



This action is funded by the European Union

ANNEX 3

of the Commission Decision on the Annual Action Plan 2015 in favour of Zimbabwe to be financed from the 11th European Development Fund

Action Document for Promoting migration governance in Zimbabwe

INFORMATION FOR POTENTIAL GRANT APPLICANTS

WORK PROGRAMME FOR GRANTS

This document constitutes the work programme for grants in the sense of Article 128(1) of the Financial Regulation (Regulation (EU, Euratom) No 966/2012), applicable to the EDF by virtue of Article 36 of Regulation (EU) 2015/323 in the following sections concerning grants awarded directly without a call for proposals: 5.4.1.

1. Title/basic act/ CRIS number	Promoting migration governance in Zimbabwe CRIS number: ZW/FED/038-186 financed under the 11 th European Development Fund			
2. Zone benefiting from the action/location	Zimbabwe The action shall be carried out in all areas of Zimbabwe while the project team will be located in Harare			
3. Programming document	11 th EDF National Indicative Programme (NIP) for Zimbabwe (2014-2020)			
4. Sector of concentration/ thematic area	Governance and Institution Building			
5. Amounts concerned	Total estimated cost: EUR 3 100 000 Total amount of EDF contribution EUR 3 000 000 This action is co-financed in joint co-financing by: - International Organization for Migration (IOM) for an indicative amount of EUR 100 000			
6. Aid modality and implementa- tion modality	Project Modality Direct Management - Grant – direct award			
7. DAC code(s)	13010 (Population policy and administrative management)			
8. Markers (from CRIS DAC form)	General policy objective	Not targeted	Significant objective	Main objective
	Participation development/good governance	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
	Aid to environment	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Gender equality (including Women In Development)	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Trade Development	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

	Reproductive, Maternal, New born and child health	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	RIO Convention markers	Not targeted	Significant objective	Main objective
	Biological diversity	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Combat desertification	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change mitigation	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change adaptation	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
9. Global Public Goods and Challenges (GPGC) thematic flagships	Area of Migration and Asylum ; Incl. Migrant domestic workers' labour and human rights (Flagship 9)			

SUMMARY

In line with Specific Objective 4 of the 11th EDF National Indicative Programme (NIP) for Zimbabwe 2014-2020, the proposed European Union (EU) support to the migration governance framework in Zimbabwe (the Action) will contribute to the establishment of a policy, institutional and legislative framework in the country that supports state and non-state actors to manage migration in a migrant-centred, gender-sensitive, rights-based and development-oriented manner.

This Action will focus on achieving strengthened institutional capacity and adoption of a coherent and gender-sensitive policy and legislative framework for a comprehensive approach to migration; as well as achieving enhanced participation and contribution of Zimbabwean women and men in the Diaspora in national development initiatives, including engagement with the government.

The intervention logic behind this Action is the result of multi-stakeholder consultations with a broad range of government and non-state actors; complements national development priorities and cooperative partner's interventions in the Governance and Institution Building Sector and other sectors; addresses cross-cutting issues; and builds on lessons learnt from past EU-supported interventions.

1 CONTEXT

1.1 Country context

Since 2000, socio-economic and political challenges have had severe detrimental impact on the lives, livelihoods and vulnerability of Zimbabweans, particularly in rural areas. Zimbabwe's economy remains constrained, with an unsustainably high external debt, deindustrialisation and informalisation of economic activities. The country risk profile remains exposed to general population vulnerability, lack of coping capacity and weak institutional and infrastructure capacity. The period 2000–2008 also witnessed increased poverty levels, worsened by frequent droughts among other shocks. A poverty report on the 2011-2012 PICES¹ Survey reveals that 72.3% of Zimbabweans are poor, whilst 16.2 % of the households are in extreme poverty. Poverty is most prevalent in rural areas, where 84.3% of people are deemed poor and 30.4% extremely poor. The 2013 United Nations Human

¹ Poverty, Income, Consumption and Expenditure Survey, ZimStat 2013

Development Index (HDI) ranks Zimbabwe among low human development countries: 172nd out of 186 countries compared to 1998, when it ranked 130th out of 174 countries. The estimated gross domestic product (GDP) per capita in 2013 was USD 953.8, which classes Zimbabwe as a low income country. Throughout this period, outward migration, particularly to South Africa and Botswana but also further afield to the United Kingdom and Australia, has become a key coping mechanism for Zimbabwe's population and 10% of households assessed reported having at least one member living and working overseas. In high-migrant sending areas, typically Zimbabwe's food insecure districts in the south of the country, the number is as high as 84% of households having a member engaged in cyclical migration, predominantly within Southern Africa (IOM commissioned Survey of High Migrant Sending Areas; 2012). Although the actual number is not known, due to inadequate data and the large number of undocumented migrants in the Southern African Development Community (SADC) region, between 2.5 and 3 million Zimbabweans are currently estimated to be living and working overseas, half of which are residing in South Africa (Polzer; 2010; MICS 2014).

1.1.1 Public Policy Assessment and EU Policy Framework

As of October 2013, the Government of Zimbabwe has launched the Zimbabwe Agenda for Sustainable Socio-Economic Transformation (ZIM ASSET) as the country's economic development blue-print to guide the national development agenda over the next five years. The ZIM ASSET identifies 4 priority areas of intervention: food security and nutrition, social services and poverty eradication, infrastructure and utilities, and value addition and beneficiation. As Zimbabwe continues to identify and pursue opportunities for economic recovery and development, migration and the diaspora, explicitly referenced in ZIM ASSET, remain critical issues that could either catalyse or impede the attainment of the country's governance and development goals.

The state of migration management institutional coordination structures in Zimbabwe remains largely fragmented with multiple-sector ministries and departments implementing various components of migration governance, without an effective coordination platform. As of 2014, there is no adopted comprehensive migration policy in place and sector ministries and departments are championing the development of sector-specific policies, leaving the country with no overarching policy instrument to inform government direction and resource allocation toward the migration agenda. Currently, migration-related legal provisions are mainly domiciled in the Immigration Control Act and international migration law reviews have shown the need for a comprehensive legal framework to address the broad spectrum of issues related to migration management.

Nonetheless, significant efforts and initiatives have been done to develop migration policy, institutional and coordination structures over the last five years. Among other initiatives, the Government drafted a Migration and Development Policy as well as a draft National Labour Migration Policy. These draft policies were presented to Cabinet in 2011 but have not been approved. Currently the Government of Zimbabwe is developing a National Diaspora Policy as well as considering the development of a National Immigration Policy. In 2009, the Government of Zimbabwe with support from the International Organization for Migration (IOM) established a Migration and Development Unit (MDU) in the Ministry of Economic Development. The MDU spearheaded the formulation of a National Migration and Development Strategy for the period 2008-2010 within whose framework the above mentioned draft policies were drafted. In order to strengthen the coordination mechanisms, the Government of Zimbabwe put in place two inter-ministerial committees, one on broader migration issues and another on trafficking in persons (TiP) as provided for in the Trafficking in Persons Act; which was enacted by the Government of Zimbabwe in 2014, with support from development partners.

In order to strengthen the migration policy, institutional and coordination frameworks, there is need to harmonize and streamline the different sector specific policy initiatives in order to have a coherent migration policy framework. Further, in order to maximize on the coordination structures and reduce the fragmentation, there is need to establish sustainable mechanisms for institutional and policy coordination.

Within this broader migration context, the action is being developed following a consultative process between the EU, Government of Zimbabwe and development partners to develop the Country Strategy Paper and National Indicative Programme (NIP) for Zimbabwe under the 11th European Development Fund (EDF). The NIP outlines three priority sectors including governance and institution building; health and agriculture-based economic development. Migration governance has been included under the Governance and Institution Building sector with the Government prioritising strengthening the policy, legislative and institutional framework for migration governance as well as establishing platforms and systems for diaspora engagement for supporting the attainment of national development priorities. In this regard, whilst the strategic objective 4 focuses on the establishment of a migrant governance framework, the overall outcomes will also contribute to strategic objectives highlighted in the other two sectors (Health and Agriculture-based Economic Development), particularly given that the most high-migrant sending areas strongly correlate with those exhibiting the highest levels of poverty, agro-based economic decline and food insecurity.

The focus of the proposed action is also aligned with one of the main objectives of the Joint Africa-EU Strategy (Lisbon, 2007) which aims to “strengthen institutional ties and addressing common challenges, in particular peace and security, migration and development, and a clean environment.” The Action supports the European Union Development policy: an Agenda for Change (COM(2011)637 final) insofar as it seeks to establish and nurture a more comprehensive approach to human development. In terms of the development-migration nexus, the Agenda for Change also notes that the EU should assist developing countries in strengthening their policies, capacities and activities in the area of migration and mobility, with a view to maximising the development impact of the increased regional and global mobility of people.

1.1.2 Stakeholder analysis

The proposed action is the result of multi-stakeholder consultations with and requests from a broad range of government and non-state actors (including Civil Society Forum on TiP and Diaspora associations). These specifically include consultations with the Ministry of Finance and Economic Development pursuant to their interest in enhancing the contribution of Zimbabweans in the Diaspora to national development priorities; the Zimbabwe National Statistics Agency (ZIMSTAT) in enhancing migration research products to provide a strong evidence-base to inform policy and programme interventions; the Ministry of Home Affairs on technical support for improved responses to human trafficking and smuggling and integrated border management systems; the Ministry of Public Service, Labour and Social Welfare regarding improvements to labour migration policies, practices and protection of migrants in need; and the Ministry of Justice, Legal and Parliamentary Affairs, particularly through their request for assistance to incorporate International Migration Law (IML) to align Zimbabwe’s migration legislature with international norms and standards; and the Zimbabwe Human Rights Commission (ZHRC) on providing human rights education to migrants as well as monitoring and assessment of places of detention where migrants are held. The Ministry of Foreign Affairs and the Office of the President and Cabinet have made a request for IOM support in conducting consultation and dialogue on the National Diaspora Policy and as well as to its attending rollout and implementation strategies.

IOM is also engaged in ongoing discussions with UN partners through the United Nations Country Team (UNCT) and Programme Management Team (PMT), and has played an active role in the development of the Zimbabwe United Nations Development Assistance Framework (ZUNDAF: 2016-2020). Throughout the inception and implementation phases of the proposed action, IOM will pro-actively form partnerships with other UN agencies, through the joint and flagship programme approaches, to ensure synergies between the programmes of IOM and the respective agencies as well as government priorities are optimised through collaborative action. This includes, for example, between the International Labour Organization (ILO) with their focus on vocational skills training for the youth and IOM's focus on enhanced labour migration processes and migrant protection.

Throughout the economic challenges that have affected Zimbabwe, migration has remained a key livelihood and coping strategy for Zimbabweans spanning a broad range of socio-economic groups. By 2010, 4 million individuals were estimated to be living in the diaspora (Crush et al., 2010). Within the region, the chosen destination for a majority of Zimbabwean migrants is South Africa, with a smaller number seeking employment in Botswana. The University of the Witwatersrand, Johannesburg, estimates that between 1 and 1.5 million Zimbabweans are currently residing in South Africa, across a broad spectrum of income and skills levels. (Polzer 2010). At least 20% of these migrants are estimated to be irregular. Preliminary diaspora profiling conducted with 6 diaspora associations working in 2 districts in Matabeleland South Province and 15 associations profiled in South Africa and Botswana indicate that while Zimbabwe has a significant diaspora population with a strong desire to contribute to the country's socio-economic development, the country has yet to fully harness the development potential of its diaspora.

1.1.3 Priority areas for support/problem analysis

The main problem to be addressed by the proposed Action is that the current policy, institutional and legislative framework for responding to multi-faceted migration issues in Zimbabwe is not fully developed or coordinated and that potential benefits of migration for Zimbabwe's development are not fully exploited. The absence of a comprehensive migration policy framework results in an inadequate level of inter-ministerial cooperation. In addition, institutional capacity gaps, poor systems of migration data and statistics collection, and limited civil society participation are concerns for an effective migration governance framework that reaches out to migrant groups requiring protection and assistance.

A comprehensive policy framework under the leadership of the government-led coordination mechanisms can establish stronger linkages to improve responses to all facets of migration governance with effective participation of civil society partners. On a very practical level, Zimbabwe's border operations remain unable to manage high levels of cross border mobility. Between 2006 and 2014, IOM profiled more than 600,000 Zimbabwean migrants and 14,500 third-country nationals (TCNs) who required protection assistance from migration management authorities in Zimbabwe.

The three existing referral mechanisms for protection of migrant rights are in their infancy and require capacity development support. Inadequate migration management and irregular migration flows mean that labour migration remains largely informal and irregular leaving most of the 2-3 million Zimbabwean migrants in neighbouring countries with no access to protection services and at risk of human rights violations. At the same time, the prevalence of irregular migration flows makes it difficult for authorities to manage the abusive forms of migration.

The recent ratification of the international conventions and protocols related to Trafficking in Persons and the subsequent domestication of the same through the TiP Act by the

Government of Zimbabwe, creates opportunities for supporting the implementation of the new legislation through technical support to: develop and implement national TiP strategy, support the coordination of all TiP initiatives through support to the TiP inter-ministerial committee and creation of a national TiP implementation secretariat.

The migration and development nexus is yet to be understood and fully exploited. Remittance flows as recently as 2013, amounted to USD 1.8 billion (National Budget Statement, November 2014), exceeding both foreign direct investment and development aid. Significant as this is, there are no formalised platforms for diaspora engagement to leverage diaspora resources in community and national development. As such there is a need for an improved regulatory environment, as well as support for organisation/mobilisation of diaspora groups and remittances, to capitalise on diaspora investments, drawing on experience from more successful countries such as Bangladesh, Nigeria, Ghana and the Philippines.

2 RISKS AND ASSUMPTIONS

The main risks that are directly and indirectly associated with the action are as follows:

Risks	Risk level (H/M/L)	Mitigating measures
Within the operating socio-economic context and as triggered by inadequate financial resources, Government departments may as a result not be in a position to take on board all elements of the proposed migration policy and institutional interventions.	L	IOM will continue to provide technical support to all Ministries/departments and Independent Commissions with migration-related mandates; Supporting public financial management systems for government to allocate and manage resources to compliment the proposed policy interventions efforts. The PFM system is also supported by EU under NIP.
In the context of the political climate, the need for migration legislative review is acknowledged by parties in Government; however other political imperatives may trigger decisions not to place migration on top of the agenda of the Parliament of Zimbabwe.	M	Support the Ministry of Justice, ZHRC and community service organisations (CSOs) in strengthened lobby, advocacy and engagement of all the relevant stakeholders including Parliament of Zimbabwe and Portfolio committees.
A risk to the action could be triggered by a continued sense of mistrust from Zimbabweans in the Diaspora; for constructive and mutual engagement between the Diaspora and Government departments/officials.	H	-As a confidence building measure, development partners including IOM should co-facilitate the diaspora engagement process. - Support the formalization of diaspora platforms to build confidence and mutual trust. - Normalised development cooperation between EU and Zimbabwe should strengthen confidence

Assumptions

- There is broad based government support for setting up sustainable migration coordination mechanisms to spearhead and coordinate migration-related activities within government in line with the line Ministries and Departments;
- An adequate project inception period will be required to conclude stakeholder consultations to establish a common policy position including lobby and advocacy, with civil society actors, Portfolio Committees of the Parliament of Zimbabwe;
- The current social and economic environment is conducive and supportive for migration policy and legislation development and implementation and as such, there are opportunities to capitalise on prevailing enabling factors;
- There continues to be a sustained shared consensus for mutual and constructive engagement between the Government of Zimbabwe and the Zimbabweans in the Diaspora;
- There is policy consistency and an enabling environment to promote foreign direct investment as well as diaspora participation in local development;
- The re-engagement process between Zimbabwe and international community is maintained leading to a full restoration of economic, political and social ties.

3 LESSONS LEARNT, COMPLEMENTARITY AND CROSS-CUTTING ISSUES

3.1 Lessons learnt

Lessons learnt from previous interventions include:

- The final report of the EU supported *Migration and Development Strategies Project (2007-2010)* highlighted that complementarities and synergies between the various migration and development initiatives should be enhanced, including linkages between dialogue, on the one side, and more operational capacity building activities. The report also noted that Diaspora organisations and other Non-State Actors (NSAs) should be given a more prominent role in policy formulation and implementation;
- The implementation of the *Migration and Development Strategies Project*, demonstrated that it is inappropriate to design capacity-building activities that target a single government ministry, but that a multi-sector approach should be offered to all Ministries/departments with migration mandates on a demand-driven basis, in complementarity with other capacity building programmes;
- The report *Establishing a National Migration Management and Development Policy - Lessons Learned from the Zimbabwe Experience* (2009) shows that the Migration and Development discourse gained traction in government during the period when there was a strengthened institutional structure (the Migration and Development Unit under the Ministry of Economic Development) for the implementation of Migration and Development activities. The Ministry of Foreign Affairs is currently chairing the Inter-Ministerial Committee on Migration; however it is facing limited coordination capacity as it does not have a dedicated secretariat to deal with migration issues. In the same report, the Government highlighted the need to create the appropriate institutional arrangements dedicated to the migration and development agenda;
- The Evaluation Report of the EU supported “*Strengthening the role of the Civil Society in Eliminating Human Trafficking in Zimbabwe*” project highlighted the need to ensure broad-based policy consultations to harness input from all stakeholders including community and religion-based CSOs and to strengthen their referral mechanisms in supporting migrants’ rights.

- The mid-term report of the IOM supported “*Enhancing the Government of Zimbabwe’s Capacity for Effective Migration Management*” project notes migration is a cross cutting issue that speaks to the mandates of different ministries and it is necessary to have sustainable coordination mechanisms that are inclusive of civil society initiatives. Thus there is need to have a common results based and time framed national migration strategic plan which serves as the reference point for all migration initiatives in Zimbabwe.
- The IOM Migration Research Series confirms that it is important to have an implementation and sustainability strategy for all migration policies and thus the action will ensure that policies do not become an end in themselves, but are implemented and achieve the sustainable results.
- In order to ensure sustainability of policy and programmatic interventions, the design of the action will be regularly informed by Migration Policy Papers and Technical Guidance Notes formulated under the action, to ensure sustainability of the policy interventions and their implementation as well as developing the evidence-base on migration management.

3.2 Complementarity, synergy and donor coordination

This Action continues and expands on the Migration and Development Strategies Project which initiated policy dialogue on migration management as well as diaspora engagements albeit at an initial and small scale. The Action will build on and expand the scope of the migration policy dialogue process in Zimbabwe as well as solidifying efforts to mobilise diaspora resources. The Action will form synergies with other programmes under the Governance and Institution Building sector of the NIP; especially those targeting the Parliament of Zimbabwe and those strengthening the voice of non-State actors in policy and legislation development and lobbying and advocacy on protection of human rights. In addition, IOM is in planning discussions with Sweden around the scaling-up of diaspora engagement schemes in high-migrant sending areas. Similar cooperation will be sought with other cooperative partners and as such, donor harmonization options will be further discussed. The Action also forms synergy with the EU supported “*Strengthening the capacity of central and local government authorities to manage migration*” project which has laid the ground for identifying capacity building needs on Integrated Border Management approaches as well as strengthening the capacity of Ministry of Home Affairs in developing and implementing TiP legislation. Furthermore, insofar as other programmes under the NIP will seek to strengthen capacity and independence of the relevant Constitutional Commissions to effectively perform their mandates, including to the Zimbabwe Human Rights Commission and to the Zimbabwe Electoral Commission and electoral processes; the Action will enhance participation of the Zimbabwean diaspora in national and local democratic processes.

The components of the Action related to institutional capacity building, policy formulation and migration legislation will benefit from migration policy dialogue under the Regional Consultative Process for the Southern Africa region as well as the EDF Regional Indicative Programme which has prioritised migration related issues related to TiP, border management, legislation and judiciary cooperation under the Peace and Security sector.

The Action will also seek complementarity and synergies with the EU funded project *Support to Africa-EU Migration and Mobility Dialogue (DCI/PANAF/037-485)* which aims to improve the governance of migration and mobility within Africa and between Africa and the EU and enhance the protection of migrants’ rights; the EU-funded *Global Action Programme on Migrant Domestic Workers and their Families (DCI/MIGR/283-032)* implemented by ILO, which seeks to address the specific challenges migrant domestic workers face by implementing global advocacy and knowledge development initiatives in five migration corridors including Zimbabwe-South Africa; the EU-funded *Civil Society Action for*

Promoting the Rights of Migrants (DCI/MIGR/317-809) implemented by IFRC, which aims to promote and protect the human rights of migrants in targeted countries including Zimbabwe, migration corridors and regions through a globally coordinated civil society action with a specific focus on migrant domestic workers and victims of human trafficking; and the EU-funded programme *Supporting ACP-EU Cooperation on Migration and Development (FED/2014/344-981)* implemented by IOM, which will similarly include technical assistance to governments in strengthening and mainstreaming migration policies on a demand driven basis, and from which Zimbabwe could benefit, particularly in the synergies and complementarities associated with implementation of activities foreseen under results 1.1, 1.2 and 1.3 of the Action.

3.3 Cross-cutting issues

The Action will be implemented through a rights-based approach to governance by supporting the development of laws, the strengthening of specific migration governance institutions, and the setting up of procedures and processes that empower migrants/victims of abuses to seek protection and redress as well as supporting duty bearers in executing their mandates for protecting migrant rights in line with the Constitution and regional and international standards. The preliminary gender needs analysis will be further detailed in the implementation of the Action, in order to inform policy development and institutional capacity building so as to ensure that gender dimensions are integrated into the policy framework and programme initiatives. As youth form more than 60% of irregular Zimbabwean migrants, the policy and programme activities will have specific focus on their needs and resultant coping mechanisms.

In addition the Action will have added value in the promotion of the active and meaningful participation in policy and legislation development of the country's civil society and diaspora communities. The policy dialogue process to develop a coherent migration governance framework also presents an opportunity to review and integrate responses to climate variability and change in order to effectively manage climate- and environment-related population movements.

4 DESCRIPTION OF THE ACTION

4.1 Objectives/results

The overall objective of the Action is 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.

Specific objectives and results of the Action are as follows:

Specific objective 1: to achieve strengthened institutional capacity and adoption of a coherent and gender-sensitive policy and legislative framework for a comprehensive approach to migration;

Result 1.1: Strengthened institutional capacity for the coordination of migration management;

Result 1.2: Coherent and gender-sensitive migration management policy framework in place;

Result 1.3: Enhanced protection of migrant rights through improved migration legislation.

Specific objective 2: to achieve enhanced participation and contribution of Zimbabwean women and men in the Diaspora in national development initiatives, including engagement with the Government;

Result 2.1: Improved modalities for dialogue and engagement with Diaspora.

4.2 Main activities

Activities linked to result 1.1:

- Conduct a detailed technical needs and capacity assessment covering key sector ministries/departments to establish a baseline and capacity needs for migration governance;
- Provide technical assistance for the establishment of sustainable systems and mechanisms with overall mandate to mobilise multi-stakeholder responses under a comprehensive migration management policy and legislative framework;
- Provide capacity building assistance to the Inter-Ministerial Committee on Migration to coordinate migration governance initiatives and support the Inter-Ministerial Committee on TiP to implement the National Action Plan on TiP as mandated in the TiP legislation (2014);
- Support the Zimbabwe National Statistics Agency (ZIMSTAT) to implement migration research and the Ministry of Home Affairs to compile and collate the necessary data to inform an evidence-based policy review process, including updating the 2009 Migration Profile (supported by the EU under the 9th EDF), labour migration and social protection migration data.

Activities linked to result 1.2

- Develop an implementation framework for migration governance, focusing on policy, through a “whole of government” approach and in close collaboration with government and non-government stakeholders on migration issues (labour migration, trafficking in persons (TiP), irregular migration, mixed migration flows, integrated border management, internal migration and migration and human development);
- Provide technical assistance for research papers to support evidence-based migration policies that support upholding the rights and protection of migrants through effective participation of key state and non-state actors.

Activities linked to result 1.3

- Facilitate the engagement of the Government of Zimbabwe with international, regional and bilateral cooperating partners and governments to ensure the migration legislation is aligned with regional and international protocols and laws as well as promoting the development and recovery interests of Zimbabwe;
- Facilitate the establishment of effective coordination mechanisms and referral pathways to ensure that all migrants can access social protection and services through government structures;
- Scale-up previous and ongoing capacity assistance on TiP preventative measures and referral mechanisms as outlined in the TiP legislation;
- Support government to develop an effective communication strategy to ensure all interested parties, including migrants, migrant-sending households, civil society, governments and regional institutions within the Southern Africa region and beyond

are aware of and fully comprehend the migration government framework, policies and legislature.

Activities linked to result 2.1

- Support the implementation of Zimbabwe's diaspora policy and draw lessons from those of other countries that have developed effective diaspora policies;
- Undertake diaspora profiling and mapping in key migrant receiving countries for Zimbabwean nationals, including South Africa, Botswana and the United Kingdom;
- Conduct diaspora outreach mechanism diaspora dialogues and provide platforms for the participation of the Zimbabwean diaspora in local and national governance and democratic processes according to Section 67 of the Constitution;
- Facilitate the establishment of schemes for mobilisation of diaspora financial remittances into community-level and national socio-economic development programmes.

4.3 Intervention logic

In order to contribute to the establishment of a migration governance framework (policy-, institutional- and legislative-) in Zimbabwe that supports State and non-State actors to manage migration in a migrant-centred, gender-sensitive, and development-oriented manner, the action intervention logic relies on improving the migrant protection environment and enhancing the participation of the Zimbabwean diaspora in national decision making and development programmes.

This is to be achieved by pursuing two specific objectives; the first (SO1) of which seeks to strengthen the capacity of State and non-State actors with migration management mandates to coordinate their responses as well as the adoption of a coherent and gender-sensitive migration policy and legislative framework; and the second (SO2) of which seeks to improve the participation and contribution of Zimbabwean women and men in the Diaspora in national development initiatives, including engagement with the Government in decision-making processes.

In order to fully account for SO1, the action has to deliver on (3) outputs which include: (i) establishing migration coordination mechanisms and research products on migration trends; (ii) developing migration policy documents and (iii) reviewing and developing migration legislation. The specific objective (SO2) related to diaspora engagement will be achieved through (2) outputs including: (i) the provision of neutral platforms for dialogue and updated diaspora profiles; and (ii) the provision of schemes through which Zimbabweans in the Diaspora contribute to decision making and national development.

5 IMPLEMENTATION

5.1 Financing agreement

In order to implement this action, it is foreseen to conclude a financing agreement with the Government of Zimbabwe, referred to in Article 17 of Annex IV to the ACP-EU Partnership Agreement.

5.2 Indicative implementation period

The indicative operational implementation period of this action, during which the activities described in section 4.2 will be carried out and the corresponding contracts and agreements implemented, is 48 months from the date of entry into force of the financing agreement.

Extensions of the implementation period may be agreed by the Commission's authorising officer responsible by amending this decision and the relevant contracts and agreements; such amendments to this decision constitute non-substantial amendment in the sense of Article 9(4) of Regulation (EU) 2015/322.

5.3 Implementation modalities

5.3.1 Grant: direct award *Promoting migration governance in Zimbabwe (direct management)*

(a) Objectives of the grant, fields of intervention, priorities of the year and expected results as described in 4.1. and 4.2.

The grant will 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; through achievement of strengthened institutional capacity for the coordination of migration management, a coherent and gender-sensitive migration management policy framework in place, enhanced protection of migrant rights through improved migration legislation, and improved modalities for dialogue and engagement with the Diaspora.

(b) Justification of a direct grant

Under the responsibility of the Commission's authorising officer responsible, the grant may be awarded without a call for proposals to the International Organisation for Migration (IOM).

Under the responsibility of the Commission's authorising officer responsible and considering the action has specific characteristics requiring a specific type of beneficiary, recourse to an award of a grant to IOM without a call for proposals is justified because of its technical competence, and specialisation based on the comparative advantage of its proven capacity, expertise and experience in managing and administering similar programmes in Zimbabwe and other countries, as well as its demonstrated capacity to coordinate effectively with State and non-State partners.

(c) Essential selection and award criteria

The essential selection criteria are the financial and operational capacity of the applicant. The essential award criteria are relevance of the proposed action to the objectives; design, effectiveness, feasibility, sustainability and cost-effectiveness of the action.

(d) Maximum rate of co-financing

The maximum possible rate of co-financing for this grant is 96.72%.

In accordance with Articles 192 of Regulation (EU, Euratom) No 966/2012 applicable by virtue of Article 37 of Regulation (EU) 2015/323, if full funding is essential for the action to be carried out, the maximum possible rate of co-financing may be increased up to 100%. The essentiality of full funding will be justified by the Commission's authorising officer responsible in the award decision, in respect of the principles of equal treatment and sound financial management.

(e) Indicative trimester to conclude the grant agreement

Last trimester of 2015.

5.4 Scope of geographical eligibility for procurement and grants

The geographical eligibility in terms of place of establishment for participating in procurement and grant award procedures and in terms of origin of supplies purchased as established in the basic act and set out in the relevant contractual documents shall apply.

The Commission's authorising officer responsible may extend the geographical eligibility in accordance with Article 22(1)(b) of Annex IV to the ACP-EU Partnership Agreement, on the basis of urgency or of unavailability of products and services in the markets of the countries concerned, or in other duly substantiated cases where the eligibility rules would make the realisation of this action impossible or exceedingly difficult.

5.5 Indicative budget

Specific Objectives	EU contribution (EUR)	Indicative third party contribution (EUR)
5.3.1 – Grant: direct award ‘Strengthening the migration governance framework’ with IOM (direct management)	2 950 000	100 000
5.9 –Audit	50 000	
Totals	3 000 000	100 000

5.6 Organisational set-up and responsibilities

A Project Steering Committee (PSC) will be established for the Action. The PSC will meet at least bi-annually and more often if needed. The Ministry of Home Affairs and EU will co-chair the PSC, members of which will also include the Office of the President and Cabinet; Ministry of Justice, Legal and Parliamentary Affairs; Ministry of Foreign Affairs; Ministry of Finance and Economic Development; Ministry of Public Service, Labour and Social Welfare; Ministry of Higher and Tertiary Education, Science and Technology Development; Zimbabwe Human Rights Commission; Zimbabwe Electoral Commission; National Prosecuting Authority; ZIMSTAT and IOM. The Zimbabwe Red Cross Society and members of civil society will participate as observers. The PSC will be the body responsible for the general oversight, policy guidance and monitoring of the Action; and its decisions will be based on agreement by consensus.

The EU Delegation will maintain a key role in monitoring and overview of the Action, and will take the lead on policy dialogue with the Government of Zimbabwe.

5.7 Performance monitoring and reporting

The day-to-day technical and financial monitoring of the implementation of this action will be a continuous process and part of the implementing partner's responsibilities. To this aim, the implementing partner shall establish a permanent internal, technical and financial monitoring system for the action and elaborate regular progress reports (not less than annual) and final reports. Every report shall provide an accurate account of implementation of the action, difficulties encountered, changes introduced, as well as the degree of achievement of its results (outputs and direct outcomes) as measured by corresponding indicators, using as reference the logframe matrix. The report shall be laid out in such a way as to allow monitoring of the means envisaged and employed and of the budget details for the action. The final report, narrative and financial, will cover the entire period of the action implementation.

The Commission may undertake additional project monitoring visits both through its own staff and through independent consultants recruited directly by the Commission for

independent monitoring reviews (or recruited by the responsible agent contracted by the Commission for implementing such reviews).

5.8 Evaluation

Having regard to the nature of the action, a mid-term evaluation and a final evaluation will be carried out for this action via the implementing partner.

The mid-term evaluation will be carried out for problem solving and learning purposes, in particular with respect to adjust the contents of action in relation to realities in the field and/or contextual developments and improve the intervention under way and its results.

The final evaluation will be carried out for accountability and learning purposes at various levels (including for policy revision), taking into account in particular the fact that, in addition to assess the changes and achieved results attributable to the action and its sustainability, acquired experiences could be shared with other countries.

The evaluation reports shall be shared with the partner country and other key stakeholders. The implementing partner and the Commission shall analyse the conclusions and recommendations of the evaluations and, where appropriate, in agreement with the partner country, jointly decide on the follow-up actions to be taken and any adjustments necessary, including, if indicated, the reorientation of the project.

5.9 Audit

Without prejudice to the obligations applicable to contracts concluded for the implementation of this action, the Commission may, on the basis of a risk assessment, contract independent audits or expenditure verification assignments for one or several contracts or agreements.

Indicatively, one contract for audit services shall be concluded under a framework contract in the last trimester of 2020.

5.10 Communication and visibility

Communication and visibility of the EU is a legal obligation for all external actions funded by the EU. This action shall contain communication and visibility measures which shall be based on a specific Communication and Visibility Plan of the Action, to be elaborated before the start of implementation and supported with the budget indicated in section 5.5 above.

In terms of legal obligations on communication and visibility, the measures shall be implemented by the Commission, the partner country, contractors, grant beneficiaries and/or entrusted entities. Appropriate contractual obligations shall be included in, respectively, financing agreements, procurement and grant contracts, and delegation agreements.

The Communication and Visibility Manual for European Union External Action shall be used to establish the Communication and Visibility Plan of the Action and the appropriate contractual obligations.

IOM will ensure that the visibility of the EC is prominently recognized and acknowledged through the project's activities especially in connection with launches, press briefings and general publicity related to anticipated policies, strategies, laws and coordination fora; diaspora engagement schemes and platforms; as well as the engagement of diaspora associations in community initiatives. Specifically, the EC and IOM logo will be prominently displayed on all items purchased through the action, banners displayed during launches, press briefings and events as well as on related visibility materials such as T-shirts, billboards and other promotional items. All visibility items will recognise the contribution of the EC to the project and will promote partnership between the EC, IOM and the Government of Zimbabwe.

APPENDIX - INDICATIVE LOGFRAME MATRIX²

The activities, the expected outputs and all the indicators, targets and baselines included in the logframe matrix are indicative and may be updated during the implementation of the action without an amendment to the financing decision. The indicative logframe matrix will evolve during the lifetime of the action: new lines will be added for listing the activities as well as new columns for intermediary targets (milestones) when it is relevant and for reporting purpose on the achievement of results as measured by indicators.

	Intervention logic	Indicators	Baselines (incl. reference year)	Targets (incl. reference year)	Sources and means of verification	Assumptions
Overall objective: Impact	To contribute to the establishment of a migration governance framework (policy-, institutional- and legislative-) in Zimbabwe that supports State and non-State actors to manage migration in a migrant-centred, gender-sensitive, and development-oriented manner	Existence and status of policy, legal and institutional framework on migration governance and development *	As of 2015 there is no comprehensive adopted policy, legal and coordination mechanism	Migration Management Policy Framework by 2016	Annual Review Reports Reports of independent external evaluations United Nations (UN) /International Organization for Migration (IOM) Annual reports on population mobility and development Parliamentary publications /printed documents	The re-engagement process between Zimbabwe and international community is accelerated leading to a full restoration of economic, political and social ties

² Indicators aligned with the relevant programming document are marked with '*' and indicators aligned to the EU Results Framework with '**'.

Specific objective(s): Outcome(s)	SO1: To achieve strengthened institutional capacity and adoption of a coherent and gender-sensitive policy and legislative framework for a comprehensive approach to migration	Status of migration coordination mechanism	Existing Inter-Ministerial Committee on Migration, Inter Ministerial Committee on TiP (2014)	A consolidated coordination structure with effective linkages to civil society actors	Joint Government-IOM Migration Policy Review Papers and Technical Guidance Notes	There is broad based government support for setting up sustainable migration coordination mechanisms to spearhead and coordinate migration issues within government in line with the line Ministries and Departments
		Status of policy framework*	Existing sector-based draft policies with no coordinated implementation strategies.	Migration Strategies developed (2016)	Joint Government-IOM Migration Policy Review Papers and Technical Guidance Notes	
		Status of migration legislation*	Existing TiP legislation (2013)	A comprehensive migration law developed (2017)	Parliamentary publications /printed documents	
Outputs	SO2: To achieve enhanced participation and contribution of Zimbabwean women and men in the Diaspora in national development initiatives, including engagement with the Government	Number of official diaspora engagement and dialogue schemes established *	Two existing informal diaspora engagement schemes (2014)	At least 50 diaspora engagement schemes established (5 per province) (2018)	Reports of independent external evaluations - IOM	There continues to be a sustained shared consensus for mutual and constructive engagement between the Government of Zimbabwe and the Zimbabweans in the Diaspora
		Value of formal remittances invested in community and national schemes *	USD 744 million in (2013)	USD 1.3 billion (2017)		
Outputs	Strengthened institutional capacity for the coordination of migration management	Status of migration management institutional coordination mechanisms*	Existing Inter-Ministerial Committee on migration (2015)	Sustainable institutional coordination mechanism established by 2016	Reports of independent external evaluations - IOM	The social and economic environment remains conducive and supportive for migration policy

	Coherent and gender-sensitive migration management policy framework in place	Number of migration policy documents developed and adopted	As of 2015, existing 3 sector-based draft migration policies (Labour Migration, Migration and Development and Diaspora)	National Labour Migration Policy adopted (2016) National Diaspora Policy adopted (2016) National Immigration Policy adopted (2016)	Reports of independent external evaluations - IOM	
	Enhanced protection of migrant rights through improved migration legislation	Status of migration laws reviewed by Government Status of implementation of new migration legislation by government departments	Adopted TiP act (2014), but no comprehensive migration law review Existing migration legislation and at least 5 departments implement separate elements of migration law (2014)	Migration Legislation Reviewed; (2018) Accession, ratification and domestication of international protocols approved by GoZ (2018) Alignment of migration laws with new Constitution (2018)	Parliamentary publications /printed documents; IOM migration Law Review Reports Parliamentary publications /printed documents; IOM migration Law Review Reports	
	Improved modalities for dialogue and engagement with Diaspora	Status of platforms for diaspora dialogue* Status of updated diaspora profiles	Informal diaspora platforms 2005 Diaspora profile and 2009 Migration profile	Established National Diaspora dialogue forum (2015) Updated migration and diaspora profiles (2016)	ZIMSTAT Migration Profiles IOM Survey Reports	There continues to be a sustained shared consensus for mutual and constructive engagement between the Government of Zimbabwe and the Zimbabweans in

		Zimbabwean diaspora associations are supporting community and national development projects *	Informal diaspora schemes in Mangwe and Bulilima districts	At least 100 diaspora associations engage in community initiatives	ZIMSTAT Migration Profiles; IOM Survey Reports; Budget Statements	
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