



GOVERNMENT OF ZIMBABWE

NATIONAL LABOUR MIGRATION POLICY FOR ZIMBABWE

Development of the National Policy supported by



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ISBN 978-92-9068-851-8 (PDF)

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FOREWORD

Labour migration that is propelled by the forces of globalization, changing demographics and persistent conditions of service and regional differentials, among others, has gained prominence to become a defining feature of economic, social and political discourse in a dynamic world. There is growing interest in the relationship between migration and development, “the migration and development nexus” and the need to guarantee the protection of migrants. This recognition culminated in the adoption of the Global Compact for Safe, Orderly and Regular Migration by Member States of the United Nations in 2019 in an attempt to enhance migration governance among Member States.



Migration for employment has been identified as possessing potential development opportunities to both countries of origin and destination. The key benefits of labour migration for countries of origin, if properly managed, include the impact of remittances on poverty reduction, creation of foreign currency reserves and support for balance of payments, knowledge and skills transfer when migrants return home on a temporary or permanent basis, among others.

The impact that labour migration has on development largely depends on the policy framework in which the migration process unfolds. It therefore follows that for a country to effectively deal with the migration related challenges and maximize on benefits that accrue from migration, it needs a clear and coherent migration management policy.

The National Labour Migration Policy for Zimbabwe is designed to improve the governance of labour migration, as well as protection and empowerment of migrant workers. It also seeks to ensure that migration contributes to Zimbabwe’s socioeconomic development. The policy framework signifies the commitment by the Government of Zimbabwe to promote safe, orderly and regular flow of people for socioeconomic development of the nation. This is in line with the national vision of attaining middle-income status by the year 2030.

Let me express my profound gratitude to all stakeholders who have participated in drafting this policy framework, which will no doubt contribute to the strengthening of migration governance in the country.

A handwritten signature in blue ink, appearing to read 'Mavima', written in a cursive style.

Paul Mavima (MP)

Minister of Public Service, Labour and Social Welfare

PREFACE

There has been recognition that migrant workers can best contribute to the economies of both destination and origin countries when they have decent working conditions and when their fundamental human and labour rights are protected by the countries from which they come and those in which they work. According to the 2009 International Labour Organization (ILO) publication titled *Protecting the Rights of Migrant Workers: A Shared Responsibility*, the countries from which these workers come and those in which they work have a shared responsibility to promote and protect their rights in the three basic stages of the migration process (recruitment, pre-departure at destination and upon return). This is what the National Labour Migration Policy (NLMP) of Zimbabwe intends to do.

The NLMP is aligned to the international, continental, subregional and national instruments on labour migration. At the international level, there are several key instruments catering for a comprehensive protection of migrant workers. Firstly, ILO standards and frameworks offer a solid foundation for protection. In addition to the eight fundamental ILO conventions, the following conventions and recommendations speak specifically to labour migration:

- (a) C097 – Migration for Employment Convention (Revised), 1949;
- (b) R086 – Migration for Employment Recommendation (Revised), 1949;
- (c) C118 – Equality of Treatment (Social Security) Convention, 1962;
- (d) C143 – Migrant Workers (Supplementary Provisions) Convention, 1975;
- (e) R151 – Migrant Workers Recommendation, 1975; and
- (f) C157 – Maintenance of Social Security Rights Convention, 1982.

These instruments should be read together with the following frameworks:

- (a) ILO Multilateral Framework on Labour Migration (2006), which states the principles and guidelines for developing rights-based labour migration policies;
- (b) Fair Migration Agenda (Labour Migration) (2014); and
- (c) ILO General Principles and Operational Guidelines for Fair Recruitment (2016).

Complementary to ILO instruments are the International Convention on the Protection of the Rights of All Migrant Workers and Members of their Families (1990) and General Recommendation No. 26 on women migrant workers of the Convention on the Elimination of All Forms of Discrimination Against Women.

The post-2015 Sustainable Development Goals have also been considered in shaping the NLMP, as they integrate goals on labour migration.

- (a) Goal 8, Target 8.8 aims for the protection of labour rights and promotion of safe and secure working environments of all workers, including migrant workers, particularly women migrants, and those in precarious employment.
- (b) Goal 10, Target 10.7 addresses facilitation of orderly, safe, regular and responsible migration and mobility of people, including through implementation of planned and well-managed migration policies.
- (c) Goal 5, Target 5.2 seeks to eliminate all forms of violence against all women and girls in the public and private spheres, including trafficking and sexual and other types of exploitation.

IOM has also undertaken several initiatives at both international and national levels. For example, IOM has developed training materials and handbooks and also supports social dialogue on migration including labour migration. IOM has also supported the Migration Dialogue for Southern Africa Ministerial Conferences under the following themes:

- (a) “Promoting health and development: Migration health in Southern Africa” (2009);
- (b) “Managing migration through regional cooperation” (2010);
- (c) “Enhancing labour migration and migration management in the Southern African Development Community (SADC) region” (2013);
- (d) “Taking stock of efforts to address mixed and irregular migration in the SADC region” (2014); and
- (e) “Addressing mixed and irregular migration in the SADC region” (2015).

At the regional level, labour migration is guided by several frameworks adopted over the past decade. The Assembly of the African Union in Banjul, the Gambia (2006) adopted the Migration Policy Framework for Africa. This policy framework identified nine key thematic migration issues with sub-themes and makes policy recommendations for consideration by African Union Member States and regional economic communities (RECs). One of the thematic areas is labour migration, and it urges for the formulation of national labour migration policies, structures and legislation that incorporate appropriate labour standards. The African Youth Charter of 2006 (Article 21) recognizes the right of young people to live anywhere in the world and advocates for the promotion and protection of the rights of the young people living in the diaspora, engagement of young people in development activities in their country of origin, as well as provision of assistance for the youth in the diaspora to return and fully reintegrate into the social and economic life in Africa.

The African Union Social Policy Framework of 2008 also recommends regional integration and collaboration of social security schemes to increase the positive outcomes of labour circulation.

The 2009 Ouagadougou Road Map for the Implementation of the Global Jobs Pact in Africa adopted migration policies as one of the eight key elements for African recovery. This was followed by the African Union Minimum Integration Programme of 2011, which adopted migration as one of its priorities. The African Union Action Plan for Boosting Intra-African Trade (2012) then recognized the key role of free movement of people and labour migration regulation. Promoting labour migration is one of the strategies in the African Union Commission's (AUC) Strategic Plan 2014–2017. The Ninth Ordinary Session of the African Union Labour and Social Affairs Commission (April 2013) that adopted the Youth and Women Employment Pact included promotion of regional and subregional labour mobility. The pact called for an African Union and RECs labour migration plan. In the Ouagadougou +10 Declaration and Plan of Action – endorsed by the Special Session of the African Union Labour and Social Affairs Commission in April 2014 – labour migration for regional integration is a priority.

AUC, ILO, IOM and the United Nations Economic Commission for Africa, drawing on priorities identified by the eight African RECs, have developed a new Joint Labour Migration Programme (JLMP), which was endorsed by the Twenty-sixth Ordinary Session of the African Union Assembly of Heads of States held in Addis Ababa (January 2015).

Anchored on a human rights-based approach, the JLMP intends to facilitate the accelerated implementation of the labour migration provisions of the Migration Policy Framework for Africa (2006). The JLMP focuses on two key areas: (a) strengthening the governance of labour migration; and (b) operationalizing the protection of migrant workers. It proposes to do so by developing a series of components dealing with issues, such as the following:

- (a) Ratification and harmonization of international labour standards;
- (b) Development of national labour migration policies;
- (c) Strengthening of labour administrations;
- (d) Wider implementation of free circulation regimes;
- (e) Strengthening tripartite social dialogue on labour migration at RECs and national levels;
- (f) Resolution of skills shortages and recognition of qualifications; and
- (g) Extension of social security rights to migrant workers.

At the Southern African level, several frameworks have also shaped the Zimbabwean NLMP. Through the SADC Protocol on the Facilitation of Movement of Persons, each Member State committed to developing policies aimed at the progressive elimination (a phased-in approach) of obstacles to the free movement of people among Member States.

Article 3(a) of the SADC Protocol on Education and Training states as an agreed objective of Member States “to work towards the relaxation and eventual elimination of immigration formalities in order to facilitate freer movement of students and staff within the region for the specific purposes of study, teaching, research and any other pursuits relating to education and training.”

Article 20 of the SADC Protocol on Gender and Development, as amended in 2017, provides for the State to take comprehensive measures to protect and prevent trafficking in persons, especially vulnerable women.

The SADC Secretariat, and more specifically, the Employment and Labour Sector, has developed a regional strategy on labour migration. Milestones in this area have been as follows:

- (a) 2013: Adoption of the Decent Work Programme SADC–ILO 2013–2017 with specific emphasis on labour migration in its section 1.1.9 on the protection of migrant workers;
- (b) Commissioning of research on labour migration in the region (Migrating for Work Research Consortium project);
- (c) 2014: Drafting and adoption of a SADC Labour Migration Policy Framework or LMPF (commissioning of a study on bilateral labour agreements and the advancement of labour mobility across the region; commissioning of a draft labour migration policy);
- (d) Adoption of SADC Employment and Labour Protocol (Article 19 – Protection of migrant workers);
- (e) 2016: Revision and adoption of the SADC Labour Migration Action Plan (2016–2019); and
- (f) 2016: Drafting and adoption of the Portability for Social Security Benefits Policy Framework.

The 2014 SADC Labour Migration Policy Framework requests Member States to develop national labour migration policies by 2019. The framework has three priority areas, namely:

- (a) Law, policy harmonization and data (Policy harmonization, national sovereignty, protection of migrant workers' rights; data);
- (b) Workers and sectors (Semi- and highly skilled; low-skilled; self-employed; sector-specific policies); and
- (c) Protection and regulation (organization, representation and mobilization of migrant workers; social protection and remittances; regulation of intermediaries).

At the national level, the Government of Zimbabwe has made several strides in addressing migration challenges. The following are some of the major initiatives undertaken by the Government:

- (a) Adoption of the National Diaspora Policy (2015);
- (b) Enactment of the Trafficking in Persons Act (Chapter 9:25) and set-up of the Anti-Trafficking Inter-Ministerial Committee in 2016;
- (c) Zimbabwe National Employment Policy Framework (2010);
- (d) Zimbabwe Agenda for Sustainable Socio-Economic Transformation: set outs developing measures to encourage remittances from the diaspora as a key strategy for economic growth and development;

- (e) Zimbabwe United Nations Development Assistance Framework (ZUNDAF) (2016–2020): Outcome 1 under Poverty Reduction and Value Addition: Key institutions formulate and implement socioeconomic policies, strategies and programmes for improved livelihoods and reduced poverty of communities, whose target, among others, is to finalize the NLMP;
- (f) Zimbabwe’s Decent Work Country Programme 2012–2018: Identified migration in terms of diaspora outreach, migration management, access to social benefits, finalization and adoption of the NLMP and review of the bilateral agreement on labour and employment between Zimbabwe and South Africa; and
- (g) Government of Zimbabwe – IOM Migration Management Strategy (2014–2018), which covers broad migration management issues relating to migration and development, counter-trafficking, community-based planning, integrated border management, internal migration, mixed migration flows, migration health and migration data among others; and
- (h) Draft Human Capital Export Policy.

Furthermore, at the national level, the Government of Zimbabwe and IOM established the Beitbridge and Plumtree Reception and Support Centres in 2006 and 2008 respectively.

It is in light of the above international, continental and subregional instruments and initiatives, together with national initiatives, that this NLMP was drafted. The NLMP also takes cue from international examples of good practice as seen in the national policies of Cambodia, Nigeria, Sri Lanka and the United Republic of Tanzania. Most importantly, this policy acts as a pioneering initiative in the SADC region. The aim of the policy is to promote good governance in labour migration, effective regulation of labour migration, empower and protect labour migrants against abuses, malpractice and exploitation that abound in most destination countries, promote the welfare of labour migrants’ families and ultimately maximize the benefits of labour migration for economic development.

This policy was developed through the Steering Committee on Labour Migration, which comprises the relevant government ministries, employers’ and workers’ organizations.

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ACKNOWLEDGEMENTS

Given the cross-cutting nature of labour migration issues, the formulation of the National Labour Migration Policy (NLMP) is a result of contributions from various stakeholders. As such, the Ministry of Public Service, Labour and Social Welfare, on behalf of the Government of Zimbabwe, extends its sincere gratitude and thanks to the International Labour Organization (ILO) and IOM for the financial and technical support availed on the formulation of the NLMP. The Ministry is confident that such level of collaboration will be extended during the implementation of the policy.

Appreciation is also extended to all the government line ministries and stakeholders under the auspices of the Inter-Ministerial Committee on Migration in collectively working towards the development of the policy.

Particular thanks goes to the Labour and Economic Development Research Institute of Zimbabwe (LEDRI) for their technical input during the several drafting phases of the policy development.

The Ministry wishes to acknowledge the invaluable input offered by the employers and workers organizations in the various stages of developing the policy.

ACRONYMS

AUC	African Union Commission
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
CSO	civil society organization
DWCP	Decent Work Country Programme
ILO	International Labour Organization
ILS	International Labour Standards
JLMP	Joint Labour Migration Programme
MiWORC	Migration for Work Research Consortium
LMWF	Labour Migrants Welfare Fund
LFCLS	Labour Force and Child Labour Survey
MoFAIT	Ministry of Foreign Affairs and International Trade
MoFED	Ministry of Finance and Economic Development
MoHACH	Ministry of Home Affairs and Cultural Heritage
MoHTESITD	Ministry of Higher and Tertiary Education, Science, Innovation and Technology Development
MoJLPA	Ministry of Justice, Legal and Parliamentary Affairs
MoPSLSW	Ministry of Public Service, Labour and Social Welfare
MoU	memorandum of understanding
MoWACSMED	Ministry of Women’s Affairs, Community, Small and Medium Enterprises Development
MoYASR	Ministry of Youth, Arts, Sports and Recreation
MRC	Migration Resource Centre
NLMP	National Labour Migration Policy
REC	regional economic community
SADC	Southern African Development Community
TNF	tripartite negotiating forum
UDHR	Universal Declaration on Human Rights
ZIMSTAT	Zimbabwe Statistical Agency
ZUNDAF	Zimbabwe United Nations Development Assistance Framework

EXECUTIVE SUMMARY

The legal definition according to the United Nations (1990) is that a “migrant worker is a person who is to be engaged, is engaged or has been engaged in a remunerated activity in a State of which he or she is not a national.” The International Labour Organization (ILO) also defines a migrant worker as a person who migrated from one country to another (or who has migrated from one country to another) with a view of being employed otherwise than his/her own account, and includes any person regularly admitted as a migrant for employment (ILO Migrant Workers (Supplementary Provisions) Convention 1975 (No. 143), Article 11). The two definitions have been used to guide this National Labour Migration Policy (NLMP).

Labour migration in Zimbabwe has been characterized by many challenges including the following: (a) brain drain; (b) irregular migration; (c) lack of a mechanism for social protection of migrant workers, especially female migrant workers; and (d) lack of up-to-date engendered statistics on labour migration. This has adversely affected sound policy decisions and resulted in ineffective mechanisms in harnessing remittances for investment and limited reintegration mechanisms for returned migrant workers. Furthermore, due to their irregular status, most Zimbabwean migrant workers, largely the youth, fill “three D” jobs (dirty, dangerous and degrading) where decent work deficits abound. These decent work deficits are characterized by the absence of employment contracts and social protection, exploitative wages and long working hours, lack of unionization (cannot join labour unions), and thus often lack representation and support from both the host and sending country. It is against this background that the NLMP has been developed to mitigate the identified challenges.

Since Zimbabwe is both a receiving and sending country, the policy is essential for the governance of labour migration, protection and empowerment of migrant workers and to ensure that migration contributes to development and growth. The policy document sets out by stating the vision, mission and objectives. It further spells out the strategic areas of focus, policy options and action plans under four sections namely: (a) governance of labour migration; (b) protection and empowerment of migrant workers; (c) harnessing labour migration for development; and (d) development of comprehensive data on labour migration.

In terms of good governance of labour migration, Zimbabwe requires participation of all stakeholders, accountability and transparency in the regulation of labour migration, as well as harmonized institutional, legal and regulatory frameworks. Management of labour migration is not the sole responsibility of the Government. It requires other key stakeholders, such as employers’ and workers’ organizations, migrant associations and civil society organizations (CSOs), especially women-focused and youth-focused CSOs. Good governance of labour migration also includes ratification and implementation of international instruments, inter-State collaboration or agreements and involvement in multilateral processes.

The NLMP also addresses empowerment and protection of migrant workers against abuses, malpractice and exploitation that abound in most destination countries especially in the face of globalization and the search for cheaper labour. This is done through the adoption of a rights-based approach to prevention and protection against abusive recruitment practices, and enforcement of national law and regulations in accordance with international labour standards for both inward and outward labour migration. A rights-based approach is cognizant of the need to prevent and protect women from abusive recruitment practice that may be targeted specifically at women and girls. A rights-based approach also includes provision of social protection for migrant workers in the host countries.

Additionally, the NLMP can be used to foster the link between migration and development. Remittances from migrant labour have an impact on development, growth and poverty reduction. Therefore, remittances can have a double impact, both at the household and national levels. Collaboration with the diaspora networks and organizations can also contribute towards national development, for example, through short-term return programmes. The policy interventions regarding labour migration for development include the following:

- (a) Mainstreaming labour migration issues in national policies (fiscal and monetary), national development plans, National Employment Policy Framework and the Zimbabwe Decent Work Country Programme (DWCP) among others;
- (b) Promoting social protection for labour migrants;
- (c) Promoting productive use of migrant workers' remittances; and
- (d) Providing return and reintegration services especially in migrant-sending areas.

It is also critical that labour migration management be undertaken in an environment where official information and gender disaggregated statistics on labour migration is timeously and publicly available. This will assist in developing sound policy decisions. The policy challenge is setting up a comprehensive engendered information and data system, the labour migration information system, which will provide information on labour migration trends for policymaking in relation with other available labour market indicators. Such a system will identify labour and skills demand in other countries while at the same time ensuring that the local demands are met.

In a nutshell, the NLMP will harness the development gains from labour migration through the protection and empowerment of migrant workers, both by the country of origin and the destination countries. In fulfilling this, the NLMP is closely aligned to national development plans and frameworks, such as DWCP, Zimbabwe United Nations Development Assistance Framework and the Transitional Stabilization Policy (October 2018–December 2020).

1. INTRODUCTION

Zimbabwe has a long history of labour migration and has been a sender, transit and receiver of migrants. Inward migration has mostly been from neighbouring countries, such as Malawi, Mozambique and South Africa, with the causes of migration being both economic and political. Outward migration from Zimbabwe can be categorized into five phases:

- 1960–1979: Migration of political exiles to neighbouring countries and abroad and labour migration to South Africa;
- 1972–1989: Flight of white Zimbabweans during the war of liberation and after independence;
- 1982–1987: Internal migration;
- 1990–1998: Migration of skilled professionals by the International Monetary Fund/World Bank economic structural adjustment programme;
- 1999–2008: Mass exodus following the economic recession; and
- 2009 to date (2015): Moderate outward migration.

While Zimbabwe has a long history of labour migration, the turn of the millennium saw a phenomenal increase in outward migration. The country has benefited immensely from remittances over the years. For instance, between 2009 and June 2015, diaspora and international remittances have scored second after exports in terms of foreign currency earnings, accounting for 27 per cent between January and June 2015. However, although the country benefited from remittances, the negative implications were more in terms of brain drain.

It is now widely accepted that the emigration of skilled personnel from the country is significant enough to constitute a “brain drain”. The Zimbabwe National Human Resources Survey conducted in 2006 reported the extent of the brain drain in terms of the vacancy rates (the mean ratio of vacant posts to established posts) across all sectors of the economy. According to a study by the Scientific and Industrial Research and Development Centre in 2003, in terms of profession, 26 per cent of Zimbabweans abroad were teachers, 25 per cent doctors, nurses and pharmacists, 23 per cent engineers and other scientists, 17 per cent accountants, 5 per cent farmers, 2 per cent bankers and 1 per cent each were clergy and others. In fact, no sector has been spared by emigration. According to the Government of Zimbabwe’s Ministry of Health and Child Welfare, as of September 2004, 56 per cent, 32 per cent and 92 per cent of the established posts for doctors, nurses and pharmacists, respectively, were vacant.¹ Other sectoral surveys that reflected the extent of brain drain included the following: (a) Zimbabwe Migration Paper no. 1 titled “The impact of the brain drain on health service delivery in Zimbabwe: A response analysis” of 2010; and (b) “The causes and impact of the brain drain in institutions of higher learning in Zimbabwe” of 2012.

¹ IOM, *Migration in Zimbabwe: A Country Profile 2009* (IOM and ZIMSTAT, Harare, 2010), available at <https://publications.iom.int/books/migration-zimbabwe-country-profile-2009>.

The 2014 Labour Force and Child Labour Survey (LFCLS) integrated the Southern African Development Community (SADC) Migration Module and produced the Characteristics of Labour Migration Report. The report estimated the number of migrant population currently staying in Zimbabwe at around 207,000, of whom 78,000 (37.7%) were labour migrants with the 65 years and above age group contributing the largest percentage of labour migrants at 33 per cent. About 42 per cent of the labour migrants were males. South Africa accounted for the majority of immigrants at 45 per cent. The same report highlighted that about 72 per cent of the outgoing migrants were in the broad age group 20 to 34 years (the youthful ages), and 73 per cent of the migrants had completed some secondary education as their highest level at the time of departure. The 2014 LFCLS showed that since June 2009, 40 per cent of the migrants who left the country were women. The majority cited lack of employment opportunities as the major cause of leaving the country, and most of the migrants were working as skilled agricultural, forestry and fishery workers before departure. South Africa was the major destination of the migrants followed by Botswana.

However, while the country has been suffering from the daunting challenges emanating from brain drain, on the other hand, the majority of Zimbabweans have benefited much from remittances. It is widely accepted that in Zimbabwe, remittances have acted as a form of social protection for many families. According to the Zimbabwe Statistical Agency (ZIMSTAT) 2014 Characteristics of Labour Migration Report, a greater proportion of females remitted goods and cash (27.5%) compared to male migrants (20.9%). This underscores the gender dimension of remittances that female migrants tend to remit more than their male counterparts. Several initiatives have been undertaken in the past years by both the government and international organizations, such as IOM and International Labour Organization (ILO) in order to harness the positive benefits from labour migration. Some of these initiatives² include the following:

- (a) Sequenced Short-term Return Programme;³
- (b) Homelink Programme;
- (c) Beitbridge and Plumtree Reception and Support Centres established in 2006 and 2008 respectively by the Government of Zimbabwe in collaboration with IOM and ILO;
- (d) Voluntary Assisted Return and Reintegration Programme;
- (e) Zimbabwe and South Africa Memorandum of Understanding (MoU) in the field of employment and labour signed (2004) and renewed periodically with the latest running from 2017 to 2020; the second one lapsed in 2014;
- (f) Migration and Development Unit in the Ministry of Economic Planning;
- (g) Human resources website in the Ministry of Higher and Tertiary Education Science, Innovation and Technology Development (MoHTESITD);
- (h) Zimbabwean Documentation Project following a special dispensation granted to Zimbabwean nationals in irregular situation in South Africa as from 2009;

² More information is found in the situational analysis document on "Labour Migration Regime in Zimbabwe", December 2010.

³ It facilitated the temporary return of qualified professionals abroad to transfer knowledge and skills to local health and educational institutions.

- (i) Limpopo intervention strategies targeting farm workers; a database and a framework for recruitment with guidelines for contracts and processes have been produced and pilot tested, and bilateral discussions to renew the MoU have been initiated; and
- (j) Module on labour migration integrated into Zimbabwe's LFCLS.

One of the greatest challenges in some of these initiatives was that they were undertaken in an ad hoc manner, without the effective participation of all key stakeholders and above all without a policy instrument governing the management of labour migration and ensuring strategic direction for the pursuit of key objectives.

Therefore, it is in this light that the NLMP will provide the necessary framework to harmonize existing frameworks and initiatives by various institutions in order to harness the development gains from labour migration and contribute towards national development. The term “development” in this policy is used in a broader sense to refer to economic, social, cultural and human development. It is centred on ensuring that labour migrants rights, from both inward and outward migration especially the rights of women labour migrants who are more vulnerable to gender-based violence, sexual abuse and human trafficking are upheld in line with the Decent Work Agenda of ILO during all the three stages of migration processes highlighted above. The development of the NLMP is also timeous in that as Zimbabwe's economy recovers, the possibilities of the country rebounding to being a receiving country in the future is high, thus, the need to develop this policy anchor.

1.1. DEVELOPING THE NATIONAL LABOUR MIGRATION POLICY

The development of the NLMP included the following stages:

- (a) A situational analysis study on labour migration in Zimbabwe (2011).
- (b) Presentation of the draft situational analysis study at a stakeholders' workshop. The stakeholders reviewed the study report and gave their inputs for incorporation into the report (2011).
- (c) Validation of the final situational study report by the Steering Committee on Labour Migration (2011).
- (d) Drafting of the initial version of the NLMP based on the situational analysis study report and the inputs from the above workshop (2011).
- (e) Review of the draft policy by the Steering Committee on Labour Migration (2012).
- (f) A stakeholder validation workshop for the draft policy (2012).
- (g) Incorporation of comments from the validation workshop (2012).
- (h) Presentation of the first draft policy to the Steering Committee on Labour Migration (2013).

- (i) Presentation of first draft policy to the Permanent Secretaries of Stakeholder Ministries (2013).
- (j) Review of the first draft Policy to the Special Sitting of the Tripartite Negotiating Forum (TNF) (2013).
- (k) Finalization of second draft at technical tripartite meeting (2015).
- (l) Adoption of draft policy by Permanent Secretaries of Ministries in the Inter-Ministerial Committee on Migration (4 May 2017).
- (m) Adoption of the NLMP by Cabinet (5 February 2019).

2. KEY ISSUES FOR THE LABOUR MIGRATION POLICY: A SITUATIONAL ANALYSIS

2.1. IMPROVEMENT OF INSTITUTIONAL, LEGISLATIVE AND REGULATORY FRAMEWORKS FOR BETTER MIGRATION GOVERNANCE AND PROTECTION OF WORKERS

It has been long evident that coherent policy and administration on migration remains a challenge in Zimbabwe. This is evidenced by the limited legislation and inadequate administrative institutions, few practical measures and often limited coordination among the different branches of government and other stakeholders concerned in labour migration processes.

2.2. TRIPARTITE LABOUR MIGRATION DIALOGUE

Labour migration governance is not the sole responsibility of the government. The issue of labour migration should be brought into the realm of tripartite consultations to ensure win-win outcomes. Involvement of stakeholders should be at all levels, namely policy formulation, implementation and coordination. In this light, the NLMP will be implemented in full consultation with the social partners, including the workers' organizations and employer associations concerned through a tripartite plus approach. It is globally acknowledged that private sector organizations, trade unions and civil society are powerful social forces that can contribute substantially in addressing many labour market challenges. The NLMP will be tabled regularly for discussion at the TNF.

It is also important that the government facilitates gender-balanced participation of social partners in relevant international forums so that social partners can be in tune with international developments and discourses on labour migration.

2.3. A COORDINATED APPROACH TO LABOUR MIGRATION INFORMATION SYSTEM

A comprehensive and gender-sensitive labour migration information system is a cross-cutting foundation for the formulation, monitoring and evaluation of policies related to labour migration. There is limited data on migrants' profile, duration of stay, wages and working conditions, remittance patterns and their utilization, returnees and their reintegration and diaspora communities and their engagements. The labour migration

information system will be coordinated by the Ministry of Public Service, Labour and Social Welfare (MoPSSLW) as it will be closely linked to labour market regulation, conditions of work and other fundamental areas of their competence. The role of the labour migration information system will be to monitor and identify labour and skills demand in other countries, with special attention to emerging skills requirements while at the same time ensuring that local demand of skills are met before exporting labour to avoid brain drain.

2.4. ENHANCING SOCIAL SECURITY FOR MIGRANT WORKERS

Equality of Treatment (Social Security) Convention (C118), Maintenance of Social Security Rights Convention (C157) and Maintenance of Social Security Rights Recommendation, 1983 (R167) provide means to overcome the difficulties faced by migrant workers and their families with regard to social security coverage. Convention 118 also sets forth the equality of treatment principle between national and non-national workers and their families in respect of social security. It is therefore critical that Zimbabwe concludes bilateral and multilateral social security agreements, and more so coordinate means establishing mechanisms through which the social security systems of the different countries can work together to ensure that migrant workers have protection that is as complete and continuous as possible.

2.5. BILATERAL LABOUR AGREEMENTS

International best practices documented by ILO and IOM have strongly indicated the advantageous need for countries of origin and destination to enter into bilateral labour agreements (BLAs) or MoU as a way (instrument) of protecting the welfare of the migrant workers. BLAs should be aligned to the International Labour Standards (ILS), Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) General Recommendation No. 26 on women migrant workers and the ILO Model Agreement in Recommendation 86 (R086, 1949) on migration for employment.

In BLAs, the two countries (sending and receiving) decide on issues, such as sharing the burden of responsibilities and the stages to monitor and manage labour migration. One country that has implemented a BLA in the region has been South Africa with Botswana, Lesotho, Malawi, Mozambique and Eswatini. Although the other BLAs are operational, the agreement with Malawi is outdated. These BLAs have been mostly in the mining and health sectors.

The Government can also build on the already existing positive initiatives in the region; for example, immigration policies in Botswana, Malawi, Mozambique and Zambia allow foreigners with scarce skills to acquire work or business residence permits and access formal employment. In Botswana, for instance, Zimbabweans comprised the largest number of work permit holders as at the end of 2008, totalling close to 7,000. The majority of permit holders (72%) were male, and most were employed, with only 9 per cent self-employed.⁴ Another positive initiative is the MoU that Zimbabwe signed with South Africa covering agricultural workers. Such agreements should be expanded

⁴ IOM, 2010.

to cover migrant workers in different sectors, such as health, education and domestic and care workers where the value and dignity of migrant women's labour needs greater protection, among others. These agreements will improve not only the protection of Zimbabwean migrant workers in the region, but will also facilitate development of the country. In the long run, these agreements would require revision and updating so that they remain in line with regional and international best practice.

2.6. INTEGRATION OF THE DIASPORA POPULATION INTO NATIONAL DEVELOPMENT POLICIES

This arrangement helps maintain links between labour migrants and their country of origin. These links can have many positive consequences, such as higher remittances and capital investments, as well as lobbying power for issues of concern to the country of origin. This is also supported by the African Youth Charter article 21(f), which notes that young people in the diaspora should engage themselves in development activities in their country of origin.

2.7. ACCESSIBILITY OF TRAVELLING DOCUMENTS

As a way of improving the regulatory framework for better migration governance, the Government of Zimbabwe's Migration and Development Agenda Work Plan (2010–2011) highlights the needs for safe migration. This can be established and promoted through the improvement of accessibility of needed travelling documents and the acceding to and domestication of relevant international conventions.

2.8. GENDER-SENSITIVE APPROACH TO LABOUR MIGRATION

Given the rise in feminization of international labour migration, it is important that all policies geared towards migration be gender sensitive. Labour migration affects women and men differently, and the impact of labour migration is not gender neutral. Women are disproportionately affected by a variety of risks due to their increased dual vulnerability (as migrants and women). In the case of trafficking in persons, majority of women are lured by promises of attractive, well-paying jobs offered by agents of criminal networks without realizing the full nature of their future employment or the conditions in which they will work. In fact, most job opportunities for women migrants are in unregulated sectors (agriculture work, domestic and care work, sex industry), and the existence of sex-disaggregated labour markets contribute to the increase of discriminative labour markets in countries of destination. Furthermore, women have less access to information on migration/job opportunities, recruitment channels, and often have less preparation than men to cope with the working and living conditions in the countries of destination⁵ (ibid.). In fact, ILO states that women migrant workers often face "double discrimination" as women and as migrants. Thus, a holistic, gender-sensitive approach that deals with both the immediate and underlying factors and mainstreams human immunodeficiency virus (HIV) and acquired immunodeficiency syndrome (AIDS) and gender-based violence is critical in dealing with labour migration.

⁵ International Labour Organization (ILO), *Protecting the Rights of Migrant Workers: A Shared Responsibility* (International Labour Office, Geneva, 2009).

2.9. MAINSTREAM LABOUR MIGRATION POLICY IN NATIONAL AND SECTORAL DEVELOPMENT PLANS

Migration policy needs to be mainstreamed into national and sectoral policies and development plans. For example, mainstreaming labour migration issues in fiscal policies, monetary policies, the National Employment Policy Framework, National Gender Policy, the Zimbabwe United Nations Development Assistance Framework (ZUNDAF) and other medium- to long-term development plans. Already, the Transitional Stabilization Programme (October 2018–December 2020) sets out developing measures to encourage remittances from the diaspora as a key strategy for economic growth and development.

2.10. EQUALITY OF TREATMENT (COMMON STANDARDS) OF FOREIGN WORKERS

The basis of the concept of “human rights for all” articulated in the Universal Declaration of Human Rights (UDHR, 1948)⁶ is that human rights are valid for all peoples, in all societies, under all conditions of economic, political, ethnic and cultural life. The declaration also states that human rights are universal, indivisible (in the sense that political and civil rights cannot be separated from social and cultural rights) and inalienable. CEDAW also sets the international standards for women rights as human rights.

In this regard, as Zimbabwe advocates for the better treatment of its migrant workers in the different host countries, there is also need for Zimbabwe to treat foreign workers inside the country with dignity and respect. The principle of equality of treatment with regard to access to migrant workers’ social protection will prevail. Zimbabwe will consider ratifying the Migration for Employment Convention (Revised), 1949 (No. 97) and Migrant Workers (Supplementary Provisions) Convention, 1975 (No. 143), which requires States to facilitate international migration for employment by establishing and maintaining a free assistance and information service for migrant workers and taking measures against misleading propaganda relating to emigration and immigration.

⁶ United Nations, Universal Declaration of Human Rights (1948).

3. THE NATIONAL LABOUR MIGRATION POLICY STATEMENT

3.1. VISION

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.

3.2. MISSION

Maximization of benefits of both inward and outward labour migration through safe migration, provision of decent working conditions for labour migrants especially female labour migrants and protection of their fundamental human and labour rights and those of their families.

3.3. STRATEGIC OBJECTIVES

- (a) To enhance labour migration governance for strengthened protection and empowerment of Zimbabwean migrant workers in line with international norms on safe migration and decent work for all.
- (b) To harness and maximize the benefits of (inward and outward) labour migration for national development, including through remittances and investment promotion and functional labour market information systems.

4. THE NATIONAL LABOUR MIGRATION POLICY

In line with the strategic objectives and priority areas, the NLMP is divided into the following four sections:

- (a) Governance of labour migration;
- (b) Protection and empowerment of migrant workers;
- (c) Harnessing labour migration for development; and
- (d) Migration data.

Each of the four sections first highlights policy challenges and then describes key policy areas.

Section 1: Governance of labour migration in line with international norms

Governance of labour migration is divided into four areas, namely the international, legislative, institutional and regulatory frameworks. Good governance of labour migration in Zimbabwe that is also gender sensitive requires participation of all stakeholders, accountability and transparency in the regulation of labour migration. Thus, social dialogue becomes critical.

(a) Policy challenges in governance of migration

The policy challenges for migration governance include the following:

- Non-domestication and non-ratification of the ILO conventions on migration and the International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families;
- Limited coordination resulting from fragmentation and compartmentalization of the legal, institutional and regulatory frameworks;
- Limited domestication of the CEDAW General Recommendation No. 26; and
- Limited resources to enforce the existing institutional, legislative and regulatory frameworks.

(b) Key policy areas

- Domesticate and ratify the ILO Conventions No. 97 and 143 and their recommendations (R086 and R151), and the International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families with technical assistance from the ILO in the implementation of the ratified conventions.

- Domesticate CEDAW General Recommendation No. 26.
- Develop a stand-alone policy to export human capital in sectors where Zimbabwe has comparative advantage.
- Translate and disseminate the ILO Conventions No. 97 and 143, the International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families and the principles and guidelines provided in the ILO Multilateral Framework on Labour Migration (2006) and direction provided in ILO's Fair Migration Agenda (2014) and General Principles and Operational Guidelines for Fair Recruitment (2016).
- Participate in the subregional, regional and international fora on labour migration and relevant areas on migration management, such as the SADC tripartite meetings of the employment and labour sector, the African Union Commission tripartite meetings of the Specialized Technical Committee on Social Development, Labour and Employment and the Migration Dialogue for Southern Africa.
- Revisit the legislation and regulatory frameworks covering the mandates of ministries and organizations responsible for the administration of labour migration including recruitment placement and protection and reintegration of migrant workers. This will remedy the gaps in the law in terms of regulations, service provision, accountability and monitoring issues. Thus, a stakeholder approach is required.
- Involve tripartite constituents (business and labour) through the TNF, CSOs and private recruitment agencies in the formulation of the legislation in all the implementation mechanisms of the policy.
- Strengthen and clearly define the roles of all units, agencies and institutions involved in the labour migration processes.
- Strengthen the Subcommittee on Labour Migration to review labour migration processes, explore issues and challenges, follow changes in the labour market and advise on all aspects of the process. The division of responsibilities of "who does what, how and with whom" among ministries is clarified in the matrix appended to the NLMP.
- Strengthen the role of the Foreign Recruitment Committee to make regular inspections of working and living conditions and supervision of compliance to employment contracts of foreign workers in Zimbabwe in line with the foreign recruitment guidelines.
- Foreign Recruitment Committee to develop a programme that allows cascading of skills (skills transfer) from foreigners to Zimbabweans.
- Strengthen the role of consular services by establishing labour attachés, with an inclusive recruitment approach that is sensitive to gender, disability and youth. These attachés should be trained on inclusive rights-based approach to the protection of migrant workers.
- Develop comprehensive guidelines for recruitment in line with ILO's Private Employment Agencies Convention (C181, 1997) and the General Principles and Operational Guidelines for Fair Recruitment to prevent abuse of the process, violation of workers' rights and improve regulation and monitoring of private employment agencies.

- Develop guidelines for migrant workers' access to social protection based on existing international standards and frameworks adapted to the local context.
- Develop a programme that enables the private sector to facilitate the establishment of links with prospective foreign employers.

Section 2: Protection and empowerment of migrant workers

Regulating labour migration not only consists of adopting better governance frameworks aligned to international standards but also ensuring the actual protection and empowerment of migrant workers, whether non-nationals working in Zimbabwe or Zimbabwean workers abroad. This is what this section proposes.

(a) Policy challenges in protection and empowerment of migrant workers

The policy challenges include the following:

- Multiple abuses, malpractice and exploitation of Zimbabwean migrant workers, particularly women, in most destination countries especially in the face of globalization and the search for cheaper labour;
- Limited awareness among migrant workers, especially female migrants, of their legal rights and social provisions in the host countries;
- Irregular status, lack of travel documents and work permits among many Zimbabwean workers abroad, as well as foreign nationals employed in Zimbabwe;
- Employment in “three D” (dirty, dangerous and degrading) jobs, which are characterized by the lack of employment contracts, exploitative wages and long working hours, lack of social protection, absence of unionization and lack of representation;
- Weak complaints mechanisms (at origin and destination countries) to bring forward claims against abuse during recruitment, employment and termination of employment; some of the workers who end up being deported have no access to unpaid wages and savings and are unable to retrieve personal belongings from their homesteads; and
- Emergence of challenges in migration, such as social exclusion, xenophobia and covert human trafficking processes that require both the sending and receiving countries to take explicit action.

(b) Key policy areas

- Adopt rights-based approach to prevention and protection against abusive recruitment practices and enforce national laws and regulations in accordance with ILS. A rights-based approach also includes provision of social protection for migrant workers in the host countries including foreign workers in Zimbabwe.

- Enter into bilateral and multilateral labour agreements and MoUs with other countries particularly the major labour migrant receiving countries, such as Botswana, Namibia, South Africa and the United Kingdom for specific sectors where Zimbabwe has comparative advantage such as nursing and teaching. Due diligence must be undertaken to avoid creation of skills gap in the country at the expense of exporting labour.
- Enter into bilateral and multilateral social security agreements with labour migrant destination countries to allow for portability of social security benefits.
- Establish a Labour Migrants Welfare Fund (LMWF) for migrants and their families. This fund will be voluntary membership-based and government-operated with MoPSSLW taking a lead role. The fund can provide welfare services to its contributing members, as well as insurance and loans for businesses upon return. However, there is a need to develop the capacity of the relevant ministry to effectively deliver services, ensuring accountability and transparency to and representation of migrant workers.
- Disseminate information and raise awareness to the public about labour migration processes in the print and electronic media. Issues for discussions include rights of all migrant workers, pre-departure trainings, discrimination, sexual harassment, smuggling and human trafficking, gender-based violence, xenophobia, HIV and AIDS and advice on referral processes for assistance.
- Develop comprehensive national anti-discrimination legislation and provisions to prohibit and criminalize xenophobic discrimination and perpetrators of xenophobic violence.
- Negotiate with receiving countries governments to put in place legislation that prohibit and criminalize xenophobic discrimination and perpetrators of xenophobic violence.
- Set up mechanisms for migrant workers in the country of destination to lodge complaints about abuse and violations in workers' rights through trade unions and CSOs.
- Issue regulations prohibiting retention of documents belonging to migrant workers.
- Adopt a standard or model BLA checklist that should include, among other issues, living conditions for migrant workers, provision of payslips and decent employment conditions including social protection and prohibition of retention of documents.
- Develop tools for pre-departure training that include financial literacy, language, occupational and generic health and safety, communicable diseases including HIV and AIDS, tuberculosis and malaria. The trainings can be undertaken by IOM, ILO, the Government, NGOs and recruitment agencies.
- Promote the formation of community organizations of Zimbabweans in the diaspora.

- Strengthen Migration Resource Centres (MRC) that provide for education, information and awareness materials on migrants' rights, safe migration, conditions in the destination countries, issues on discrimination, sexual harassment, human trafficking, xenophobia and health (including HIV and AIDS).
- Coordinate action with ministries of Home Affairs and Foreign Affairs to improve accessibility and affordability of identity documents, such as passports, national IDs and birth certificates for Zimbabwean nationals to reduce irregular migration and promote safe migration.

Section 3: Harnessing labour migration for development

Labour migration can positively contribute towards development, growth and poverty reduction through remittances and investments in the domestic market by migrant workers. Therefore, remittances have a double impact, both at the household and national levels.

(a) Key policy challenges in labour migration for development

The policy challenges regarding labour migration for development include the following five crucial issues:

- Inconsistent mainstreaming of labour migration in national policies (fiscal and monetary), national development plans, National Employment Policy Framework, the Zimbabwe Decent Work Country Programme (DWCP) and sectorial policies;
- Limited impact of migrant workers' remittances due to high transfer costs and limited remittance channels;
- Limited mechanisms to facilitate the participation of migrants in the home financial system;
- Inadequate return and reintegration services especially in migrant sending areas; and
- Limited engagement with the diaspora.

(b) Key policy areas

- Mainstream labour migration issues in the national policies (fiscal and monetary), national development plans, National Employment Policy Framework, DWCP and ZUNDAF, among others.
- Harmonize the NLMP with the Diaspora Policy and Labour Export Policy.
- Establish more financial institutions for remitting money in both rural and urban areas as to raise the volume of remittances, reduce costs and widen the choices for migrant workers to use institutional channels for remitting money.
- Negotiate with labour-receiving countries in facilitating migrant workers' access to financial services.
- Develop financial literacy tools for migrant workers.

- Negotiate with labour-receiving countries in encouraging employers to deposit migrant worker salaries in their bank accounts, instead of paying cash.
- Create an enabling environment for maximizing migrant savings, flow of remittances and utilization of remittances for productive investment.
- Improve collection and quality of data on remittances to create a solid basis for future policy options on remittances.
- Coordinate with countries of destination in providing information about returnees (both legal and irregular migrants) before repatriation.
- Develop and disseminate information on reintegration services provided for return migrants.
- Promote reintegration packages that include loans, counselling, training and retraining, scholarship and entrepreneurship.
- Improve registration and monitoring systems for return migrant workers at arrival and border checkpoints.
- Establish incentives for migrant savings and investment, access to credit and entrepreneurial/business development.
- Strengthen livelihood community development projects and interventions.
- Identify the diaspora communities and establish a database to promote networking.
- Government to foster systematic and sustained diaspora-centric engagement strategies.
- Create systems and infrastructure (ICTs) that allows the diaspora to exchange information easily with people in the home country.
- Foster links between local and diaspora professional associations (such as Zimbabwe Nurses Association and UK Nurses Association).
- Promote the effective use of diaspora's resources (skills and financial) for community development in line with the migration and development strategy.

Section 4: Labour migration data

Timeous availability in the public domain of official information and gender-disaggregated statistics on labour migration is critical for the development of sound policies on labour migration.

(a) Key policy issues on labour migration data

The policy challenge is the lack of integration of gender-disaggregated labour migration data within the national labour market information system.

(b) Key policy areas

- In collaboration with ZIMSTAT, align all indicators of labour migration to existing standard indicators adopted at African Union and SADC levels.
- Develop a labour migration information system that will help gather reliable and accurate data on labour migrants abroad by gender, professions, duration of stay, wages and salaries and working conditions.
- Strengthen/capacitate the migration unit at ZIMSTAT and analytical capacity within MoP/SLSW.
- Develop engendered systemized registration mechanisms at embassies on diaspora associations.

5. MONITORING AND EVALUATION OF THE LABOUR MIGRATION POLICY

The monitoring and evaluation process will be executed by a Committee on Labour Migration. In its work, the committee will be underpinned by tripartite consultations in line with ILO's Tripartite Consultation (International Labour Standards) Convention (C144, 1976). The committee will convene meetings at least twice a year to review updates and come up with a comprehensive annual report on the activities taken under the framework of the Labour Migration Policy. The committee will adopt an implementation plan that has key monitoring indicators and outcomes that will be used in the review and evaluation of the policy.

6. RESOURCE MOBILIZATION

The NLMP will be funded by the Government, with complimentary funding from ILO, IOM and other development partners, in line with their programming under the Zimbabwe DWCP and the NLMP Implementation Plan.

7. NATIONAL LABOUR MIGRATION POLICY MATRIX: STRATEGIC AREAS, POLICY OPTIONS, ACTION PLAN, EXPECTED OUTCOMES, TIME FRAME, KEY STAKEHOLDERS AND LEAD MINISTRIES

Strategic area	Policy options	Action plan	Expected outcomes	Time frame (s)	Lead ministry/ institution	Key stakeholders
Governance of labour migration in line with international norms						
International frameworks	<ul style="list-style-type: none"> Aligning national laws with the international instruments that govern labour migration. 	<ul style="list-style-type: none"> Domestication and ratification of ILO Conventions No. 97 and 143 and Recommendations (R086 and R151) and International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families, CEDAW General Recommendation No. 26 and the 2017 Agreement Amending the SADC Protocol on Gender and Development. Systematic tripartite consultation with social partners. Develop comprehensive and gender-sensitive guidelines for recruitment in line with ILO Convention 181 and General Principles and Operational Guidelines for Fair Recruitment to prevent abuse of the process and violation of workers' rights and improve regulation and monitoring of private employment agencies. 	<ul style="list-style-type: none"> Governance of labour migration is in compliance with regional and international standards. International instruments governing labour migration are domesticated and ratified. 	<ul style="list-style-type: none"> Short to medium term (2020–2025) 	<ul style="list-style-type: none"> MoPSSLW Ministry of Foreign Affairs and International Trade (MoFAIT) 	<ul style="list-style-type: none"> Ministry of Justice, Legal and Parliamentary Affairs (MoJLPA) Parliament of Zimbabwe ILO Trade unions Employers' organization
Legislative framework	<ul style="list-style-type: none"> Mainstreaming labour migration in national legislation. Formulate a deliberate policy to export skills in sectors that Zimbabwe has comparative advantage. Harmonize the several legislative provisions on labour migration procedures to establish a high standard of protection and promotion of migrant workers. Strengthen tripartism and involve ILO social partners and other CSOs in preparing the legislation relating to labour migration. This will remedy the gaps in the law in terms of regulations, service provision, accountability and monitoring issues. 	<ul style="list-style-type: none"> Mainstreaming of labour migration into existing legislation. Implementation of a deliberate policy for export of labour. Review of existing legislation on labour migration to ensure harmonization. Involve tripartite constituents, CSOs and private recruitment agencies in the formulation of the legislation. 	<ul style="list-style-type: none"> Clear, firm and specific policies for efficient administration of labour migration. Clear and coordinated roles and responsibilities of ministries engaged in labour migration issues. Regular and effective consultation and coordination across all relevant institutions in addressing legislation of migration processes. 	<ul style="list-style-type: none"> Short term (2020–2023) Short term (2020–2023) 	<ul style="list-style-type: none"> MoPSSLW 	<ul style="list-style-type: none"> MoJLPA Ministry of Home Affairs and Cultural Heritage (MoHACH) Parliament of Zimbabwe Ministry of Finance and Economic Development (MoFED) MoHTESITD Ministry of Youth, Arts, Sports and Recreation (MoYASR) CSOs IOM ILO MoPSSLW

Strategic area	Policy options	Action plan	Expected outcomes	Time frame (s)	Lead ministry/ institution	Key stakeholders
Institutional framework	<ul style="list-style-type: none"> Strengthen all units, agencies and institutions regulating labour migration to ensure labour migration takes place in conditions of dignity, security and equity. 	<ul style="list-style-type: none"> Capacity-building and strengthening of roles for all institutions involved in labour migration governance. 	<ul style="list-style-type: none"> Clear and coordinated roles and responsibilities of ministries engaged in labour migration issues, such as "who does what, how and with whom". 	<ul style="list-style-type: none"> Short to medium term (2020–2025) 	<ul style="list-style-type: none"> MoP/SLW 	<ul style="list-style-type: none"> MoFED Trade unions, Employers' organizations, MoHACH MoFAIT Ministry of Women's Affairs, Community, Small and Medium Enterprises Development (MoWACSMED) Ministry of Information, Publicity and Broadcasting Services Zimbabwe Republic Police IOM ILO UN-Women Private sector Foreign Recruitment Committee
	<ul style="list-style-type: none"> Strengthen the Interministerial Committee on Labour Migration to address coherence issues among the policies of concerned ministries. 	<ul style="list-style-type: none"> Strengthen the Interministerial Committee on Labour Migration to review labour migration processes, explore issues and challenges, follow changes in the labour market and advise on all aspects of the process. 	<ul style="list-style-type: none"> Strengthened management of labour migration. 			
	<ul style="list-style-type: none"> Establish the position of labour attachés in major receiving countries to promote the interests of Zimbabwean migrant workers. 	<ul style="list-style-type: none"> Establish the position of labour attachés in major receiving countries. Development of a training module for the training of labour attachés. 	<ul style="list-style-type: none"> Zimbabwean attachés are better equipped to respond to the protection and welfare needs of Zimbabwean labour migrants abroad. 			
	<ul style="list-style-type: none"> Regulate the recruitment industry through administrative policies and procedures, licensing schemes, codes of conduct, monitoring and penalty provisions to address offences. 	<ul style="list-style-type: none"> License, supervise and develop comprehensive guidelines for private recruiters and sanction those who do not comply with the minimum standards to the rights of the migrant workers. Private recruitment companies should provide written employment contracts containing wages and hours, time off, safety and health, medical care, housing among others. This will also prevent workers from being left out without any remedy. Strengthen monitoring systems for private recruitment agencies by the Government. Strengthen labour inspection at workplaces and recruitment agencies. 	<ul style="list-style-type: none"> Prevention of abuse and exploitation of vulnerable jobseekers and labour migrants in employment (in the destination countries and foreign labour in Zimbabwe), especially women and the youth. 			

Strategic area	Policy options	Action plan	Expected outcomes	Time frame (s)	Lead ministry/ institution	Key stakeholders
Regulatory framework	<ul style="list-style-type: none"> Formulate comprehensive regulations governing the management of the labour migration process and the protection and reintegration of migrant workers. Strengthen tripartism and involve ILO social partners and other CSOs in preparing the regulatory framework relating to labour migration. This will remedy the gaps in the law in terms of regulations, service provision, accountability and monitoring issues. Strengthen regulations that regulate private sector involvement in labour migration. 	<ul style="list-style-type: none"> The MoPSLSW website should provide the following: (a) information on licensed private recruiters and consultancies in other countries and warnings about unethical practices; and (b) inter-agency recruitment cooperation practices. 	<ul style="list-style-type: none"> Legal and registered recruitment agencies are in place. 			
		<ul style="list-style-type: none"> Strengthen the role of the Foreign Recruitment Committee to monitor (through company visits) the working conditions of foreign workers in Zimbabwe. The committee should also ensure the protection of competent local jobseekers so that they are not crowded out of the labour market by emigrants. The Foreign Recruitment Committee should monitor the adherence of foreign recruitment guidelines by companies in order to safeguard jobs for Zimbabweans. The Foreign Recruitment Committee should develop a programme that allows cascading of skills from foreign workers to nationals. 	<ul style="list-style-type: none"> Prevention of violation of emigrant workers' rights. Skills transfer from foreign workers to local Zimbabweans. Protection of jobs for local citizens. 	<ul style="list-style-type: none"> Short term (2020–2023) 	MoFAIT	
		<ul style="list-style-type: none"> Draft the comprehensive regulations covering the administration of labour migration, recruitment placement and protection and reintegration of migrant workers. Involve tripartite constituencies, CSOs and private recruitment agencies in the formulation of the regulations. 	<ul style="list-style-type: none"> Clear, firm and specific legislation for efficient administration of labour migration. Social dialogue is strengthened in labour migration processes. 	<ul style="list-style-type: none"> Short to medium term (2020–2025) 	<ul style="list-style-type: none"> MoPSLSW 	<ul style="list-style-type: none"> MoFED MoHACH MoWACSMED UN-Women Trade unions Employers organization IOM ILO CSOs Private sector
		<ul style="list-style-type: none"> MoPSLSW should establish links with national training institutions and the private sector in the development and implementation of specific migrant worker-related training programmes. 	<ul style="list-style-type: none"> Strengthen migrants' rights awareness. 			

Strategic area	Policy options	Action plan	Expected outcomes	Time frame (s)	Lead ministry/ institution	Key stakeholders
Bilateral labour agreements or MoU	<ul style="list-style-type: none"> Promote and negotiate bilateral agreements and MoU with reference to ILO Conventions No. 97 and 143, Recommendations 86 and 151, the International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families, the principles and guidelines provided in the ILO Multilateral Framework on Labour Migration, the Migration Policy Framework for Africa, the SADC Protocol on the Facilitation of Movement of Persons, the SADC Charter on Human and Social Rights and the 2009 Ouagadougou Road Map for the Implementation of the Global Jobs Pact in Africa. 	<ul style="list-style-type: none"> Zimbabwe should enter into bilateral and multilateral labour migration agreements and MoUs with the major labour migrant receiving and sending countries. In the absence of bilateral agreements, the State can sign a MoU with frameworks for monitoring and accountability. 	<ul style="list-style-type: none"> Labour migration is managed under conditions of dignity, equity, security and justice in line with international norms. 	<ul style="list-style-type: none"> Short to medium term (2020–2025) 	<ul style="list-style-type: none"> MOPSLSW 	<ul style="list-style-type: none"> MoFAIT MoJLPA MoHACH Parliament of Zimbabwe Trade unions Employers organizations ILO IOM
		<ul style="list-style-type: none"> Zimbabwe should enter into sector-specific agreements or MoU based on the comparative advantage of skills in sectors, such as health, education and agriculture, among others. Develop a standard template for BLAs. 	<ul style="list-style-type: none"> Expanded social security coverage for labour migrants especially female labour migrants. 			
		<ul style="list-style-type: none"> Zimbabwe should enter into bilateral social security agreements with migrant receiving and sending countries that allows transfer/export and coordination of social security benefits including overlaps between countries. 	<ul style="list-style-type: none"> A rights-based approach to labour migration is realized. Improved social security benefits management. 			

Strategic area	Policy options	Action plan	Expected outcomes	Time frame (s)	Lead ministry/ institution	Key stakeholders
Migration support services	<ul style="list-style-type: none"> Prepare and disseminate information and raise awareness to the public and training on safe labour migration. 	<ul style="list-style-type: none"> Introduce measures and tools to prevent dissemination of misleading information and take appropriate action through MRCs and in the various media strategies. Establish additional resource centres where relevant. Develop promotional and awareness-raising material on Zimbabwean and countries of destination labour legislations and consular services. 	<ul style="list-style-type: none"> Labour migrants are aware of risks related to irregular migration, and mechanisms are provided for the protection and empowerment of labour migrants against abuse and exploitation. 	<ul style="list-style-type: none"> Short to medium term (2020–2025) 	<ul style="list-style-type: none"> MoP/SLSW 	<ul style="list-style-type: none"> Trade unions Employers organizations MoYASR MoWACSMED MoFAIT MoFED UN-Women NGOs CSOs ILO IOM
	<ul style="list-style-type: none"> Develop tools for pre-departure and institutionalize pre-departure training covering safe working and living environments in host countries, legal assistance and shelter for distressed migrant workers at the embassies as far as resources permit. 	<ul style="list-style-type: none"> Implement pre-departure training that includes financial literacy, background situation in destination country, occupational safety and health and other conditions of work and HIV and AIDS. Implement mandatory gender training for agencies that have most contact with female migrants, including immigration authorities, the police and health service providers. 	<ul style="list-style-type: none"> Labour migration occurs under conditions of dignity, equity and security. Labour migrants are acquainted with information regarding the destination countries and what to expect. 	<ul style="list-style-type: none"> Short to medium term (2020–2025) 	<ul style="list-style-type: none"> MoP/SLSW 	
	<ul style="list-style-type: none"> Ensure decent working and living conditions for Zimbabwean migrant workers in the countries of destination. 	<ul style="list-style-type: none"> Negotiate with countries of destination/ employers regarding decent working conditions and living conditions for migrant workers including social protection. This should be part of the bilateral agreements or MoUs. Set up mechanisms for migrant workers in the labour receiving country (a complaints mechanism) to lodge complaints about abuse and violations in workers' rights through trade unions and CSOs, set up a mechanisms to record and follow-up on recruitment related complaints in Zimbabwe. Establish LMWF based on voluntary contributions. Migrants contribute to the fund that will be managed by Government of Zimbabwe. 	<ul style="list-style-type: none"> Bilateral cooperation between workers, employers' organizations and governments is strengthened. 	<ul style="list-style-type: none"> Short to medium term (2020–2025) 	<ul style="list-style-type: none"> MoP/SLSW 	

Strategic area	Policy options	Action plan	Expected outcomes	Time frame (s)	Lead ministry/ institution	Key stakeholders
Human and labour rights for migrants	<ul style="list-style-type: none"> Promote human and labour rights for female and male migrant workers. 	<ul style="list-style-type: none"> Negotiate bilateral agreements between trade unions federations or affiliate unions of both countries of destination and origin. 	<ul style="list-style-type: none"> Labour migrants and workers' rights are upheld. 	<ul style="list-style-type: none"> Short to medium term (2020–2025) 	<ul style="list-style-type: none"> Trade unions 	<ul style="list-style-type: none"> MoFAIT MoWACSMED IOM ILO UN-Women Trade unions Employer organizations Migrant associations
		<ul style="list-style-type: none"> Promote and facilitate the right to form community organizations of Zimbabweans in the diaspora. 	<ul style="list-style-type: none"> Improved welfare of migrant labour. 	<ul style="list-style-type: none"> Short to medium term (2020–2025) 	<ul style="list-style-type: none"> MoP/SLSW 	
		<ul style="list-style-type: none"> Develop information resource centres that provide material and awareness programmes on the rights of migrant workers and issues, such as discrimination, sexual harassment, human trafficking, gender-based violence, xenophobia and HIV and AIDS at both the local level and the labour receiving countries. 	<ul style="list-style-type: none"> Improved information dissemination in order to protect migrant workers from abuse. 	<ul style="list-style-type: none"> Short to medium term (2020–2025) 		
Safe and legal migration	<ul style="list-style-type: none"> Decentralization of government institution that provide national identity documents. 	<ul style="list-style-type: none"> Develop measures to disseminate information on anti-discrimination legislation and provisions including xenophobia. 	<ul style="list-style-type: none"> Improved information dissemination in order to protect migrant workers from abuse. 	<ul style="list-style-type: none"> Short term (2020–2023) 		
		<ul style="list-style-type: none"> Develop measures to combat people smuggling, human trafficking and protection and promotion of the rights of victims of trafficking. 				
		<ul style="list-style-type: none"> Negotiate with receiving countries to put in place and strengthen anti-discrimination measures. Promote education campaigns in SADC Member States, particularly in receiving countries to raise awareness against xenophobic attitudes and about the benefits of labour migration. 	<ul style="list-style-type: none"> Protection of rights and welfare of migrant labour. 	<ul style="list-style-type: none"> Short to medium term (2020–2025) 	<ul style="list-style-type: none"> MoFAIT 	
		<ul style="list-style-type: none"> Improve decentralization of accessibility and affordability of identity documents, such as passports, national IDs and birth certificates and death certificates to reduce irregular migration. Issue regulation prohibiting retention of documents belonging to migrant workers. 	<ul style="list-style-type: none"> Reduction in irregular labour migration. 	<ul style="list-style-type: none"> Short to medium term (2020–2025) 	<ul style="list-style-type: none"> MoHACH Registrar General's Office 	

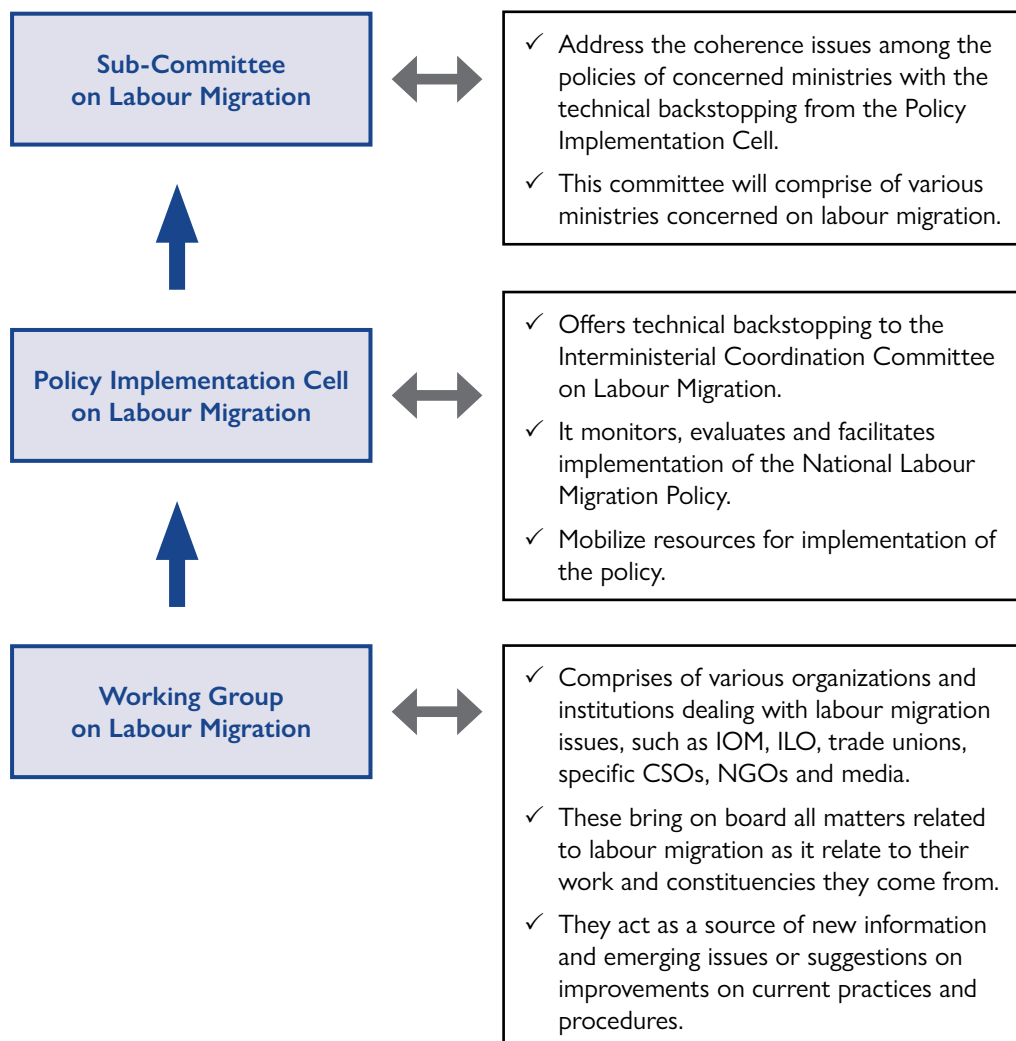
Strategic area	Policy options	Action plan	Expected outcomes	Time frame (s)	Lead ministry/ institution	Key stakeholders
Labour migration in the national development agenda	<ul style="list-style-type: none"> Mainstream labour migration into national economic and social development plans and strategies. 	<p style="text-align: center;">Harnessing labour migration for development</p> <ul style="list-style-type: none"> Integrate labour migration issues in national budgets, monetary policies, DWCP, United Nations programmes, the national development plans and other development partners' programmes. Integrate labour migration issues in national development policies. 	<ul style="list-style-type: none"> Movement towards a more coherent approach to labour migration in national developmental policies. Transform brain drain to brain gain. 	<ul style="list-style-type: none"> Short to medium term (2020–2025) 	<ul style="list-style-type: none"> MoFED 	<ul style="list-style-type: none"> MoHTESITD Trade union Employers organizations United Nations entities, e.g. ILO, IOM, UNDP and UN-Women ZIMSTAT
	<ul style="list-style-type: none"> Recognize the significant contributions of labour migration to economic development and poverty reduction derived from remittances. 			<ul style="list-style-type: none"> Short to medium term (2020–2025) 		
Remittances and investments	<ul style="list-style-type: none"> Strengthen the link between remittances and national development and poverty reduction. 	<ul style="list-style-type: none"> The financial sector should expand the financial institutions and widen coverage to rural areas. The State and the private sector should establish remittance channels that are cost effective, accessible, reliable, quick and transparent. The State should put in place a centralized data collection and reporting mechanism for banks and money transfer organizations. 	<ul style="list-style-type: none"> The role of Zimbabwean labour migrants in the national economy is strengthened. 	<ul style="list-style-type: none"> Short to medium term (2020–2025) 	<ul style="list-style-type: none"> Ministry of Macro-Economic Planning and Investment Promotion 	<ul style="list-style-type: none"> MoYASR MoHTESITD IOM ZIMSTAT Reserve Bank of Zimbabwe Zimbabwe Investment Authority Zimbabwe Bankers Association Ministry of Industry and Commerce
	<ul style="list-style-type: none"> Financial service providers and organizations should facilitate the integration of low-income earners through cheaper remittance channels and investment opportunities. 			<ul style="list-style-type: none"> Increased inflow of remittances and their productive use. 		
	<ul style="list-style-type: none"> Negotiate with countries of destination in facilitating migrant workers access to financial services. Easy access to financial literacy for migrant workers. Create an enabling environment for maximizing migrant savings and utilization of remittances for productive investment. Improve collection and quality of data on remittances. 	<ul style="list-style-type: none"> Increased inflow of remittances and their productive use. 	<ul style="list-style-type: none"> Improved savings culture among migrant workers. Improved savings culture among migrant workers. Creation of a solid basis for future policy options on remittances. 	<ul style="list-style-type: none"> Short to medium term (2017–2020) 	<ul style="list-style-type: none"> MoFED 	

Strategic area	Policy options	Action plan	Expected outcomes	Time frame (s)	Lead ministry/ institution	Key stakeholders
Return and reintegration	<ul style="list-style-type: none"> Monitor and facilitate the return of migrant workers in coordination with the host country. Strengthen employment services in rendering counselling and placement services for the return migrant workers in jobs suitable to their skills. 	<ul style="list-style-type: none"> Coordinate with countries of destination in providing information about returnees (both legal and irregular migrants) before repatriation. Develop and disseminate information on reintegration services provided for returning labour migrants especially for the youth. Provide counselling services to labour migrants prior to their departure and after their return to Zimbabwe. Improve registration and monitoring systems for returning migrant workers at arrival and border checkpoints. 	<ul style="list-style-type: none"> Reduce the social costs related to the returning labour migrant and family left behind. Enrich effective contributions to the economy by well-informed returning labour migrants. Reduce the social costs related to the returning labour migrant and family left behind. Improved data collection on return labour migrants. 	<ul style="list-style-type: none"> Short to medium term (2020–2025) 	<ul style="list-style-type: none"> MoPSLW 	<ul style="list-style-type: none"> ILO IOM MoHACH MoFAIT MoFED MoWACSMED Trade unions CSOs Banks NGOs
		<ul style="list-style-type: none"> Provide and promote incentives for migrant savings and investment, access to credit and entrepreneurial/business development. Provide and promote incentives for the return of trained/skilled Zimbabweans, e.g. skills exchange programmes and short-term home placements. 	<ul style="list-style-type: none"> Enrich effective contributions to the economy by returning labour migrants through job creation, enterprise development and filling in skills gaps in the country. 	<ul style="list-style-type: none"> Short term (2020–2023) 	<ul style="list-style-type: none"> MoFED 	
		<ul style="list-style-type: none"> Promote reintegration packages that include the following: <ul style="list-style-type: none"> (a) Loans (b) Counselling (c) Training and retraining (d) Scholarship (e) Entrepreneurship Implement livelihood community development projects for returnees especially for the most vulnerable groups (such as women, youth, physically challenged and people living with HIV and AIDS). 	<ul style="list-style-type: none"> Increased skills and technology transfer by returning labour migrants. 	<ul style="list-style-type: none"> Short to medium term 	<ul style="list-style-type: none"> MoPSLW 	
			<ul style="list-style-type: none"> Reduce the social costs related to the returning labour migrant and family left behind. Reduce the social costs related to the returning labour migrant and family left behind. 	<ul style="list-style-type: none"> Short to medium term (2020–2025) 	<ul style="list-style-type: none"> MoPSLW 	

Strategic area	Policy options	Action plan	Expected outcomes	Time frame (s)	Lead ministry/ institution	Key stakeholders
Collaboration with diasporas	<ul style="list-style-type: none"> Support the role of the Zimbabwe diaspora in the community for national economic development. 	<ul style="list-style-type: none"> Identify the diaspora communities and establish a database to promote networking. 	<ul style="list-style-type: none"> Systematic engagement with diaspora made possible through better information. 	<ul style="list-style-type: none"> Short to medium term (2017–2020) 	<ul style="list-style-type: none"> MoFED 	<ul style="list-style-type: none"> MoFAIT MoFSLW MoHTESIITD MoYASR MoFED MoIC IOM CSOs
	<ul style="list-style-type: none"> Strengthen the diaspora as a source of development support, technology and skills transfer to the local economy. 	<ul style="list-style-type: none"> The State should foster systematic and sustained diaspora-centric engagement strategies. Create synergies that allow the diaspora to exchange information easily with people in the home country. Foster links between local and diaspora professional associations (such as Zimbabwe Nurses Association and United Kingdom Nurses Association). Promote the effective use of diaspora's resources (skills and financial) for community development. 	<ul style="list-style-type: none"> Increased skills and technology transfer. 			

Strategic area	Policy options	Action plan	Expected outcomes	Time frame (s)	Lead ministry/ institution	Key stakeholders
Migration data						
Comprehensive information and data on labour migration	<ul style="list-style-type: none"> Strengthen institutions responsible for collection and analysis of information and data related to labour migration. 	<ul style="list-style-type: none"> Regularly conduct a labour force survey that includes a module of (labour) migration. Develop an integrated labour migration information system that indicates the following: <ol style="list-style-type: none"> Clear definitions on migrant categories and migrant terms; Profiles of migrants by gender, professions, country of destination or origin, age, duration of stay, wages and salaries, working conditions, experiences and competencies; and Existing jobs at home and abroad. 	<ul style="list-style-type: none"> Policymakers have reliable gender disaggregated data and information. 	<ul style="list-style-type: none"> Short term (2020–2023) 	<ul style="list-style-type: none"> MoP/LSW ZIMSTAT 	<ul style="list-style-type: none"> MoHACH ZIMSTAT MoFAIT IOM CSOs MoWACSMED UN-Women
		<ul style="list-style-type: none"> Regular update of the Zimbabwe human capital website with the following characteristics: <ol style="list-style-type: none"> Job-matching system; Database of job opportunities abroad; Practical information about destination countries including risks involved; Section on business and investment opportunities in Zimbabwe in liaison with the National Manpower Advisory Council; and Mailing list through which the State can contact nationals in the diaspora on a voluntary basis. 	<ul style="list-style-type: none"> Policymakers have reliable engendered data and information. 	<ul style="list-style-type: none"> Short term (2020–2023) 	<ul style="list-style-type: none"> MoHTESITD 	
		<ul style="list-style-type: none"> Strengthen/capacitate the migration department at ZIMSTAT. 	<ul style="list-style-type: none"> Reliable and up-to-date data to inform policy. 	<ul style="list-style-type: none"> Short term (2020–2023) 	<ul style="list-style-type: none"> ZIMSTAT 	
		<ul style="list-style-type: none"> Strengthen the Foreign Recruitment Committee to provide data on foreign workers in Zimbabwe. 	<ul style="list-style-type: none"> Reliable and up-to-date data to inform policy. 	<ul style="list-style-type: none"> Short term (2020–2023) 	<ul style="list-style-type: none"> MoFAIT 	
		<ul style="list-style-type: none"> Develop an engendered systemized registration mechanisms at embassies indicating the number of nationals living abroad in order to provide them with the necessary assistance. 	<ul style="list-style-type: none"> Reliable and up-to-date data to inform policy. 	<ul style="list-style-type: none"> Short term (2020–2023) 		

8. IMPLEMENTATION MECHANISM FOR THE ZIMBABWE LABOUR MIGRATION POLICY





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