and Capacity Assessment for Migration Governance in Zimbabwe*

agreement further set out the obligations of the two parties. It is instructive to note that this agreement gave credence for IOM's partnership with the respective government line ministries, particularly with the Ministries of Home Affairs other organisations within Zimbabwe.

Partnerships with Other UN Agencies: Engagement with UN agencies, specifically with United Nations High Commissioner for Refugees (UNHCR), ILO, UNICEF and United Nations Office on Drugs and Crime (UNODC) was fruitful. The UN bodies were receptive and actively participated in joint activities, such as development of guidelines on trafficking in persons and jointly supporting the GoZ.

Partnerships with Civil Society and Private Sector: The partnerships with CSO were not optimal due to difficult relations between the CSOs and GoZ. IOM also sought partnerships with CSOs, and reached out to the National Associations of NGOs (NANGO). However, the partnership with NANGO was limited, because engagement with them was done at the tail-end of the project, which was impacted by the mistrust that existed between the GoZ and CSOs, and though IOM tried to mediate, there was resistance by the GoZ.

5. Conclusion, Best Practices and Lessons Learnt

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, even if it had limitations. Notably, this was/is an important step in Zimbabwe, but there is need for these efforts to be sustained. It thus can be stated that most of the project's Result areas, especially Results 1, was well achieved, followed by Results 2 and 3 with the least achievement being in Result 4 on diaspora.

However, the project could not achieve all of the outcomes of its four 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 slow uptake of the project. At the same time, the IOM implementation rate was low and some activities, where it had control over, were not implemented – such as the mid-term evaluation. IOM also did not fully explore solutions to the internal obstacles it faced, such as improving on its financial and procurement issues that delayed implementation, and leveraging on its extensive networks and experiences for its benefits, such as to better structure the diaspora engagement.

From the foregoing, it is important to note that governance and policymaking is a complex and multi-faceted process that is affected by multiple factors. Importantly also, is that it is one thing to develop policies, and another to institutionalise them through creation of requisite structures and mechanisms to ensure their smooth and effective implementation. Policy implementation thus 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.

Nonetheless, the evaluation was able to identify some best practices and lessons learned. The key best practices were:

- o Participatory and collaborative approaches are always important, and though they are time-consuming, always create ownership. This was evident particularly in the development of the draft National Migration Policy, which involved various stakeholders, and took time but had led to the development of a comprehensive draft policy document. This is particularly important because migration is a cross-cutting agenda that involves many actors.
- o The consolidation of different projects within IOM all contributing towards a common goal (i.e. PMGZ) was a good demonstration of results-based management.

Key lessons from the project include:

- o A key lesson was that lack of involving the GoZ during the project design led to the slow uptake and acceptance of the project and hence the delays that impacted the project. This is because migration is cross cutting and

broad, so ensuring a well-coordinated and whole-of-government approach is essential, as challenging it can be.

- o In addition, it was realised that the government officials were also quite skilled and had capacity, and as such it would have helped if capacity gaps analyses had been undertaken to better understand how to support them more efficiently.
- o Related to the above, is that this was a first project in Zimbabwe of this nature, and thus despite the hurdles, it was a great learning experience, particularly in dealing and engaging with governments, particularly in Africa, where thinking in its approach is not "projectized," and hence need for better approaches, both formally and informally, and using "champions in government" if objectives are to be met. It also means being open to longer time frames and/or reduced number of activities, because working with government takes time and thus needs flexibility in implementation.
- o The complexity of migration has shown the importance of having the right technical staff (e.g. not to overly depend on the experts in Tanzania, the Regional Office and Headquarters in Switzerland) and appropriate staff numbers to ensure effective and efficient implementation.
- o The sequential approach did not work well and as such it is important to think of using multiple approaches in future.
- o Policy development is a complex multi-faceted process and takes time and thus the project timelines needed to have been more realistic.
- o With devolution, as enshrined in the 2013 Zimbabwe constitution, migration is better served through devolution mechanisms. Additionally, mixed and irregular migration can only be addressed where there is regional coordination.
- o Migration is a development enabler and from diaspora perspective, it is not just about financial remittances, but also includes social aspects of development. It also important to realise that diaspora groups are not homogenous and it takes time to build trust, because of the political and economic history of the country.

6. Recommendations

The following programmatic recommendations are proposed and categorised according to the project's results areas, while other general recommendations are also proffered after these specific ones:

Result 1: the following recommendations should be considered:

● 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 example, by designing training as a ToT concept and that IOM advocates for institutions and mechanisms created to receive dedicated funding and be formally incorporated into policy and/or legislation.

● 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.

Result 2: under this Result, the following are recommended:

● The evaluation revealed that though policies have been developed, their implementation mechanisms/structures of these policies are still lacking. It would thus be important if IOM can further support the GoZ to set up implementation structures and thereby ensure institutionalising and sustainability of such endeavours.

Result 3: As pointed out in the Relevance criterion, the voice of migrants in Zimbabwe was a gap within the project. Although it was a migration governance project, for future governance projects, the voice of migrants in Zimbabwe needs to be better integrated (as it could ultimately influence some of the governance and policy priorities).

Result 4: 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. In this respect, the diaspora engagement policy could be reviewed jointly with the GoZ to identify where it could be further optimized, with the support of IOM, other donors and the diaspora themselves.

Project management recommendations: key recommendations specifically targeted for project management include:

• For future projects, stakeholders need to be better integrated in the design of the project, including the GoZ and civil society (where relevant); ideally they should be involved in the planning and design of project activities in the conception phase; and then involved throughout the project with regular, structured feedback sessions.

- For future projects, the internal project control and monitoring mechanisms need to be further strengthened including improved monitoring systems with tracking of expenditure and greater responsiveness and follow-up of donor recommendations mid-project.
- For future projects, where feasible, try and avoid sequenced projects and find other alternatives, such as where project activities can be carried out in parallel.

Annex I: Evaluation matrix

Key questions under each Evaluation Criteria	Sources of Information	Methods
Relevance 1. Did the project design, choice of activities and deliverables properly reflect the migration governance and management needs, taking into account IOM's mandate, and alignment with the objectives of the 11th EDF – Governance and institution building sects or? 2. Were the actual activities and outputs of the project – within the period under evaluation – consistent with the overall goals and intended outcomes? 3. What's IOM comparative advantage in this area and to what extent has this project maximised it?	● Secondary data sources ● Various stakeholders ● IOM staff ● EU Delegation in Zimbabwe	● KIIs ● Desktop research
Effectiveness 4. Have the activities achieved, or likely to achieve, planned objectives and outcomes as outlined in the project document? 5. Did the stakeholders' roles and responsibilities distribution address the identified problems and meet the relevant needs as provided in the Technical Needs Assessment? 6. To what extent are project stakeholders satisfied with the activities organised by the project and the quality of the outputs? 7. Is there evidence that the stakeholders' knowledge, understanding, and capacity to carry out action plans promoting migration governance in Zimbabwe have been improved? 8. How have the different activities complemented each other in the capacity building of the project beneficiaries? 9. What are the lessons learned or best practices from the intervention?	● IOM Staff ● Stakeholders ● Final Project report	● KIIs ● Case Studies ● Online survey ● Monitoring data ● Document review
Efficiency 10. Have project implementation modalities, and internal monitoring control been adequate in ensuring the achievement of expected outcomes in a timely and cost-effective manner? 11. To what extent did the project leverage in-house expertise, previous research and technical cooperation outcomes, existing databases, and other internal resources of IOM and/or external collaboration from international development partners and mechanisms, specifically the European Union? 12. To what extent was the project timeline affected by possible constraints/problems? If so, how did these constraints affect project activities and were they addressed in an appropriate manner?	● IOM Staff ● EU delegation in Zimbabwe ● Review of project documents e.g. financial reports, progress reports	● KIIs ● Monitoring data ● Desktop research
Sustainability 13. Is there evidence that national counterparts and regional partners are committed to continue working towards the project objectives beyond the end of the project? 14. To what extent have project beneficiaries' institutional capacities been enhanced?	● IOM Staff ● Stakeholders	● Online Survey ● KIIs ● Case Studies

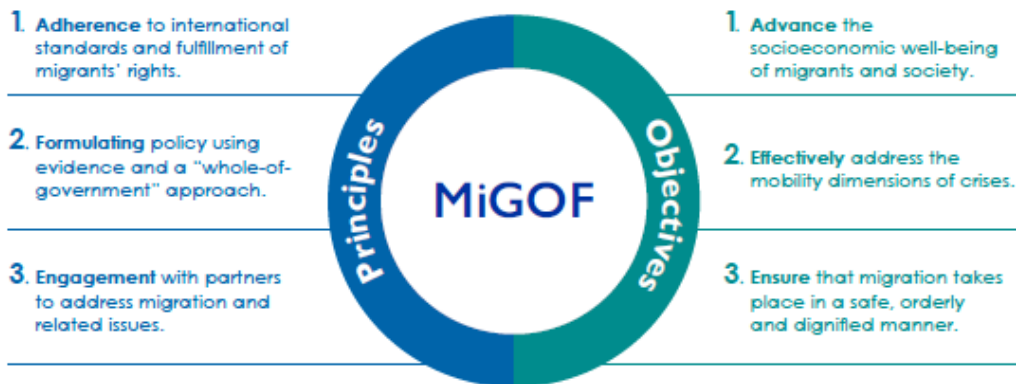|		
15. Is there awareness of bottlenecks that impacted the project or further actions for improved capacities? 16. Were project activities and outputs designed and implemented in such a way to ensure maximum sustainability of the project's impact? For instance, to what extent did the national stakeholders (both state and non-state actors) have strong sense of ownership? 17. Have efforts been made to sustain the knowledge and capacity gained in the project for future similar interventions to be carried out by IOM?		
Coherence 18. To what extent did the interventions fit amongst other similar interventions, e.g., complementarities with IOM IDF projects, and with those of other actors? 19. How was the intervention coordinated with other interventions, such as the IDF projects, among others, to avoid duplication of efforts? 20. What frameworks, policies, legislations and other instruments was the project aligned to and or impacted on(national, regional & global)? 21. How did those frameworks, policies, legislations and other instruments impact the project?	● IOM staff ● EU delegation in Zimbabwe ● Stakeholders	● KIIs ● Desktop research
Gender and Human Rights 22. To what extent did the design and implementation of the project incorporate gender mainstreaming considerations, and can evidence be identified in this regard? 23. How were the national stakeholders/government counterparts sensitized on the gender dimension of the project? 24. To what extent did the project advance IOM's efforts to promote service provision and communication for the protection of migrants' rights within migration governance framework in Zimbabwe?	● IOM staff ● Stakeholders	● KIIs ● Desktop research
Partnerships and Synergies 25. How has the project advanced partnerships with national, regional counterparts, other UN agencies, the civil society and/or the private sector?	● Stakeholders ● IOM staff ● EU delegation in Zimbabwe	● KIIs ● Desktop research

Annex II: Persons Interviewed/consulted

Name	Gender	Title	Organisation
John Brown Ncube	Male	Chief Executive Officer	Bulilima Rural District Council
Biliat Mulauzi	Male	Administrator	Bulilima Rural District Council
Sifiso Dube	Female	Social Services Officer	Bulilima Rural District Council
Takuzwa Chimanya	Male	Exec. Officer, Technical Services	Chiredzi Rural District Council
Ailess Baloyi	Male	Chief Executive Officer	Chiredzi Rural District Council
Daniel K. Sam	Male	Former PMGZ Project Manager	IOM
Dr. Rueben Pfukwa	Male	Nanotechnology Specialist, Lecturer	University of Stellenbosch, S. Africa
Edwin Chari	Male	Researcher	Karolinska University, Sweden
Farai Chinyangaya	Male	Chairman/Chief Executive Officer	Sothern Africa Academy of Pharmacy (SAAP)
Forgive Hove	Male	Snr. Law Officer in Policy and Legal Research	Min. of Justice, Legal and Parliamentary Affairs
Teklewoine Kassaye	Male	Head, Office Mngt. & Operations	IOM
Amy Ndou	Female	Project Assistant (Finance Dept.)	IOM
Irvine Chivaura	Male	Deputy Director Policy Analysis and Coordination	Office of President and Cabinet (Formerly Min. of Home Affairs)
Lily Sanya	Female	Chief of Mission, South Africa	IOM
Mario L. Malanca	Male	Chief of Mission, Zimbabwe	IOM
Tariro Mukosera	Male	Quality Assurance Officer	Bindura University (Formerly Min. of Home Affairs)
Muriel Gutu	Female	Mental Health Nurse	UK
Leonard Mandishara	Male	Executive Director	NANGO
Langton Ngorima	Male	Director of Labour Administration	Min. Public Service, Labour and Social Welfare
Prisca Madziviridze	Female	Head of TiP Secretariat	Min. of Home Affairs
Prof. David Katere	Male	Lecturer	Tshwane Technical University, South Africa
Prosper Kambarani	Male	Asst. Immig Officer and Head of Compliance	Dept. of Immigration, Min. of Home Affairs
Tigere Ranga T.	Male	Project Development & Reporting Assistant	IOM
Rogers Mutie	Male	Regional M&E Specialist	IOM
Perfect Makumbe	Male	Ag. Manager Statistical Planning & Demographic Analysis	ZIMSTAT
Luwisio Mukavi	Male	Director, Demography & Social Statistics	ZIMSTAT
Dr. Naomi N. Wekwete	Female	Senior Lecturer and Consultant, Department of Demography, Settlement and Development	University of Zimbabwe
Massimo Stella	Male	Programme Manager/Task Manager for Migration Governance project	EU
Dr. Clinton Rambanapasi	Male	Pharmaceutical Scientist	ROCHE, South Africa
Dr. Nyashadzaishe Mafirakureva	Male	Pharmacist and Health economist	University of Sheffield, UK

Dr Constance Shumba	Female	Global Health Specialist	Aga Khan University, Kenya
Gideon Madera	Male	Former PMGZ Communication Assistant	IOM
Memory Mwale	Female	National Capacity Building Officer (Immigration and Border Management)	IOM
Brenda Candries	Female	Programme Manager	EU Delegation to Zimbabwe
Graciano Nyaguse	Male		Min. of Finance and Economic Development
Tapiwa Mucheri	Male		Diaspora Directorate, Min. of Finance and Economic Development

Annex III: IOM's Migration Governance Framework

MiGRATION GOVERNANCE FRAMEWORK

The essential elements for facilitating orderly, safe, regular and responsible migration and mobility of people through planned and well-managed migration policies.

MiGOF Principles and Objectives

Principles

1. **Adherence** to international standards and fulfillment of migrants' rights.

2. **Formulating** policy using evidence and a "whole-of-government" approach.

3. **Engagement** with partners to address migration and related issues.

Objectives

1. **Advance** the socioeconomic well-being of migrants and society.

2. **Effectively address** the mobility dimensions of crises.

3. **Ensure** that migration takes place in a safe, orderly and dignified manner.

The three principles propose the necessary conditions for migration to be well-managed by creating a more effective environment for maximized results for migration to be beneficial to all. These represent the means through which a State will ensure that the systemic requirements for good migration governance are in place.

The three objectives are specific and do not require any further conventions, laws or practices than the ones that are already existing. Taken together, these objectives ensure that migration is governed in an integrated and holistic way, responding to the need to consider mobile categories of people and address their needs for assistance in the event of an emergency, building resilience of individuals and communities, as well as ensuring opportunities for the economic and social health of the State.

IOM UN MIGRATION

Annex IV: Documents consulted

Africa Union (2018). *Migration Policy Framework for Africa and Plan of Action (2018 – 2030).*

Constitution of Zimbabwe

Financing Agreement (2015) between the European Commission and the Republic of Zimbabwe: Promoting Migration Governance in Zimbabwe.

IMO (2020) *Final Report to the European Union*. Reporting period: 16 December 2015 – 29 February 2020

IOM (2020) *Migration Law Review: Promoting Migration Governance in Zimbabwe*.

IOM (2020) *IOM Institutional Strategy on Migration and Sustainable Development*.

IOM (2020) *National Labour Migration Policy for Zimbabwe.*

IOM (2019) *Migration Governance Indicators: A Global Perspective*.

IOM (2018) *Migration in Zimbabwe: A Country Profile (201 -2016)*

IOM (2018) *Technical Needs and Capacity Assessment for Migration Governance in Zimbabwe.*

IOM (2014) *Description of the Action: Promoting Migration Governance in Zimbabwe*. FED/2015/ 368-685.

Ministry of Macro-Economic Planning and Investment Promotion (2016). *Zimbabwe Diaspora Policy.*

PMGZ Revised Logical framework.

ROM Report

The National Migration Policy for Zimbabwe, Third Draft, 2019.

Tittel-Mosser, F. (2021) *Diaspora engagement: Africa. Regional Series*. European Union Global Diaspora Facility (EUDiF).

Trafficking in Persons (TiP) Act, 2014.

United Nations General Assembly (2019) Resolution adopted by the General Assembly on 19 December 2018 on Global Compact for Safe, Orderly and Regular Migration.

Annex V: Data collection tool – Interview guide

The following interview guide will be adapted for the stakeholder being interviewed. Guidance for interviewers is found in [square brackets].

1. Could you please introduce yourself and explain your involvement with the PMGZ project?

Relevance

2. How was the PMGZ project relevant to the work you carry out?

3. How did the PMGZ project match the needs of your organisation at the onset and as the project ensued? [Ask interviewee where relevant, i.e. government units]

4. What was the added value (comparative advantage) of IOM in carrying out the PMGZ project?

Effectiveness

5. The PMGZ project set out to contribute to a migration governance framework for Zimbabwe – to what extent do you believe this has been achieved? [Where relevant, probe with the interviewee on the specific objectives and results areas – listed at end of guide. Probe also for what they perceive to have not been achieved]

6. Were the stakeholders' roles and responsibilities appropriate for the PMGZ project?
For IOM Staff-to what extent were recommendations of the donor-initiated ROM in 2018 implemented in the latter part of the project?
Efficiency

7. Has the PMGZ project been implemented in a timely and cost-effective manner? What factors enabled or hindered?
[Probe for how funds were used, burn rate, staffing etc.]

8. How did the PMGZ project leverage in-house (IOM) and external expertise and resources? [For external, ask about the European Union where relevant]

9. How was the PMGZ project affected by possible constraints/problems? How were they addressed?

Sustainability

10. Are stakeholders continuing to work towards the project objectives after its completion?

11. Have institutional capacities been enhanced by the PMGZ project?

12. Was the PMGZ project designed and implemented to ensure maximum sustainability and ownership of the project's impact? Probe for measures that the

project management and stakeholders put in place to ensure continuity of benefits after project ended

13. Have efforts been made to sustain the knowledge and capacity gained for future similar IOM interventions?

Coherence

14. To what extent was the PMGZ project coherent and coordinated with other IOM projects and with other similar interventions by other actors in the country?

15. What frameworks, policies, legislations and other instruments was the PMGZ project impact or get aligned to and how did these impact the project?

Gender and Human Rights

16. How was gender mainstreaming incorporated into the project design and implementation and in the main project products?

17. How were stakeholders sensitized on the gender dimension of the project?

18. To what extent did the project respect the rights of project participants and/or advance the protection of migrants' rights in Zimbabwe?

Partnerships and Synergies

19. How has the project advanced partnerships with national, regional counterparts, other UN agencies, the civil society and/or the private sector?

Forward looking

20. What are the lessons learned or best practices from the PMGZ project?

21. What suggestions or improvements would you have for IOM in carrying out similar projects in the future?

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PMGZ specific objectives:

(1) To achieve strengthened institutional capacity and adoption of a coherent and gender- sensitive policy and legislative framework for a comprehensive approach to migration.

(2) To enhance participation and contribution of Zimbabwean women and men in the diaspora in national development initiatives in close collaboration with the Government.

PGMZ results areas:

Result 1: Strengthened institutional capacity for the coordination of migration management;

Result 2: Coherent and gender-sensitive migration management policy framework in place;

Result 3: Improved migration legislation, service provision and communication for the protection of migrants' rights;

Result 4: Improved neutral platforms for dialogue and schemes through which Zimbabweans in the diaspora contribute to decision making and national development.