INTEGRATED BORDER MANAGEMENT STRATEGY FOR THE DEMOCRATIC REPUBLIC OF CONGO
2014 - 2017
In the wake of globalization, movements of people and goods have tremendously increased, calling for the adaptation of immigration and border management structures to better and more efficiently manage people flows and trade. The International Organization for Migration (IOM) bases its work on the premise that this massive human mobility does not involve a cancellation or temporary suspension of fundamental rights. IOM therefore strives to uphold the dignity and well-being of migrants the world over. This is a particularly challenging in the Democratic Republic of Congo (DRC). The country is surrounded by nine neighbouring countries and has a long history of man-made and natural disaster-induced migration. The long and porous borders, poor transportation infrastructure, economic pull factors and conflict-related cross border movements are part of an increasingly complex pattern of internal and cross-border mobility in the country and region. Its central position in the continent is also making of the country a cross-point for migrants from various continental regions, such as Western, Central and Eastern Africa, moving ahead to its Southern part. Furthermore, the increasingly mixed migration flows are an acute reflection of the diversity of migration, but are problematic for law enforcers as the rights, obligations; needs and vulnerabilities of all are somehow obscured.

H.E. Mr. Joseph Kabila, President of the DRC, envisions the DRC as a regional, strategic force at the heart of Africa. As part of this vision, he recognizes the importance of the movement of persons and goods.
2. EXECUTIVE SUMMARY

The DRC is located in a highly complex setting, with nine international borders, with a total length of over 10,000 km. While regional integration is the key to long term stability, secure and controlled borders are critical for the DRC’s own security and economic vitality. With the aim of reducing irregular migration, combating trafficking in persons and smuggling of migrants, and strengthening the protection of migrant rights, IOM will specifically focus on building the capacity of border agencies who have a direct role in movements processing and the management and operations of border check points, namely representatives of the Congolese National Police (PNC) Border Police, General Directorate of Customs and Excise, General Directorate of Migration (DGM), Public Health Services and Congolese Office of Control. Based on identified governmental priorities, IOM will conduct joint evaluations of existing border crossing points to assess infrastructure, resources and procedures. Based on this comprehensive assessment, precise interventions will be developed to provide a range of support including tailored infrastructure, organizational and capacity building initiatives.

In 2012, IOM developed a comprehensive five-year (2013=2017) country strategy to promote synergies across IOM programming throughout the DRC. Contributing to this overarching strategy, IOM developed a specific approach and associated programme focusing on good governance and rule of law initiatives. This Integrated Border Management (IBM) Strategy, contributes to IOM’s overall objective in the DRC, namely to strengthen the legal, judicial, administrative and political framework for economic-stability, reconstruction, stabilization and ultimately peace in the DRC. With the good governance and rule of law strategy and programming focusing specifically on building the capacity of the PNC, and recognizing the role of the PNC Border Police and DGM as key agents active at border posts, the good governance and rule of law and IBM programmes work in tandem to enhance capacities across the PNC and DGM. IOM has also developed a Migration Health Strategy for the DRC, in which the multi-faceted challenges of how to effectively manage the health consequences of human mobility, with Cholera and HIV/AIDS notable foci, are explored and relevant responses proposed. All IOM strategies and programmes are complementary, with the expectation that close synergies will be developed throughout implementation, contributing towards IOM’s overall objective in the DRC.

IOM’s IBM activities will be directed at supporting the Government of the DRC to enhance, or where necessary, create policy, legislation, administrative structures, operational systems and the human resource base necessary to respond effectively to diverse migration and border challenges and to institute appropriate migration governance. IOM is currently exploring initiatives engaging customs services within the framework of the IBM model, to raise awareness of pertinent legal instruments, and SOPs as well as to encourage cross-border cooperation among customs, immigration and other agencies working at the border. The improvement of border management constitutes an important component of regional trade facilitation and economic growth reforms. Further, recognizing both the risks related to the spread of communicable disease and the specific needs of vulnerable populations, including outbound and returning migrant workers, expelled persons and irregular migrants, capacity building of health representatives as well as institution of appropriate referral systems, including civil society, will be explored. Indeed, health is one of the critical elements to be considered during a crisis with a migration dimension. In 2012, IOM developed the Migration Crisis Operational Framework which is a practical, operational and institution-wide tool to improve and systematize the way in which the Organization supports its Member States and partners to better prepare for and respond to migration crises. Particularly during such crises, humanitarian approaches to border management are required, ensuring crisis-affected populations can access their fundamental rights to protection and assistance.

IOM’s activities are designed as partnerships, with the border agencies working closely with IOM to identify needs, determine priority areas, and shape and deliver interventions. IOM adopts a multi-faceted approach and responds to both the immediate as well as the longer term needs, promoting the rights and obligations of States as well as of migrants.
3. IOM’S GLOBAL INTEGRATED BORDER MANAGEMENT ACTIVITIES

As the leading organization for migration, IOM is committed to provide assistance to migrants and governments along the entire spectrum of migration, and is convinced of the necessity to support governments’ efforts to enable orderly and humane movements. The organization is increasingly called upon by States to assist governments in meeting their migration’s operational challenges. As such, IOM has established an Immigration and Border Management Team, consisting of a core group of specialists with substantial technical expertise and strong border management experience, posted to strategic locations in the field as well as in IOM Headquarters, which offers guidance and expertise to governments aspiring to improve their migration and border management and operational procedures. IOM’s work supporting IBM programming is in-line with IOM’s Global 12-Point Strategy, notably in relation to the enhancement of humane and orderly management of migration and the effective respect for the human rights of migrants in accordance with international law as well as the provision of expert advice, research, technical cooperation and operational assistance to States, intergovernmental and non-governmental organizations and other stakeholders, in order to build national capacities and facilitate international, regional and bilateral cooperation on migration matters.

The African Capacity Building Centre (ACBC) is an example of IOM’s efforts as the Centre strives to enhance the migration management capacity of African States, promote comprehensive migration governance and facilitate a diverse range of immigration and border management projects and training courses. The Centre is hosted by the Tanzania Regional Immigration Training Academy (TRITA), which is tasked by the East African Community (EAC) Heads of Immigration Services with coordinating and providing specific training courses for immigration officials from the five EAC countries: Tanzania, Kenya, Rwanda, Uganda and Burundi. On request, the ACBC provides support to African States to establish sound migration policies, robust administrative and technical structures and the necessary human resource base needed to tackle diverse migration issues. Since it was established in 2009, the ACBC has trained over 3,100 immigration and border management officials from 47 different African States. In the DRC, the ACBC has already provided a range of support, including border assessments and the development and conduct of a range of capacity building initiatives together with relevant governmental partners. IOM’s global IBM activities are directed at helping governments create the policy, legislation, administrative structures, operational systems and the human resource base necessary to respond effectively to diverse migration and border challenges and to institute appropriate migration governance. IOM’s IBM activities contribute to IOM’s Mission Statement, notably as IOM acts with its partners in the international community to “Assist in meeting the growing operational challenges of migration management… Uphold the human dignity and well-being of migrants”.

All IOM’s IBM activities are designed as partnerships, with the requesting government and other relevant interlocutors working closely with IOM to identify needs, determine priority areas, and shape and deliver interventions. Current global priorities include:
• Supporting States to enhance their border and migration management capacity;  
• Reducing irregular migration and smuggling;  
• Strengthening the protection of migrants’ rights;  
• Enhancing international cooperation; and  
• Harmonizing national policies and practices internally and within regional contexts towards common international norms.

Components of IBM programming typically include:

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7. IOM Strategic Focus, available at http://www.iom.int/cms/about-iom
4. PARTNERSHIP

IOM works actively to promote collaboration on migration initiatives through advocacy as well as local, national and cross-border partnership building, including the promotion of multi-party cooperation between IOM Member States, regional organizations in Africa (i.e. the African Union, the SADC, ECCAS and the East African Community), international actors (i.e. INTERPOL, Frontex), academia and IOM itself in an effort to standardize and share the best international practices in migration and border management.

Through its regional and country offices, and its Tanzania-based African Capacity Building Centre (ACBC), IOM provides support to the operationalization of regional instruments aimed at facilitating the free movement of persons, goods and capital. This regional approach is particularly important for the DRC with its complex migration movements and extensive, porous borders shared with nine neighbouring countries. In-line with integrated border management approaches, IOM DRC has established partnerships with a range of international, regional and national actors.

The South African Development Community (SADC) has 15 Member States, including the DRC, and broad objectives relating to the achievement of development, peace and security, and economic growth. Migration is a much-discussed topic, with combating trafficking in persons recently identified as a SADC priority. IOM is considered a key partner. The Economic Community of the Great Lakes Countries (ECGLC) is a sub-regional organization including the DRC, Burundi and Rwanda, aiming, amongst others, at promoting the free movement of people and goods. The Ministries of Finance and Interior of Member States have highlighted as a priority regional planning for integrated border management, with the acceleration of IBM implementation and the piloting of One-Stop-Shop-Border Posts a stated, key recommendation of the meeting of the directors and commissioners general of the migration and customs services of the ECGLC member states in Bujumbura, Burundi on 6 June, 2012. IOM supports these initiatives based on a Memorandum of Understanding (MoU).

Recognizing that political instability and conflict have a regional dimension, the International Conference of the Great Lakes Region (ICGLR) was established in 2007 with 12 member states9, including the DRC. The Pact on Security, Stability and Development in the Great Lakes Region serves as the legal framework and agenda of the ICGLR with the aim of creating the conditions for security, stability and development between the member states. Several distinct references are made to migration, including protection and assistance to internally displaced persons and property rights for returning persons, although wider references to good governance and communications, for example, are also relevant. IOM is in the process of finalizing a MoU with the ICGLR.

The Commission Internationale du Bassin Congo-Oubangui-Sangha (CICOS) is a partnership of four countries on the river Congo, the DRC, Cameroon, Central African Republic and the Republic of Congo, and various relevant organizations, which focuses primarily on the river Congo and its tributaries in terms of water quality, navigation and conservation. However, with IOM enjoying observer status, there is increasing interest in cross-border dialogue related to migration management.

On a national, provincial and at border post level, IOM works closely with the five agencies represented at the border, including the Congolese National Police Border Police, General Directorate of Customs and Excise, General Directorate of Migration, Public Health Services and Congolese Office of Control. IOM has established excellent working relationships with each unit as a result of close collaboration on existing and past projects. Among non-Governmental partners, IOM works closely with agencies of the United Nations, being an active member of the UN country team in the DRC. The UNHCR is a key partner on refugee issues, as is the UNHCHR on human rights. Recognizing the particular vulnerability of children, notably unaccompanied minors, partners include UNICEF and the International Committee of the Red Cross. IOM also works with civil society partners, for example, as part of a referral system to respond to the health needs of migrants10. Particular care and attention is required for vulnerable migrants, such as unaccompanied minors and victims of crime, in-line with national and international frameworks, for example, ensuring the best interests of the child and the protection of victims of trafficking11.

10. For example, in-line with the National Plan for the Elimination of Cholera
11. As per United Nations Convention against Transnational Organized Crime, Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children
5. IOM’S IBM ACTIVITIES in the DRC

In the DRC, IOM has been active since 1994, implementing a wide range of projects in close partnership with the Government, national and international agencies and civil society. IOM in the DRC has been heavily involved in the activities of migration and border management since 2006.

Capacity building has been a key feature of all IBM initiatives completed to-date. IOM’s training approaches have been inclusive, involving relevant Governmental units as well as international expertise throughout development, review and implementation. In numerous instances, PNC trainers have been identified and have participated in training-of-trainer courses, and have then trained their colleagues to promote ownership and sustainability of capacity building interventions. IBM-related initiatives include:

- The rehabilitation and/or construction of infrastructure at border crossings,
- The establishment of a central server with a central database of inputs and outputs to the General Directorate of Migration (DGM) in Kinshasa,
- The creation of two provincial servers Matadi (Bas Congo) and Lubumbashi (Katanga),
- The computerization of data collection at the border by installing the system the Personal Identification and Registration System (PIRS) at ten official entry points (Airport international Ndjili and Beach Ngobila in Kinshasa, the Luano international airport and border Kasumbalesa in Katanga, border crossings Yema, Lufu, airfield Moanda in Bas Congo, the border crossing south Kavimvira Kivu, the border crossing Zongo (Equateur) and the border crossing Kamako in West Kasai),
- The installation of CCTV to Ndjili international airport in Kinshasa and
- The equipment and training of border police in eastern DRC (South Kivu, North Kivu and Ituri).

In September 2013, the ACBC and IOM conducted a comprehensive humanitarian border management assessment in Province Orientale which shares borders with South Sudan, Uganda and Central African Republic, with a particular focus on the capacity of border agencies to manage crisis situations. As a result of the assessment and meetings with key local actors, border agencies, local authorities, civil society and representatives of the United Nations Mission for the Stabilization of DRC (MONUSCO), a series of recommendations were made:

- Reinforce existing border management committees;
- Encourage awareness raising on migrants’ rights among border authorities;
- Draft standardized operational procedures for crisis situations outlining the tasks of various actors involved; and
- Institutionalize cross-border cooperation in such emergencies.

6. MONITORING AND EVALUATION

As is IOM’s established practice, monitoring and evaluation is a core aspect of project management for both internal and external oversight purposes, enhancing the results-based achievement of project objectives as well as strategic priorities through the systematic and objective assessments of IOM activities. IOM shall establish and implement coherent and systematic evaluations and performance measures to support the ability of IOM, Governmental and non-governmental project partners and donors to develop approaches that take into account empirical evidence-based successes, weakness, gaps and consequences. IOM shall devise and conduct pre-intervention assessments to determine a baseline to be measured against regular progress reports. Additionally, by providing the basic data necessary for understanding the current needs, IOM and its partners will be able to provide more targeted support.
IOM’S monitoring and evaluation activities will assess achievements towards the reduction of irregular migration, efforts to combating trafficking in persons and smuggling of migrants, and the strengthening of the protection of migrant rights. A baseline will be developed as a result of joint evaluations of migration management in the DRC, from human resource management to data collection and on to the assessment of specific border crossing points to review infrastructure, resources and procedures. Quantitative and qualitative indicators will be developed to assess interventions.

IOM shall place special emphasis on the development, implementation, and evaluation of impact and outcome measures; in addition to output and input measures. Impact measures will be developed to correspond to the DRC’s national frameworks and regional structures. IOM shall regularly and systematically collect, analyze, and disseminate input, output, outcome, and impact data. The analysis of this quantitative and qualitative data will be disseminated among key partners to enable integration of information and to share lessons learned. Wherever possible, monitoring and evaluation will be conducted in partnership with national actors, such as the Police General Directorate of Audit.

7. CROSS-CUTTING COMPONENTS

In-line with IOM programming throughout the DRC, IOM DRC has identified five cross-cutting principles which it promulgates across all programming.

1) Gender :

The issue of gender is an essential cross-cutting issue across IOM’s work in the DRC and worldwide. In terms of IBM interventions, it is critical that the specific concerns of female migrants are considered, more so where sexual and gender-based violence (SGBV) has been prevalent, notably in the eastern part of the country. Border agency personnel need to be sensitized to gender issues, particularly SGBV.

2) Community Resilience :

As a cross-cutting issue, IOM works to increase the resilience of vulnerable communities in the DRC, to empower individuals, families and communities to better cope with disasters, whether natural or manmade. Notably in eastern areas, continued instability has often resulted in flight, both internally as well as into and from neighbouring countries, with levels of disaster risk often compounded by socio-economic factors and the sheer remoteness and inaccessibility of villages. The enhanced capacity of border agencies to collaborate and function effectively based on clearly defined roles and responsibilities, notably during migration crises, will facilitate a more orderly response, reducing pressures on host communities, ensuring assistance is available to those in need and facilitating orderly migration.

3) Human Rights :

Worldwide, IOM promotes the humane treatment of migrants and wider communities in accordance with the provision of human rights instruments. The rights and obligations of both the State and the migrant are promoted throughout IOM’s IBM programming. Specifically related to crisis situations, IOM’s HBM initiative helps border agencies to better prepare for crisis and thus promote orderly migration, responding to migrant needs and respecting migrant rights.
4) Environmental Axis:

Recognizing the inter-relationship between climate change, the environment and migration, IOM in the DRC recognises environment as a cross-cutting issue. The efficient use of resources and the protection of the environment will be applied, including consideration of environmental impacts related to migration, notably during migration crises and the potential establishment of transit or other camps. Additionally, given lack of access to an electricity grid and/or due to an unreliable power supply, where appropriate, IOM utilizes solar panels on newly constructed or rehabilitated border posts, with the positive side-effect of harnessing a renewable energy source.

5) Evidence-Based Policy:

IOM works continuously to gather, analyse and disseminate migration-related data in the DRC and worldwide. With an extensive presence in the DRC and experience gained from implementing a wide-range for projects in country, IOM’s approaches are grounded in reliable and accurate data. A key element of the strategy includes the establishment of a data management system which will enable the DGM to collect, centralize, store and analyse migration data, based on which migration policies can be proactively developed. Further, IOM continually monitors migration trends in the DRC and the region, sharing findings with national and international partners to facilitate discussion and the development of appropriate responses, notably in emergency situations of mass displacement. As an example of IOM’s regional approach to research and migration data management, the African Caribbean and Pacific Group of States (ACP) Observatory of Migration is a European Union funded initiative implemented by the IOM, with the objective of establishing a network of research centers and governmental departments working on migration issues in all ACP regions. The DRC is an active member of this initiative where research, capacity building and migration data management are key activities.