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Study into the cooperation of border management agencies in Zimbabwe

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List of abbreviations

CIO	Central Intelligence Organisation
COMESA	Common Market for Eastern and Southern Africa
EAC	East African Community
EMA	Environmental Management Agency
FTA	Free Trade Area
MCAZ	Medicines Control Authority of Zimbabwe
MMCZ	Minerals Marketing Corporation of Zimbabwe
MoU	Memorandum of Understanding
OSBP	One-Stop Border Post
RTA	Regional Trading Arrangements
SADC	Southern African Development Community
WTO	World Trade Organisation
ZIMRA	Zimbabwe Revenue Authority
ZNA	Zimbabwe National Army
ZRP	Zimbabwe Republic Police

1. Introduction

1.1 Background

Zimbabwe is a landlocked developing country with a population of 14 million, sharing common borders with Botswana, Mozambique, South Africa and Zambia. The country is a member of the Common Market for Eastern and Southern Africa (COMESA), the Southern African Development Community (SADC) and the World Trade Organisation (WTO). The country also has preferential bilateral trade agreements with Botswana, Malawi, Namibia, Mozambique and South Africa.

Zimbabwe has 14 border posts, varying in size in accordance with the volume of traffic passing through them. Beitbridge, the only border post with South Africa, is the largest and busiest, owing to the fact that it is the gateway to the sea for most countries along the North-South Corridor. Zimbabwe thus provides a critical trade link between several countries in the southern African regions. The need for the country, especially its border posts, to play a trade facilitative role can therefore not be overemphasised.

Trade facilitation has become an important issue on the multilateral, regional and Zimbabwean trade agendas, and with it, border management efficiency. It is therefore important that the nexus between these two concepts be explored and clarified at the outset.

1.2 Trade facilitation

Trade facilitation has become a substantive item within WTO trade negotiations. It is frequently referred to in supply-chain security initiatives, and is a feature within many customs modernisation programmes. Although the definition of ‘trade facilitation’ varies according to the forum in which the term is used, emerging international practice tends to give it a broad reading, including the full set of policies designed to reduce trade transaction costs. It therefore encompasses a range of at- and behind-the-border policy reforms, of which customs and border procedures, which are the focus of the ongoing WTO negotiations in this area, are just one element (WTO 2013).

The United Nations Centre for Trade Facilitation and Electronic Business (UN/CEFACT), (OECD 2001) and the European Commission (EU 2013), along with many practitioners, define trade facilitation as the simplification, harmonisation, standardisation and modernisation of trade procedures. Procedures in this context largely refer to the activities (practices and formalities)

involved in collecting, presenting, communicating and processing the data required for movement of goods in international trade.

The significance of trade facilitation in the promotion of trade cannot be overemphasised and this has seen trade facilitation becoming a prominent and critical feature in all modern-day regional trading arrangements. Successful regional integration can therefore not be fully achieved without success in the facilitation of trade – this is because barriers to trade tend to inhibit growth in intraregional trade.

Notwithstanding the definitions of trade facilitation cited above, trade facilitation has evolved in recent years to a broader scope that covers not only simplification and harmonisation of import and export procedures, but border management improvement, institutional development, transit and regional facilitation, logistics services markets and gateway infrastructure, among other important elements. It is in this broader context that this study has been undertaken, but with a specific focus on border management as a key aspect of trade facilitation

In its Trade Policy (2012-2016) the Government of Zimbabwe commits itself to continue to enhance its trade facilitation efforts in order to expedite trade flows by streamlining and simplifying exporting and importing procedures, eliminating customs delays and improving customs administration. Following the successful establishment of the Chirundu One-Stop-Border-Post, the government commits itself to extending the concept to other ports of entry within the context of Spatial Development Initiatives (SDIs) and the North-South Corridor framework.

Under both SADC and COMESA, of which Zimbabwe is an active member, protocols have been passed and initiatives undertaken to facilitate trade. For example, the SADC Protocol on Trade, together with its various annexes, Protocol on Transport, Communications and Meteorology, the North-South Corridors, among several other initiatives, are all intended to ensure unhindered flow of trade across borders in the region, among other equally important reasons. Under most of the Regional Trading Agreements (RTAs) that Zimbabwe is a member of, there are commitments by member states to initiate and undertake various trade facilitation measures, among them simplification and harmonisation of import, export, customs and other related procedures. Not much success has, however, been recorded in this regard, hence concerted efforts by the Regional Economic Communities (RECs) and under the EAC-COMESA-SADC Tripartite initiative to give impetus to regional trade facilitation programmes.

While the Regional Trade Agreements do not specifically cover border agency coordination or cooperation within a member state, they do cover border management issues, which reside in the trade facilitation agenda.

1.3 Border management

Border management concerns the administration of borders. While its precise meaning may vary according to the national context, it usually relates to the rules, techniques and procedures regulating activities and traffic across defined border areas or zones (Mackay 2008). Border management can therefore be taken to comprise the systems, processes and procedures followed by or guiding a country's border agencies in ensuring the flow of traffic across the country's borders with other countries.

Border agencies are responsible for the processing of people and goods at points of entry and exit, as well as for the detection and regulation of people and goods attempting to cross borders illegally. Efficient border and immigration management policies and structures, supported by professional and well-trained border officers, foster smooth movement management at borders and prevent irregular migration and goods trade (IOM 2013).

Efficient border management requires the cooperation of all border management agencies and such cooperation can only be achieved if proper coordination mechanisms, legal framework and institutions are established.

1.4 Levels in border management cooperation

Border management can generally be identified at three cooperation or coordination levels:

- Intra-agency
- Inter-agency
- International (cross-border)

Intra-agency coordination is concerned with the cooperation between and among the different levels of hierarchy within an agency/ministry, both vertical and horizontal. It relates to the coordination between an agency's head office, regional offices and branch offices; between regional offices; between branch offices; and even between units of the same office. Such coordination is essential in achieving high levels of border management efficiency.

Inter-agency coordination concerns the cooperation between different ministries and agencies (horizontal), for instance the coordination between customs and the plant inspectorate. Such coordination is necessary to bring about harmony, unity of purpose and remove discord and role duplication between and among the border agencies, thus enhancing border management efficiency.

International cooperation in border management involves the cooperation between border agencies of one country with that of other countries. It also includes cooperation between a country's agencies with international and regional organisations involved in border issues. Since trade involves two or more countries, the cooperation of border agencies in different countries and relevant international organisations is necessary for efficient border management.

Cooperation of border management agencies is a facet of coordinated border management which in turn resides in the broader trade facilitation agenda.

1.5 Border agency cooperation in the WTO trade facilitation negotiations

At the multilateral level the WTO has not folded its hands on border agency coordination, in recognition of how critical an aspect of trade facilitation it is. Under the Doha Agenda, in particular the Trade Facilitation Draft Consolidated Negotiating Text TN/TF/W/143 Article 9, there are three important proposals on border agency cooperation before the WTO for negotiation. The three technical measures proposed dovetail with the three levels in border management cooperation discussed above.

The first proposal is for a WTO member to ensure that its authorities and agencies responsible for border controls and procedures dealing with the importation, exportation and transit of goods cooperate with one another and coordinate their activities in order to facilitate trade. The second measure requires that members harmonise the procedures of all its border authorities and agencies. The third proposal calls for members to cooperate with other members with whom they share a common border and coordinate procedures at border crossings to facilitate cross-border trade.

It is against this background therefore that this study explores how border agencies in Zimbabwe operate and cooperate in border management.

1.6 Objectives of the study

1. Identifying of agencies involved in border management in Zimbabwe
2. Analysing the scope of their role/involvement in border management

3. Reviewing domestic policy and legislation (statutes of these agencies) specifically to identify the legal provisions that facilitate cooperation among them.

1.7 Methodology

The researcher's extensive experience in customs was augmented by the data collected through questionnaires submitted to officials of some of the border agencies in Zimbabwe to obtain up-to-date information on the border agencies currently operating at the different border posts in Zimbabwe.

Questionnaires were also developed and submitted to six customs clearing agencies operating at Beitbridge Border Post (two), Harare International Airport (two), Forbes Border Post (one) and Nyamapanda Border Post (one). The clearing agencies were considered to be an important stakeholder as they are the ones who have to go through the various border agencies clearing goods on behalf of their clients.

Four border posts were surveyed, namely Beitbridge, Chirundu, Nyamapanda Forbes and Harare International Airport. These four are the busiest of all border posts in terms of traffic passing through them. In particular the enquiries basically sought to establish the following:

- which border agencies were operating at the borders;
- what the roles of each agency at the border were and what their statutory mandate entailed;
- whether any mechanisms for coordination existed among the agencies;
- what literature could be reviewed from legislation and web sites of the agencies;
- which other issues on intra-agency and inter-agency cooperation existed.

In seeking to identify the statutes that the various border agencies enforce, the researcher undertook a review of all the Acts of Parliament implemented by each agency at the border posts. This was an endeavour to identify any provisions, in those Acts, for coordination, collaboration or cooperation with other agencies.

2. Findings on border management agencies in Zimbabwe

2.1 Identification of border agencies

The following are the agencies that are operating at the Zimbabwe's border posts, albeit to varying extents.

1. Zimbabwe Revenue Authority (ZIMRA)
2. Department of Immigration Control
3. Ministry of Agriculture – Plant Protection Inspectorate
4. Ministry of Agriculture – Vet Inspectorate
5. Ministry of Health – Port Health Inspectorate
6. Medicines Control Authority of Zimbabwe (MCAZ)
7. Zimbabwe Republic Police (ZRP)
8. ZRP Border Control Unit
9. President's Department
10. Ministry of Transport : Vehicle Inspectorate Department
11. Environmental Management Agency (EMA)
12. Zimbabwe National Army (ZNA)

2.2 Roles of the border management agencies in Zimbabwe

Each of the border agencies in Zimbabwe has a statutory mandate or role to play and the roles are varied, ranging from revenue collection, protection of the environment, plants, animals and the public, among others.

Table 1 below indicates all the agencies found to be operating at the border posts, their parent ministries, roles at the border and the principal laws that they administer at the border posts. Except for the four security-related agencies (Immigration Control, ZRP, President's Department and ZNA), the rest are concerned with the cross-border movement of goods and vehicles.

It will be noted that, while some agencies only have one Act to administer, others such as the Zimbabwe Revenue Authority (ZIMRA), Police and Port Health have to implement several enactments, because of the diverse technical nature of issues or goods that they regulate or control.

Table 1: Zimbabwe’s border management agencies and their statutory roles

NAME OF BORDER AGENCY	PARENT MINISTRY	AGENCY’S ROLE AND PURPOSE AT THE BORDER	KEY STATUTES ADMINISTERED AT BORDER POSTS
1. ZIMRA (Customs)	Finance	<p>It is the Customs Administration in Zimbabwe, responsible for:</p> <ul style="list-style-type: none"> • Collection of import duties and other taxes for Treasury use • Customs clearance of goods for importation, exportation and transit to ensure compliance with all statutory conditions and requirements • Collection of trade data for national trade statistical compilation 	<ul style="list-style-type: none"> • Customs & Excise Act (Cap 23:02) • Value Added Tax Act (Cap 23:12) • Income Tax Act (Cap 23:08)
2. Plant Inspectorate	Agriculture, Farm Mechanisation and Irrigation Development	<ul style="list-style-type: none"> • Controlling import of plants, plant products, growing medium, injurious organisms and invertebrates • Inspection of imported and exported plants and plant products to protect plants against plant pests and diseases • Issuing permits and phytosanitary certificates to authenticate compliance of imported products with plant health regulatory requirements 	<ul style="list-style-type: none"> • Plant Pests and Diseases Act (Cap 19:08)
3. Veterinary Inspectorate	Agriculture, Farm Mechanisation and Irrigation Development	<ul style="list-style-type: none"> • Inspection of imported and exported animals and animal products to protect animals against diseases • Issuing veterinary permits to authenticate compliance of products with vet regulatory requirements 	<ul style="list-style-type: none"> • Animal Health Act (Cap 19:01)
4. Vehicle Inspectorate Department (VID)	Transport, Communications and Infrastructural Development	<ul style="list-style-type: none"> • Weighing and inspection of vehicles to check for compliance with load limits, validity of road permits and roadworthiness of vehicles • Collection of necessary road use fees 	<ul style="list-style-type: none"> • Road Motor Transportation Act (Cap 13:10)

5. Port Health	Health & Child Welfare	<ul style="list-style-type: none"> • Inspection of imported food items, drugs and other health products to protect public health • Ensuring imported food, health products and similar items comply with health regulatory requirements 	<ul style="list-style-type: none"> • Public Health Act (Cap 15:09) • Food and Food Standards Act (Cap 15:04) • Hazardous Substances and Articles Act (Cap: 15:05)
6. Medicines Control Authority of Zimbabwe	Health & Child Welfare	<ul style="list-style-type: none"> • Inspection of imported medicinal drugs and related health products to protect public health 	<ul style="list-style-type: none"> • Medicines and Allied Substances Control Act (Cap 15:03) • Dangerous Drugs Act (Cap 15:02)
7. Environmental Management Agency	Environment & Natural Resources	<ul style="list-style-type: none"> • Monitoring importation of hazardous and other substances harmful to the environment 	<ul style="list-style-type: none"> • Environmental Management Act (Cap 20:27)
8. Forestry Commission	Environment & Natural Resources	<ul style="list-style-type: none"> • Controlling exportation of forestry products to conserve forests • Issuing of permits for exportation of forestry products 	<ul style="list-style-type: none"> • Forest Act (Cap 19:05) • No section on cooperation with other agencies
9. Zimbabwe Republic Police (ZRP) – Different Units	Home Affairs	<ul style="list-style-type: none"> • Border control through conducting anti-smuggling checks and patrols to ensure goods are imported and exported in compliance with Customs and other laws • Issuing anti-theft police clearances for vehicles crossing the border • General law enforcement to maintain peace, public order and security • Protection of the border posts as they are designated protected areas 	<ul style="list-style-type: none"> • Public Order and Security Act (Cap 11:17) • Police Act (Cap 11:10) • Protected Places and Areas Act (Cap 11:12) • Criminal Law Codification Act
10. Department of Immigration Control	Home Affairs	<ul style="list-style-type: none"> • Controlling the movement of people into and out of Zimbabwe through passport and visa control 	<ul style="list-style-type: none"> • Immigration Act (Cap 4:02)
11. Central Intelligence Organisation	President’s Department	<ul style="list-style-type: none"> • Collecting and using intelligence on people and other traffic crossing the border for state security 	<ul style="list-style-type: none"> • No specific law in particular
12. Zimbabwe National Army	Defence	<ul style="list-style-type: none"> • Safeguarding the border for national security against invasion or insurgency 	<ul style="list-style-type: none"> • Defence Act (Cap 11:02)

2.2.1 Trade (Goods)-related agencies

The following agencies' roles and responsibilities at the border posts relate to cross-border movement of goods and therefore have a direct bearing on trade in general and trade facilitation in particular:

- ZIMRA (Customs)
- Port Health
- Plant Inspectorate
- Veterinary Inspectorate
- Vehicle Inspection Department
- Environmental Management Agency
- Medicines Control Authority of Zimbabwe
- ZRP Border Control Unit
- Forestry Commission

As these agencies are concerned with importation and exportation of goods, there should be need and scope for cooperation in the implementation of their various statutes in a manner that facilitates a coordinated, smooth and expeditious movement of goods across the border.

2.2.2 Security-related agencies

The following agencies' roles and responsibilities at the border posts relate to cross-border movement of people and are therefore concerned with national and public order and security:

- Zimbabwe Republic Police
- Central Intelligence Organisation
- Department of Immigration Control
- Zimbabwe National Army

As all these agencies are concerned with national and public order and security, there should be need and scope for cooperation in the discharge of their roles in a manner that facilitates a coordinated, smooth and expeditious movement of people and goods across the border.

2.2.3 Consistency of agencies presence at border posts

2.2.3.1 Border presence

While the above-listed and analysed border agencies were the ones found to be operating at Zimbabwe's border posts, playing their various roles, the study found that there is no consistency in border post presence by some of the agencies. For instance, while ZIMRA, Immigration, Port Health, Veterinary Inspectorate, Plant Inspectorate and the ZRP Border Control Unit have their presence at all border posts, including the airports, agencies such as MCAZ, EMA and Forestry Commission do not maintain permanent presence at the ports of entry.

2.2.3.2 Agencies' staff size

ZIMRA has the highest number of officials manning the border posts, with the country's busiest border post having over 200 members of staff, with about one-third of them being on duty every day. Other goods-concerned agencies such as Port Health, Veterinary and Plant Inspectorate have staff complements ranging from two to six, usually with not more than two officials on duty at any given time. ZIMRA therefore occupies most of the border post areas and has become the agency responsible for the maintenance and upgrade of border-post facilities at most if not all of the country's border posts.

2.2.4 Existing cooperation among border agencies

2.2.4.1 Intra-agency cooperation

Although intra-agency cooperation in border management is not the focus of this study, it is common knowledge that lack of good intra-agency coordination can result in the creation of bottlenecks in the border processes and therefore in cross-border movement of traffic.

The study established that in respect of each of the border agencies, there was generally good coordination between the head offices, regional offices and border offices and between units within the same office as they follow uniform procedures in executing their statutory mandates.

A few concerns were raised, however, by the clearing agencies surveyed regarding the coordination within some border agencies. For instance, for some of the border agencies that are not represented at the appropriate level at the border posts, decisions can take long as cases have to be referred to their head offices, mostly in Harare, for decisions, and this tends to delay certain border processes and

goods movement. Furthermore, although procedures are uniform or harmonised in each border agency, some practices on the ground vary from one border post to another. This can be attributed to lack of sufficient skills in the officials of agencies at some of the border posts.

2.2.4.2 Inter-agency coordination

As outlined in the objectives of the study, inter-agency coordination was the focus area of the study. Regarding cooperation or coordination among the border management agencies, the study revealed the following:

- There is no national policy or legislation establishing mechanisms for agency cooperation, hence no coordinating authority or agency.
- There are no Memorandums of Understanding (MoUs) among the border agencies.
- Each agency operates according to its own policy and procedures.
- Border stakeholder meetings, where the border agencies and other stakeholders meet to discuss border management issues, are held on an ad hoc basis at some of the border posts, especially in periods of crisis or urgency.
- ZIMRA has unofficially assumed the role of lead border agency, ostensibly by virtue of its function, size, and role in construction and maintenance of border infrastructure.

At the Chirundu Border Post where Zimbabwe and Zambia operate a juxtaposed One-Stop Border Post (OSBP), the Zimbabwe border management agencies have not substantially changed the way they used to operate before the OSBP, save that they now operate in the common control zone together with Zambian border agencies, with each agency executing its function almost as before. However, the OSBP Agreement and procedures encourage the two countries' border agencies, where possible, to conduct joint inspection and other procedures in the common control zone. It is, refreshingly, in this regard that some semblance of coordination takes place among the Zimbabwean agencies themselves and also between the two countries' border agencies. However, this is on a best-endeavour basis.

ZIMRA and South African Revenue Service (SARS) have a MoU on cooperation specifically on the clearance of traffic passing through Beitbridge Border Post. Such an understanding, despite not being provided for under the Zimbabwean law, has been useful in ensuring smooth coordination between the two customs services on matters of mutual interest.

2.2.4.3 The border agency coordinating role

When the Ministry of Regional Integration and International Cooperation was established in 2009, it was tasked, among other mandates, with overseeing and coordinating border efficiency management initiatives in the country. The country coordinated the launch of the Chirundu OSBP and has been making some efforts to improve the border management efficiency at Beitbridge, albeit with not much success. One of the major constraints in the Ministry's efforts is the absence of a legal framework on how the various border agencies are to cooperate and to be coordinated.

2.2.4.4 Implications of the lack of a national policy and legal framework for inter-agency cooperation

Challenges and implications of not having a formal policy or legal framework to ensure and enhance the cooperation among border management agencies in Zimbabwe are many, including the following:

- a) There is no formal institutional framework established to coordinate and oversee border management efficiency programmes. As a result individual border agencies can only do what they consider reasonable – which may not amount to full cooperation with other agencies
- b) It becomes difficult for any one border agency to take the lead or initiative to establish coordination mechanisms, as none would have been granted the lead coordinating role.
- c) The border agencies would not feel that they have a duty to cooperate with others, preferring to focus only on their individual statutory mandates
- d) Agencies will fail to regularly seek or identify opportunities to improve their effectiveness and efficiency in managing their border functions, this resulting in a possible deterioration or collapse of systems at the border posts.
- e) The border management systems and processes may remain disjointed in the absence of a formal coordination mechanism to regularly assess the efficiency of border systems and processes.
- f) The trading community bears the brunt of all the inefficiencies associated with border processes, with no one authority to present their complaints or suggestions to.
- g) With no policy on agency coordination, it is difficult to undertake comprehensive time release studies which are necessary to establish, from time to time, the average time taken by a trader to complete border clearing processes.

- h) There can be otherwise avoidable duplication and conflict of roles among the agencies which creates bottlenecks to trade. Role clarity among agencies is important.
- i) It would be difficult for anyone to hold any border agency to account for not playing its role efficiently in the interest of trade facilitation.
- j) There would be no collective institutional power to lobby for more resources to those border agencies poorly resourced to discharge their mandates efficiently.
- k) There is no supportive policy framework for border agencies to enter into memoranda of cooperation or understandings.

2.2.5 Statutory provisions for inter-agency cooperation

A review of all the acts (laws) cited in the matrix as being enforced by the different border agencies at the border revealed that there is not a single one that contains a provision for the facilitation of cooperation or collaboration with other border agencies. However, the Customs and Excise Act (Chapter 23:02) in a way contains some useful and somewhat relevant provisions. In its Section 47 (1) (f) ('prohibited importations'), the said act prohibits the importation of '...any goods the importation of which is prohibited by or under the authority of any enactment'. Section 48(2) ('restricted importations') stipulates that 'goods the importation of which is restricted or controlled by this Act or any other enactment shall only be imported in conformity with the provisions of this Act or such other enactment, as the case may be'. Section 61 (1) ('restriction of exportation') of the same Act stipulates thus: 'If the exportation of any goods is restricted or controlled by any enactment, such goods shall only be exported in conformity with the provisions of such enactment'.

Although the three sections cited above do not directly or indirectly provide for cooperation with other border agencies, they point to the need for collaboration as they give the Customs Administration (ZIMRA) the authority to ensure that all other laws in Zimbabwe that prohibit or restrict the importation or exportation of certain goods must be complied with by the importers or exporters thereof before Customs can allow the goods into or out of the country. In spite of this window for collaboration in enforcement, the absence of corresponding provisions in the other acts implemented by other border management agencies renders the practicality of cooperation and collaboration a challenge.

2.3 Other goods-related agencies not based at the border posts

Whereas the agencies analysed in Section 2.2 above are actually based at the border posts, there are agencies that do not operate from the border posts (behind-the-border) but whose implementation of their respective roles and mandates has an indirect effect on the cross-border movement of goods across the borders, hence on the efficiency of border management.

As is the case with the border-based agencies, such agencies administer laws that restrict or control the importation and/or exportation of certain classes of goods by requiring that importers or exporters thereof can only import or export such goods subject to certain conditions, one of which is usually the need for their written permission in the form of licences, permits or some such similar authority. They operate from their national head offices or regional offices. As regards ensuring that the prescribed conditions are complied with, the agencies leave that responsibility to ZIMRA or other border-based agencies, but again without any official or legal mechanism for that cooperation. Table 2 below is a matrix of such agencies and their statutory roles.

Table 2: Agencies not based at the border posts and their statutory roles

NAME OF AGENCY	PARENT MINISTRY	AGENCY'S ROLE ON IMPORTS AND EXPORTS	KEY STATUTES ADMINISTERED AT BORDER POSTS
1. Ministry of Industry & Commerce	n/a	Issuance of licences for the importation and exportation of certain prescribed goods to regulate/control trade in certain goods	Control of Goods Act (Cap 14:05)
2. Parks & Wildlife Authority	Parks & Wildlife Management Authority	Issuance of permits for the importation and exportation of wildlife and wildlife trophies to protect the country's wildlife resources	Parks and Wildlife Act (Cap 20:14)
3. Minerals Marketing Corporation of Zimbabwe	Ministry of Mines and Mining Development	Issuances of permits for the exportation of minerals (except gold and silver) by anyone other than them to ensure all exported minerals are accounted for	Minerals Marketing Corporation of Zimbabwe Act (Cap 21:04)
4. Reserve Bank of Zimbabwe	Ministry of Finance	Issuance and administration of the forms CD1 for exports to ensure repatriation of export proceeds to Zimbabwe	Exchange Control Act (Cap 22:05)
5. Department of National Museums & Monuments	Ministry of Home Affairs	Issuance of permits for the exportation of national monuments, ancient monuments and relics to protect national heritage	National Museums & Monuments Act (Cap 25:11)

3. Recommendations

In order to achieve inter-cooperation for the management of Zimbabwe's borders for the enhancement of trade facilitation, the following measures or actions are recommended:

1. Establishment of an inter-ministerial committee or working group as the coordinating body for inter-agency cooperation
2. Amendment of the various relevant statutes (laws) implemented by the various border agencies to provide for cooperation and coordination with other border agencies
3. Establishment of mechanisms for border agency cooperation and elimination of duplication and bureaucracy
4. Development of a National Strategy on inter-agency cooperation in border management in Zimbabwe
5. Development of a National Action Plan on inter-agency cooperation in border management.

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