Concept note for the Great Lakes Regional Strategic Framework

Pillar 3
Comprehensive approach to border management and cross-border mobility

Under the lead of IOM, UNHCR and WHO
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A. Priority Regional Intervention 1: A comprehensive development approach to find Durable Solutions for refugees, returnees, IDPs and host communities in the Great Lakes Region

1) Type of regional intervention

The need for regional support is rooted in the commitments made in the Convention of the African Union on the Protection and Assistance of Internally Displaced Populations (IDPs) in Africa (Kampala Convention) and in the Pact on Security, Stability and Development for the Great Lakes and the 1969 OAU Convention Governing the Specific Aspects of Refugees in Africa. Its delivery follows the Decision No 2011/20 of the UN Secretary General on Durable Solutions (DS) and its accompanying Preliminary Framework on Ending Displacement in the Aftermath of Conflict, which request the UN Resident Coordinators to support governments in the region to identify and implement durable solutions for IDPs, refugees and returnees.
The regional support incorporates the principles on international protection of IDPs and Refugees and the conceptual framework of the Inter-Agency Standing Committee (IASC) Framework on Durable Solutions (DS) for IDPs as enshrined in the Durable Solutions Preliminary Operational Guide, January 2016. UNDP as the lead agency of the Global Early Recovery Cluster, and UNHCR as the lead agency of the Global Protection Cluster, were requested to spearhead technical support to governments to support the elaboration of a regional framework on Durable Solutions and the creation of an enabling environment for people to return to their communities.

IOM’s approach to resolving displacement situations has been through the development of the Progressively Resolving Displacement Situations Framework that embraces broader, more inclusive approaches, which integrate mobility dimensions with a comprehensive response to contribute towards durable solutions.

The aim of the regional level support is to facilitate a comprehensive regional approach to forced population displacement in the GLR and assist regional, national and local authorities to develop and implement Durable Solutions for IDPs, refugees, returnees and host communities. These actions are guided by international human rights laws, refugee law, and other international and regional instruments such as the Kampala Convention and the International Health regulation (IHR 2005) which requires member states to ensure minimal capacities for containment of disease outbreaks and protect the global community from public health risks and emergencies that cross international borders.

Its success is predicated on comprehensive action, which looks at the following key areas of intervention:

1. **Justice and Security**
   - (i) Protection against violent death, torture, kidnapping, forced recruitment, human trafficking and sexual violence;
   - (ii) Access to justice;
   - (iii) Long-term safety, security and freedom of movement.

2. **Primary Needs**
   - (iv) Shelter, food, Water and Sanitations, essential medical services and education;
   - (v) Family reunification;

3. **Civic and political needs**
   - (vi) Identity and other documentation;
   - (vii) Participation in electoral and public affairs.

4. **Social and economic needs**
   - (viii) Mechanism to address land issues;
   - (ix) Jobs and livelihoods opportunities.

5. **Coordination and Partnerships**
   - (x) Engage with coordination mechanisms and partners;
   - (xi) Integrate regional to national forums and frameworks.

The regional level support requires regional authorities to partner with national governments to establish capacity for managing population movement within and across their borders. This regional approach allows not only response to population movement in a timelier matter, but also adopts preventive measures to the forced displacement. Equally important, past experiences demonstrate that without a regional framework of cooperation that favours a quick and targeted response and multi-country initiatives, population movements within and across the national borders can have disastrous impact on security, health, economic and political environment in host countries. Conversely if well implemented, this regional approach may contribute to peace and stability in the region through the identification and the support to the
implementation of Durable Solutions for IDPs, refugees, returnees and the most vulnerable in the host communities.

Therefore, a multidimensional and multi-country approach at the regional level with a strong leadership by authorities and local actors as well as stronger cooperation established between humanitarian and development agencies is urgently needed. The regional support will build on existing and strengthen national and local capacities.

2) Introduction and background

Following the global trend, the number of people who are displaced in the GLR continues to rise, mostly due to conflict, instability, environmental degradation, climate change and the lack of durable solutions for populations affected by longer-term displacement. The increasing scale, complexity and protracted nature of forced displacement combined with layers of unresolved conflict issues over the last two decades in the GLR is placing huge challenges on host countries and communities and hostility against IDPs and refugees is growing, calling for a coherent and coordinated response at global, regional and national level to address the root causes of displacement and ensure sustainable and durable solutions. The population displaced are mainly the most vulnerable; in Uganda, for example, of the total refugees 57% are children and 80% are children and women.

As of January 2017, 4.4 million refugees IDPs and asylum seekers were hosted in countries of the Great Lakes regions. Over 554,000 refugees from the Democratic Republic of Congo remain in protracted exile in countries of the sub-region. Uganda is currently the largest host of refugees in Africa. In addition to this number, it is worth noting that DRC itself host over 102,489 refugees from the Central African Republic (CAR) who have arrived since the start of the conflict in 2012 and nearly 72,000 South Sudanese have fled to Haut-Uele and Ituri provinces as a result of fighting between SPLA and SPLA-IO.

It is estimated that nearly 4.4 million refugees were forcibly displaced people are hosted in the GLR, many of whom left their homes decades ago to escape conflict, poverty and environmental degradation. Limited resources and a lack of social cohesion may exacerbate tensions between displaced populations and host communities, which can potentially lead to further conflict and new cycles of displacement. Large movements of forcibly displaced people also create opportunities for groups involved in conflict and armed violence to covertly cross borders, enter communities alongside the displaced and may use camps of displaced persons for recruitment and training grounds.

1 The targeted groups and household in the community are selected based on the vulnerability level. This includes consideration for pregnant women, handicaps, elderly with special needs, marginalised and minority groups. Selection criteria are identified prior to the arrival of the returnees in the host community.
Regional level support to a development approach to forced displacement is currently challenged by the following issues specific to the GLR:

a) **Protracted nature of forced displacement and its socio-economic impact**

### Refugees, asylum-seekers, internally displaced persons (IDPs), end-Feb 2017

<table>
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<tr>
<th>Country of Asylum</th>
<th>Refugees</th>
<th>Asylum-seekers</th>
<th>IDPs</th>
<th>Total</th>
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<tr>
<td>Burundi</td>
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<td>-</td>
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<td>56,916</td>
<td>2,374,121</td>
<td>4,498,741</td>
</tr>
</tbody>
</table>

The protracted nature of conflicts in the GLR and the lack of political solutions, the lack of development approaches to displacement root causes to reinforce populations resilience and the lack of local government authorities’ capacities to provide the required basic services and support for displaced has nurtured the vicious cycle of displacement in the GLR. The short-term approach used in the past combined with the political instability is not effective nor sustainable to address the protracted nature of causes of displacement in the GLR.

Eventually, the lack of resources for forcibly displaced and within host communities and weak social cohesion can create tensions that may facilitate new violence and new cycles displacement of population. In addition, displacements and harsh living conditions expose IDPs and refugees to numerous diseases and increase the risk of outbreaks. Epidemics and emerging communicable diseases do not respect the national boundaries that separate sovereign states. High levels of inter-country and regional collaboration, collective action and resource-sharing among nations are required to ensure the effective and efficient preparedness for potential outbreaks, epidemics, and pandemics. Each additional displacement cycle brings the population further away from their homes, increases the duration of displacement - often limited chances of return and family reunification) and reintegration in communities of origin. This cycle of displacement and its consequences have long-term implications and keeps the region in a vicious cycle of displacement that authorities have had difficulties to break. Figure one demonstrates this vicious cycle.
b) Lack of regional platform for coordination on IDPs related issues for the countries of the GLR

Thus far, the countries in the GLR have been operating without a coordination mechanism, capacities and sufficient resources to implement and monitor existing legal framework for cooperation on IDPs.

Although international organizations have supported the process, there is a need to transfer skills and capacity to coordinate and support country level initiatives, the establishment of a regional platform to facilitate the management of internal forced displacement within the region and allow for a quicker response. The regional platform would be the recipient of the regional capacity to address internal forced displacement in the region and would specifically link with the countries Durable Solutions Working Groups. It will ensure greater sustainability of international efforts and resources invested to manage internal population displacement, provides a recipient for transferring international skills, share lessons learned, and anchor decisions within the region so as to ensure the compatibility and complementarity of country level initiatives. Ultimately, multisector contingency plans could help better manage these situations in a more efficient way.

c) Insufficient evidence and data for effective policy and programme development at regional, national and local levels and for effective regional coordination

There have been some efforts to collect data. However, often the data has not been comparable and could therefore not be analysed and disseminated to inform policy decision. This is further limited by the absence of dedicated institutional capacities within the GLR to further process, organise, share and use the data. The absence of a knowledge base and knowledge networks to improve the interventions at the regional level, promote the development of policy frameworks identifying durable solutions for protracted displacement of IDPs and refugees, and capitalize on existing knowledge will continue to inhibit efforts to achieve these goals until adequate regional structures of coordination are established. Evidence and data are critical in order to: i) better target and design programmes and policies; ii) better understand the needs and (development) socio-economic impact of displacement, both qualitative and quantitative; iii) ensure effective monitoring and evaluation of the impact of interventions. This has often been overlooked during implementation and has resulted in an inability to know the actual impact of a given intervention and allow for contingency planning and programme adjustments where needed. To date, data and information on population movement is scarce and often unreliable in the region. This makes it more difficult to efficiently and effectively plan and respond both at the national and regional level.

The absence of a common monitoring mechanism and harmonised data collection and analysis further undermines the timeliness and adequacy of responses. Better data collection and analysis would allow for better use and targeting of resources and will better inform strategies to address structural issues. While short-term results can be identified easily following a given intervention, the long-term development impact often goes unexamined. Further, serious data gaps challenges national and local authorities with effective policy development and local planning that effectively address the needs of displaced population groups. There has also been a lack of systematic collection of lessons learned from past experiences which can result in future interventions to repeat mistakes, inefficient use of resources and reduce the effectiveness of interventions.

UNHCR, UNDP, IOM and other agencies have provided support addressing those challenges. For example, joint country level assessments and profiling exercises identified urgent needs in the aftermath of forced displacement. In addition, return intention surveys carried out in partnership of UNHCR and IOM and the DTM tools developed for these exercises specifically designed to obtain the views of refugees and facilitate planning of durable solutions for their return. However, tools, capacity and expertise should gradually be transferred to a regional platform. Such a platform would be closer to the multiplicity of actors and methodologies which at present results in gaps and/or duplication of services and structures, reducing the impact of population movement interventions. The integrated surveillance system in place in all countries of the region can also provide a good platform to initiate information exchange among the countries in the
region. Some of the countries also have established a Public Health Emergency Operation Centre (PHEOC) which is collecting, analysing and sharing information on regular bases. Harmonization and establishing mechanism for sharing this crucial information at this early stage can be very helpful in maximizing benefits and avoiding starting all-over again at some point in the future when countries are ready and start information exchange. The lesson from the Ebola outbreak in West Africa have shown outbreaks in remote areas and along porous border can have devastating consequences if not dealt with as early as possible.

d) **Lack of comprehensive development approach to better address protracted nature of forced displacement for IDPs, refugees and host communities in the GLR**

This section applies more directly to the implementation of Durable Solutions for longer-term IDPs and refugees in the GLR and their host communities. Thus far, numerous interventions seeking to reintegrate sustainably IDPs and refugees that cannot return home are not sufficiently comprehensive to have an effective and sustainable impact. For example, interventions to find longer-term solutions in DRC have failed because they do not address the full scale of the problem. For example, supporting livelihood without providing access to land and improving peace and security will hinder self-reliance and may cause further onward displacement. For instance, 30% of the displaced population in the Kivu provinces in DRC have been displaced up to 7 times\(^2\). As an example, interventions should go beyond livelihoods and include jobs, land management, basic services delivery, rule of law and access to justice, social cohesion and the integration of displacement into local development planning.

The absence of a comprehensive progressive development approach to protracted displacement has meant that short-term and sectorial gains are too easily reversed. Furthermore, the absence of a comprehensive support offered thus far combined with a lack of geographical concentration of projects has not delivered the impact and sustainable change required on a large scale in the region to resolve displacement effectively. Agenda 2030 should be the main reference framework to addressing root causes of displacement - requiring engagement from multiple agencies and a comprehensive, multi-sectorial approach.

e) **Limited local ownership of interventions to address displacement**

Many interventions rely on outside actors to manage and support displacement, without the required regional and national authorities from taking responsibility. This naturally reduces local ownership, participation and engagement in the identification of durable solutions, and the lack of knowledge and strengthening of capacities needed in order to effectively and sustainably address protracted displacement.

f) **Specificities of affected population groups in the GLR**

*Female and children IDPs, refugees and returnees* - The personal experiences of men and women, girls and boys who were forced to displacement, vary considerably at the individual, ethnic and age group. While all displaced are vulnerable, women and children as well as minority groups are at a higher risk to face particular forms of physical violence to stigmatization, marginalization and sexual violence. Women can also perpetrate or perpetuate violence, although they tend to do so through indirect means and in order to sustain the household or family unit. Finally, the role of women as mediators especially in the scope of durables solutions is under recognized. The consideration of these issues is essential to include an appropriate response to specific needs, to ensure to all beneficiaries a lasting presence in approved areas. During population movements, women and girls are subjected to various forms of sexual and gender-based violence.

*Youth* - represent often more than half of the population. The breakdown of social control mechanisms during displacement and difficult socio-economic conditions leads to increased vulnerability of youth exposing them to manipulation and risks of radicalization. While they have a large capacity to contribute to peace and resettlement, they have often been left out of favour of input from authority figures such as elders and rogue

political leaders. Lack of socio-economic opportunities, protection, access to basic social services and political representation increases the risks of trafficking and smuggling in search of economic gains and better living standards elsewhere and/or having those recruits for militias, or other negatives survival mechanisms serving as key agents perpetuating violence especially in areas where militias have widespread control. As such, youth perpetuates the cycle of displacement and they can develop linkages to international networks for weapons, drugs, and other illicit materials.

**IDPs and refugees** - In many cases, these groups tend to fall into a pattern of double or multiple victimisations, first by being affected by displacement, falling prey to violence, having difficult access to justice or accused of initiating the act they suffer from, and subsequent rejection by the community and additional displacement. The exclusion of these groups in local affairs within their host communities, as an example, can result in inequality and discrimination. In other aspects, some of these groups end up settling in areas with diminishing access to resources such as potable water, grazing land, arable lands that is likely to be a contributing trigger for social unrest or resource-based conflicts with their host communities.

**Host communities** - Host community members are providing a global public good by receiving IDPs and refugees. Host communities are referred to here as communities hosting displaced population groups (in transit or ‘destination’), but also communities of return. However, despite their generosity, the large movements of IDPs and refugees entering communities may exacerbate stress on their often already limited resource. This may include, for instance, additional strain on access to basic services livelihoods opportunities and natural resources, such as water and land for instance. It may lead to real or perceived competition over those resources, affecting social cohesion and impacted sustainable (re) integration of displaced population groups into communities.

3) Intervention rationale

Regional support provided under this Pillar is set up to ensure that UN assistance provided in the GLR responds to regional and national priorities established by the states in consultation with the civil society.

The combined activities to reach the following outcomes:

(i) Ensure the respect of the rights of forcibly displaced, returnees and host communities in the GLR as an inherent part of the objectives of sustainable development;

(ii) Analyse, understand and address the root causes of displacement situations;

(iii) Shift from a response which relies on international actors to a comprehensive regional framework which builds on regional, national and local actors leadership and ownership;

(iv) Empower beneficiaries to allow them to contribute fully to economic and social life; and

(v) Strengthen national and local capacities to prevent forced displacement, increase coping mechanisms and the capacity of host communities to absorb the beneficiaries in the socio-economic fabric.

Finally, support for this process is part of advocacy to prevent future displacement in the GLR and paves the way for sustainable development.

The UN recognizes the importance of national ownership in providing support to IDPs and refugees, strengthening the existing legal frameworks and the relevant national and local institutions while being responsive to the needs of the various displaced population groups and affected communities.

At the regional level, the UN is guided by the following documents:

(i) The Kampala Convention is a treaty of the African Union that addresses internal displacement caused by armed conflict and natural disasters in Africa. It provides the regional legal framework to enact and enforce policies and mechanism for managing population movement and supporting the implementation of DS for IDPs in Africa;

(iii) UN Security Council Resolution 2242 (2015) to Improve Implementation of Landmark Text on Women, Peace, Security Agenda and which calls for the respect for human rights for all citizens, in particular for women and children and the Elimination of Violence Against Women and Girls;

(iv) Guidance note on land and conflict for the SG.

The successful implementation of support outlined in this Pillar, requires commitment at both technical and political levels. It requires constant and active contribution of the regional authorities, as well as the support of the national governments, humanitarian and development agencies, communities and displaced people themselves. Ultimately, this should register as a priority area of the regional stabilization plan and cover the nexus between humanitarian development actors and interventions via integration displacement related issues into country level UNDAFs and other national and local development plans. It should also take into account all other national frameworks and the regional framework as developed within this intervention.

The combined activities provided under this regional support will contribute to the achievement of the SDGs and the overall Agenda 2030 commitment to ‘leave no one behind’ - through the following outcomes:

(i) The rights of beneficiaries as an inherent part of the objectives of sustainable development are consolidated. This requires a joint analysis, multi-year country specific planning and a common monitoring system across the Great Lakes region;

(ii) The response shifts from international actors to a framework which builds on regional leadership and national actors to increase the resilience of beneficiaries, host communities and local authorities;

(iii) Beneficiaries are empowered to allow them to contribute fully to the economic and social life where they are situated; and

(iv) National capacity is strengthened to prevent displacement and increase coping mechanism and the capacity to absorb the beneficiaries into the socio-economic fabric.

(v) National and regional capacity for a sound early warning information system enabling information exchange among countries in the region.

4) Proposed response

As shown above, protracted displacement has led to a range of pressing concerns within the Great Lakes Region, including tensions and challenges in social cohesion in border communities, as well as presenting obstacles to human development and challenges for the host communities. The history of the GLR is one of mass movement of populations: The GLR has a history of traditional free mobility of labour, services and goods; of family separation and reunification; and of protracted as well as surges of refugees and IDPs. These cross-border displacement and movements if not properly managed, can bring with them significant criminal activity linked to international organized crime – the arms trade, trafficking in persons and migrant smuggling, new threats from disease, internal conflicts and violent extremism. For these reasons, the second concept note within the Mobility Pillar 3: Comprehensive Approaches to Cross-Border, looks to empower national authorities to ensure that borders are properly organized and managed. Governments need to ensure they can control their borders, while allowing for the safe movement of people to facilitate human development and support economic development. The careful and consistent management of borders has become an urgent necessity.
Repatriation Prospects to Eastern DRC

Due to the prevailing security situation in Eastern DRC prospects for repatriation of Congolese refugees in safety and dignity to the East remain limited. An effective DDRRR process coupled with the restoration of law and order in the DRC could pave the way for sustainable return and reintegration process and implementation of tripartiire agreements. UNHCR in consultations with Government of GL region and in partnership with UN development and humanitarian actors will seek to seize opportunities towards creating conditions conducive for voluntary repatriation while maintaining asylum space and pursuing solutions in countries of asylum. The Comprehensive Refugee Response Framework (CRRF) adopted by UN the General Assembly in September 2016 calls for a whole of society approach to solution and is being rolled out by UNHCR and its partners in key pilot countries including Uganda, Tanzania.

Goal and Outputs

‘Securing Durable Solutions for IDPs and Refugees is a joint responsibility and that needs to be undertaken progressively. We have learned many lessons in the field. Now we must use what we have learned to bring together more actors to achieve a common commitments’.

UN Secretary-General Ban Ki-moon addressing the annual meeting in Geneva of UNHCR’s Executive Committee (ExCom), 1 October 2014.

The Road Map of the UN Special Envoy of the Secretary General for the GLR seeks to build confidence and facilitate peace dividends for the people of the region, including DS for the many thousands displaced by conflict, lack of rule of law and absence of good governance, extreme poverty, environmental degradation and the impact of climate change. Only addressing those aspects will lay the foundation for long term stability through regional economic cooperation and development with the full participation of women and youth. To achieve these priorities, the Special Envoy is committed to working with UN Country Teams and Regional Offices to forge an integrated UN regional strategy in support to the Peace, Security and Cooperation Framework (PSC-F).

a) Resettlement

Since 2012, UNHCR and other partners have been engaged in a large resettlement program for Congolese refugees targeting over 50,000 submissions of DRC refugees from 2012 to 2016 from primarily Burundi, Rwanda, Tanzania and Uganda. This strategy followed the realization that the large majority of refugees in a protracted situation who did not wish to return in the near future considering the volatile security situation in the Eastern DRC, Burundi, the impact on the region from countries of the conflicts in Somalia and South Sudan, and the fact that local integration opportunities are extremely limited. Efforts to respond to the resettlement needs of refugees within the DRC will be strengthened, noting that the elements leading many Congolese to seek asylum in the region also impact the protection environment for refugees within the DRC.

Resettlement remains currently the main durable solution for many refugees from, and within, the DRC. UNHCR continues to maintain its capacity to process submissions. As of 2012 discussions on a Comprehensive Solutions strategy were concluded for Congolese refugees. This strategy includes a coherent approach to solutions including resettlement, and is contributing to a multiyear and regional vision for the population. After extensive consultations with refugees, Government, host communities and partners, the multi-year vision has as its main objective the resettlement of at least 50,000 Congolese refugees from the region between 2012 and 2017 with at least 10,000 being resettled from Burundi.

Enhancing the use of resettlement for DRC refugees may not only benefit resettled refugees, but also increase and maintain asylum space, create political goodwill and improve conditions of asylum for the remaining refugee populations: refugee camps will be decongested resulting in increased living space and quality of services (health, food, education and access to livelihoods) will be advanced. Moreover, resettlement can also prevent premature, forced returns to the country of origin. While gains are visible in terms of protection,
more efforts need to be made to use resettlement strategically to enhance the protection environment for refugees as well as open other solutions opportunities, as well as to maintain resources for continued resettlement processing.

Objectives

(i) Meet the resettlement targets indicated by country offices in the UNHCR Projected Global Resettlement Needs publication and increase resettlement opportunities for Congolese refugees in the GLR;

(ii) Enhance the identification and referrals of refugees for resettlement, including through continuous investments into profiling and continuous registration; Verification exercises have already been undertaken in the main countries of asylum and the issue is now to try and maintain quality data through continuous registration, which requires that registration resources be prioritized;

(iii) Maintain and prioritize resources for continued resettlement processing, e.g. human resources for resettlement and related fields;

(iv) Support the efforts for accelerated resettlement processing for identified groups of refugees.

(v) Support the strategic use of resettlement.

Protection priorities

1. Continue increased resettlement submissions and processing

Out of the approximately half a million Congolese refugees in the region, an estimated 160,000 refugees fulfil the agreed criteria for enhanced resettlement (based on year of arrival and province of origin in DRC). With the recently submitted P2 group proposal for Congolese refugees in Tanzania and other possibilities, resettlement submissions of Congolese from the region may reach up to 70,000 persons and will go beyond the initial time frame of 2016. Resettlement countries have continued to show their interest in receiving Congolese refugees. UNHCR needs to maintain its resettlement processing resources in order to be able to meet its commitments regarding the deadlines and targets it has set vis-à-vis the resettlement countries, which have also budgeted resources for this refugee population.

Multi-Year Resettlement Plan (2012-2016)

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<td>2,700</td>
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<td>6,900</td>
<td>12,500</td>
<td>13,900</td>
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</tr>
</tbody>
</table>

It was acknowledged that the above targets are an initial assessment to increase resettlement, but will be adjusted if resources (staffing, processing modalities, etc.) enable processing of a higher number of refugees. Continuous registration will also be needed to maintain the quality of data (following the verification exercises which have been conducted) to ensure accurate data. The use of strategic

2. Strategic use of resettlement

UNHCR and UNDP’s expertise shall be combined in the five countries to develop a joint action plan with relevant UN agencies and national and regional partners that would determine needs for those refugees who
will not be eligible for resettlement by providing sustainable alternatives to resettlement and support to the host communities. The joint action plan would seek to:

(i) Consider connections to the Solutions Alliance and possibly a Solutions Alliance national group could complement the resettlement-oriented work;
(ii) Help the asylum countries to enhance protection and conditions of asylum in their country, including through a favorable refugee policy, e.g. freedom of movement, the right to work, enhanced self-reliance, etc.
(iii) Advocate for the pursuit of other Durable Solutions including working with other UN agencies on durable solutions as part of development joint programming (see section B);
(iv) Work with the Core Group on the Great Lakes, the Special Envoy for the GLR, the ICGLR and SADC to advance protection and solutions for all refugees in the Great Lakes region.

Response strategy

1. **Maintain resettlement capacity in the main asylum countries and the Regional Support Hub in Nairobi**

Donors have been instrumental in assisting UNHCR to increase its resettlement staffing capacity. The deployment schemes of ICMC, Refuge Point and Resettlement Support Center (RSC) Africa are essential in scaling up resettlement submissions as the region continues to rely heavily on these resources to maintain staffing capacity for resettlement and Best Interests Determination.

The Regional Support Hub has played a critical role in the strategy, but providing operational and technical support and guidance with declining capacity due to budget cuts will become increasingly difficult. Advocacy towards supporting UNHCR’s resettlement capacity should continue, in particular through the Regional Refugee Coordinator for the DRC situation.

2. **Enhanced registration**

Data quality assurance is a crucial element in streamlining resettlement case processing. Through the enhanced resettlement strategy and the verification exercises that have been undertaken, UNHCR operations in the main countries of asylum have been able to substantially increase the quality of data on refugees. Registration capacity has been boosted and such capacity needs to be maintained to ensure continuous registration. Analysis of information contained in the progress registration data base would also be used to enhance other solutions opportunities.

3. **Advocacy**

(i) Maintain resettlement as a priority in order to assure prospects for substantial numbers of refugees in the region, noting nonetheless less the risk that competing priorities and financial constraints may reduce capacity to meet targets;
(ii) Continue to engage the support of donors and States for the enhanced resettlement strategy;
(iii) Develop partnership with other key players and partners (in particular in the Great Lakes region) to enhance the strategic use of resettlement for the benefit all refugee populations in the Great Lakes region;
(iv) Advocate with governments for sustainable integration of IDPs in another part of the host country (settlement elsewhere in the country) when local integration or return are not feasible options.

b) **Local Integration**

With some notable exceptions, local integration of refugees requires more sustained international support to be put practice in the African context. Main reasons are lack of national and local level legal frameworks (in which refugee status confers the same rights as permanent residents and eventually leads to citizenship) and political will. Displacement issues are also often poorly integrated into national and local development plans. Furthermore, local integration requires a significant investment on the part of the country of asylum to allow access to national services, labor market, land on a par with nationals and host communities. UNHCR phases out assistance and protection towards the population concerned. With regard to IDPs, the legal
provisions are usually less defined and the policy weaker than those of refugees. Protracted internal displacement where IDPs cannot return to their place of origin due to land related issues, lack access to livelihoods among other critical reasons, requires a process of finding durable solutions. Reaching a durable solution through local integration should be understood as a gradual process, which varies according to the context. This in turns means that humanitarian and development partners alike need to reconsider their work in protracted displacement and fill possible gaps to ensure sustainability and a development approach to local integration for the concerned ones and the host communities.

**Objectives**

(i) Governments in the region consider local integration as a viable solution for refugees and develop legal frameworks to support an “adjustment of status” from refugee to legal resident for those who so chose;

(ii) Increase social cohesion between members of the host community and the beneficiaries;

(iii) Provide access to formal and informal justice;

(iv) Refugees are allowed to engage in income generating activities in order to attain a degree of self-reliance (as a practical precursor to local integration);

(v) Refugees and new arrivals have access to land (where feasible) and public services (education and health);

(vi) Beneficiaries can participate in the elections and in local affairs;

(v) Refugees are informed regarding potential for local integration;

(vi) The national legal framework supports local integration of refugees (this is a long term objective, requiring legislative changes and approval by parliaments);

(vii) Development of national and local action plans and the incorporation of displacement issues into local development plans, with participation of representatives of displaced communities;

(viii) Profiling of IDPs, especially surveys on intentions and aspirations of IDPs in protracted displacement, using an approach whereby IDPs are asked to list their ideal first settlement choice and more realistic second choice;

(ix) Programmes supporting IDPs’ local integration which also benefit the local community;

(x) Address access and ownership to housing, land and property issues related to IDPs integration process;

(xi) Partners (UN, donors) support local integration proposals and be more flexible in terms of making funding available for protracted displacement situations, including by funding both humanitarian and development interventions simultaneously.

**Response strategy**

(i) The RC/HC shall leverage the support of the UNCT and the HCT to lobby governments to allow refugees access to land (this may not be feasible everywhere, depending on availability of land), as well as basic public services (health and education);

(ii) UNHCR, IOM and other actors such as UNDP supports a/m services to predict, manage and coordinate the response through government partnerships and budgetary support and mainstreaming of displacement into local development plans;

(iii) UNHCR, and development actors such as UNDP ensure support to the host communities, in particular to the local authorities to provide equal access to basic services and livelihoods opportunities and support social cohesion;

(iv) UNHCR with development partners such as UNDP identify viable livelihoods opportunities through market and value chain assessments;

(v) Camps, reception centers etc. are a last resort;

(vi) UNHCR conducts an analysis of existing national legislation to assess whether certain categories of refugees can already apply for residence permits or even citizenship (e.g. through marriage or birth);

(vii) IOM and other partners assess IDPs’ access to social services as displacement becomes protracted, review approach for their inclusion in the provision of services;
(viii) Advocate for national based IDPs profiling especially in protracted displacement to determine their long-term intentions;
(ix) Promote IDPs participation in public affairs at all levels on an equal basis;
(x) In the longer term, the UNCT/HCT and governments put forward local integration proposals (depending on how far the government is willing to go, these would include a legal pillar - i.e. criteria if applicable, access to national documentation such as residence permits, and a socio-economic pillar – i.e. income generating projects, support to local services etc.).

c) Voluntary Returns

The Democratic Republic of Congo (DRC), especially Eastern DRC, has witnessed years of chronic conflicts causing mass displacement. However, the concept of Islands of stability within the DRC should be closely monitored as these could gradually re-establish State authority in the East and potentially create the necessary protection space for a voluntary return in safety and dignity of Congolese refugees and IDPs.

The social economic and political context and the continue natural disasters environment in Burundi (2015) has created more that 300.000 new refugees and nearly 60.000 new IDPs, the upcoming in the DRC (2016) and Rwanda (2017) could lead to new instability in the region and potentially, new displacements but also accelerated return of refugees to their respective countries of origin in the Great Lakes Region.

In December 2012, the Comprehensive Solutions Strategy (CSS) for Rwandan refugees was revalidated and in April 2013 a differentiated approach was adopted by States for the date of invocation of the cessation clause. A follow-up ministerial meeting planned to take place in 2015 could give the CSS a new impulse and lead to increased return of Rwandan refugees still present in the region. UNHCR, IOM, UNDP and other actors work towards achieving:

Objectives

(i) Improve exchange of information on refugee and returnee data within the region by making use of the Progress database and systematic biometric registration. In this regard, the support of a coordination structure a regional information manager, an early recovery /durable solutions specialist is needed.

(ii) Ensure that the data collected in the Progress database reflects the lowest administrative level in the country of origin (village-level) to allow for cross-referencing with returnee and/or IDP monitoring data to facilitate more targeted counseling of refugees in order to allow for refugees to make a better-informed decision regarding voluntary return. In this regard there might be a need to invest in purchasing and using mobile monitoring hard and soft ware to enhance returnee and IDP monitoring and swift and consistent data analysis.

(iii) Invest and advocate for sustainable return through (joint) fundraising for comprehensive social economic reintegration programmes in order to render return and reintegration durable. In this regard it would be useful to benefit for returnees to benefit from comprehensive and predictable sustainable resettlement packages including health services. This package is provided in line with agencies’ comparative advantages for resettlement.

(iv) Contribute to the sustainability of returns through investments to enhance community-based conflict resolution mechanisms, in particular on land and identity issues.

(v) Support to mainstreaming migration and displacement into national and local development planning;

(vi) Profiling of IDPs, especially surveys on the intentions and aspirations of IDPs in protracted displacement;

(vii) Advocate for sustainable mechanisms of addressing IDPs land and property related issues;

(viii) Support for equal participation in public affairs and access to social services;

(ix) Support to basic service delivery for communities and displaced populations groups;

(x) Support to sustainable livelihoods opportunities.
**Protection priorities**

(i) Protection monitoring database to be established (including monitoring reports on returnees and IDPs but also video or audio materials that could be more easily shared with refugees);
(ii) Work with regional bodies to find alternative solutions to land issues which apart from security is one of the main impediments for return (for example the postponed but not yet rescheduled ministerial conference on land issues in the Great Lakes region) This will be done in cooperation with activities foreseen under Pillar 1 on land and conflict;
(iii) Organize intention surveys for return of DRC and Rwandan refugees in major countries of asylum;
(iv) Development of a communication strategy on return and reintegration based on feedback from beneficiaries of come-and-tell and go-and-see visits;
(v) Prevent the loss of identify of refugees by ensuring children separated from their parents seek information about their origins and results are recorded in the Progress database.

**Response strategy**

(i) Organization of more regular inclusive meetings in order to create the legal basis for return and review of actions taken vis-à-vis previous tripartite meetings. If needed, the political support of Special Envoys to bring main actors around the table could be utilized;
(ii) Re-energize the implementation/regular follow-up on CSS to have political buy-in for return and reintegration;
(iii) Advocate for alternative status through local integration of those refugees that cannot return, including the possibility of adopting dual nationality laws by countries of asylum;
(iv) Advocate for alternative solutions through integration of IDPs that are not able to return, including provision of land;
(v) Continuous update and exchange of data by countries within the region to ensure accuracy and consistency and provide a tool for analysis;
(vi) Register and advocate for those seeking to return to their countries of origin who do not know their specific place of origin or names of family members as a result of separation from their parents or other trauma-related events. Advocate for enhanced traditional and administrative mechanisms on land and identity issues.

5) **Beneficiaries**

The primary recipients are mentioned below:

*Regional authorities:* strengthening the capacities of the regional authorities in order for them to become actively involved in the management of the national support structure and the coordination of issues related to movement of population, and activities for return and resettlement.

*National and local Government authorities:* support to the integration of the Kampala Convention in the legal system and support to the development of a national strategy on durables solutions for IDPs and Refugees: support to the mainstreaming of displacement into national and local development planning and to capacity building for assessment and data management.

GLR Refugees, IDPs and host communities: promoting the safe return and resettlement in home countries, locally or elsewhere in the region.

*Community of Practitioners for IDPs and Refugees in the GLR:* ensuring the widening of the knowledge base of practitioners through the establishment of a comprehensive knowledge and information sharing system which will improve their ability to affect lasting change in GLR countries.

In order to facilitate a number of the priorities and achievement of the objective in a regional development dimension, this UNCTs Regional Strategy is specifically linked to the PSCF Benchmark 5-3 Return and
reintegration of refugees in their respective countries of origin, under Tripartite Agreements and with special reference to the following outputs:

**Output 1: Building the normative framework and capacity of national and local authorities to manage internal displacement**

The first step in this process calls for the integration of the Kampala Convention in the national legal frameworks. This process should include all stakeholders and overlaps in three products. First an analysis that covers the eight sectors of intervention included in Durable Solutions. It is conducted through a desk review of evaluations and reports of completed projects, data collection levels of the beneficiaries defined by the working group and host communities. This first step further enables the formulation of recommendations based on evidence to guide the development of a national DS strategy. Second, support the development of a regional multidimensional strategy on DS for IDPs and refugees which includes national specificities and support to the host communities. It takes into account economic, social and political aspects via the eight key elements of DS and facilitate nexus between humanitarian and development actors to address this issue. Lastly, the operationalization of the strategy. Key stakeholders will be called upon to join their expertise in key cross-border interventions. It will help validate the strategy and gain confidence towards mobilize the necessary resources to reach the results. Lastly, pilot cross-border humanitarian and development initiatives will be implemented and community-level partnerships will be enhanced in areas where resettlement and reintegration is occurring to facilitate smooth and sustainable return/integration and build trust.

**Output 2: Facilitate the voluntary, safe and dignified return and reintegration of refugees and IDPs and ensure support to the host communities.**

In line with the measures developed in the above framework for actions, support the development of durable solutions to facilitate the voluntary, safe and dignified return and reintegration of refugees and IDPs at their place of origin, where they currently are hosted or relocation and resettlement in another place.

To assist in the achievement of durable solutions, eight criteria or benchmarks for durable solutions to displacement are set out in the IASC Framework on Durable Solutions for Internally Displaced Persons and Refugees, cross-referenced in the SG Decision’s Framework, and complementary to it:

i. Long-term safety, security and freedom of movement;

ii. Adequate standard of living, including at a minimum access to adequate food, water, housing, health care and basic education;

iii. Access to employment and livelihood opportunities;

iv. Access to mechanisms to restore housing, land and property or provide compensation;

v. Access to and replacement of personal and other documentation;

vi. Voluntary reunification with family members separated during displacement;

vii. Participation in public affairs, at all levels, on an equal basis with the resident population;

viii. Effective remedies for displacement-related rights violations, including access to justice, reparations, and information on root causes.

These also constitute a checklist for assessing to what extent durable solutions are achieved.

**Output 3: Knowledge management capacity established at the regional level for effective support to policy makers and practitioners.**

Effecting change requires innovative analysis drawing on collective knowledge and experience. In order to better respond to issues of population movement in the Great Lakes Region, an Observatory will be established as a set of functions shared by specialised academic national and international institutions. The
Observatory model has been commonly used in several other nations and regions to address key challenges such as violence. It can be supported by similar Observatory such as the IDMC\(^3\). These essentially consist in:

(i) Monitoring population movements and indicators (joint data management/analysis);
(ii) Gathering current and past lessons learned and inform policy recommendations;
(iii) Consolidating good practices used elsewhere to facilitate sustainable solutions to IDPs and refugees;
(iv) Understanding and addressing root causes of displacement (Preparing tools for local government training);
(v) Providing training to practitioners;
(vi) Capacity-building for data collection and analysis and evidence-based programming.

The Observatory will also fulfill an important networking role, first within practitioners for the exchange of data, lessons and tools, between communities and authorities through an effective Early Warning and Response Network (EWARN), and between practitioners, academics and politicians to translate findings into adequate policies.

As noted, the Observatory is envisaged as a network of functions, including data collection and analysis, mapping of actors, research and writing of practice papers, development of policy recommendations, training, etc. These functions will be hosted and/or performed by a variety of partners.

Partners in the Observatory will include border authorities, civil society organisations, and human rights. The intent is to establish a consortium of national, regional and international NGOs, academic institutions, and UN agencies working in partnership with national and regional authorities. It aims to develop a harmonized approach to responding to population movements, understood as the capacity of communities and authorities to reduce and manage population movements through self-reliance and the implementation of durable solutions by sharing and utilizing local and international knowledge and resources.

The framework pursues three main objectives: to establish a community of practice and knowledge network; develop indigenous capacity; and advance evidence-based programming through a common monitoring and evaluation mechanism and tools.

6) Risks

The initiative is conceived in a way to manage and reduce the risks by stimulating the sense of a common responsibility of the State and the regional actors. However, this initiative has also evaluated specific risks and adopted mitigating measures.

Changes in the political environment: This initiative relies on relevant authorities to establish institutional frameworks to legitimize and support IDPs and Refugees. Changes within the government could disrupt ongoing activities.

Adequate funding: Financial support requires continuity. For this reason, key outputs for specific countries should not be initiated until resources have been secured so as to avoid any breaks in the activities.

Misinformation: Intended or accidental, the capacity to swiftly intervene to stop misinformation is a high priority. Misinformation can occur due to the large number of involved partners and also if the media broadcasts inaccurate information. Introducing regular and well-elaborated reports and partners meetings to strengthen information can curb this.

Policies of partner organisations: There are several partners involved in this initiative. A variation in their engagement policy can potentially affect this initiative. In order to avoid the negative consequences of such

\(^3\)The Internal Displacement Monitoring Centre (IDMC) is the leading source of information and analysis on internal displacement worldwide
a risk, this initiative advocates a full and complete participation by all partners at the strategic and operational levels. They shall be encouraged to take ownership and own the process, making sure that all actors know each other’s role, in order to encourage discussion in the event of a change of policy.

**Monitoring and Evaluation Framework**

The monitoring and evaluation framework is an essential component of this initiative; it is a management function that enables the verification of outputs, outcomes and possibly the impact of interventions. To this end, this initiative has established special measures to monitor achievement and provide day-to-day corrective measures and guidance to address constraints faced during the implementation. Periodic monitoring visits shall be carried out by the staff where possible. Foreseeing the continuation of violent conflict in the GLR, this initiative has put in place additional measures to ensure coverage and maintain oversight:

(i) The establishment of an independent monitoring function. The unit will provide information based on a common set of pre-agreed indicators;
(ii) The establishment of internal capacity for ad-hoc evaluation. This is linked to providing immediate corrective measures;
(iii) Six month and annual reporting requirements of implementation partners shall be compared against independent evaluation provided by the measures implemented above.

Evaluations and regular monitoring by this initiative will ensure that the delivery of outcomes and achievements of expected results follows the established schedule. The budget and expenditures will be supervised according to financial management procedures in effect at UN and in compliance with funding agreements signed with donors.

7) **Fulfilment of the guiding principles for priority regional interventions**

This approach holds certain principles as key in its implementation. These echo the lessons learned and principles accepted by practitioners working on IDPs and refugees. Interventions implemented through this approach will be:

**Participatory**

National Governments and communities including representative of IDPs and Refugees and host communities are best placed to identify their main concerns in terms of managing population movement, and to suggest appropriate responses. They must be involved at all stages, which ensures national appropriation of projects and activities and empower IDPs and refugees to take responsibility for their self-reliance when seeking for durable solutions. Particular attention must be paid to the meaningful participation of women and children, who are often marginalized from the decision making process.

Participation must be voluntary, meaning that no payment will be offered for participation in workshops and/or committees beyond basic meals (for full-day workshops) or travel compensation (for people travelling out of their communities).

**Representative**

While IDPs and Refugees can determine the modalities of their participation, certain parameters and benchmarks will nonetheless be set to ensure meaningful representation of all sectors of society, including youth, women and children, marginalized groups, IDPs, the private sector, police and local authorities and host communities. Efforts will be made to enable participation on an equal footing.

**Doing no harm**

Interventions in the sensitive area of safety and security need to be carefully devised and monitored in order to avoid “doing harm”. For example, approaches must avoid exacerbating existing conflicts, further

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4 UN Security Council resolutions 1325, 1820, 1888 and 1889 mandate UN agencies and member states to do more to address gender inequality. This initiative is working in synergy with other UN agencies to ensure the meaningful participation of women to increase the voice in the security sector.
entrenching irreconcilable positions, increasing existing power imbalances, or placing individuals or groups at risk. This also means that approaches must be rights-based: safety and security are a basic human right that approaches will seek to satisfy.

**Transparency and accountability**

Transparency and accountability are essential focuses of this approach. It will include a common monitoring and evaluation system which will enable the continuous monitoring of the impacts of activities and generate comparable data across the region. Data and lessons learned will be made freely available and actively disseminated within and outside the community of practitioners. This approach’s monitoring and evaluation system, reporting procedures, and communication with partners will not only ensure its own transparency but that of its partners.

**Factoring in new knowledge**

Population displacement is a highly dynamic phenomenon whose make up is likely to change over time. Furthermore, each intervention, whether successful or not, will yield lessons likely to improve future community safety initiatives. Efforts will be made to gather and exchange knowledge and information, and adapt approaches accordingly in an iterative learning process thus providing the flexibility to tailor and respond effectively to the specific needs of refugees, IDPs and the host communities.

**Sustainability**

Ensuring the sustainability of interventions requires responding to two seemingly contradictory concerns. On the one hand, interventions must be sustained long enough to achieve a durable impact, and coordination will seek to ensure the continuity of interventions. On the other hand, the responsibility for interventions must be gradually transferred to local actors – both within communities and authorities – and approaches will therefore include a realistic exit strategy and ensure the adequate transfer of knowledge and capacity development. The intervention will focus on the support to local and national authorities, the development of their planning and capacities and support to self-reliance of displaced population groups. Furthermore, to ensure sustainable and durable solutions, a nexus must be ensured between humanitarian and development actors at every stage.

**Advocacy and Communication**

This approach seeks the transformation of the culture of neglect towards the development and implementation of durable solutions for eligible groups of IDPs and refugees. It requires that durable solutions be discussed at the early stage of strategic planning process. It draws on national and regional networks in order to get the various governmental and community actors to fully accept and adhere to the reintegration of protracted IDPs and refugees. Media and other communication channels will play an important role in changing attitudes and behaviour so as to accept these individuals in their communities. A communication strategy will be developed taking into account each countries’ specificities.

**Gender**

The experiences of women and men, girls and boys in situations of displacement vary significantly. While men can be physically abused and killed, women are subjected to particular forms of sexual and gender-based violence. In addition, close proximity during encampment can expose young children and women to gender-based violence. The gender lens is therefore essential to undertake meaningful programming targeting youth at-risk.

**Best interest of the child**

This is the basic guide to all actions and decisions to help children. When considering the best interests of the child, cultural and social factors must be taken into account, as well as the child’s age and level of maturity. In addition, while recognizing that some children and youth affected by population movement may have specific needs, interventions that single out these children and youth at the expenses of others can
mean that they are further stigmatized. Programmes should therefore take integrated approaches that create a protective environment for all children/youth in the target communities.

**Link with border initiatives**

An effective management of population movements in the GLR requires top-down measures to establish the appropriate legal and policy framework, civil oversight mechanisms and recruitment and training of appropriate actors, but also a bottom-up approach to improve the absorption capacity of the community, build trust between the host community and the returnees (IDPs or Refugees), and strengthen various civil society mechanisms. This initiative is therefore represents a useful complement to the broader objective of this programme through its population movement tracking system and its ability to build partnerships between civil society networks, national government and regional authorities.

8) **Capacity to address the issues identified**

UNHCR is the UN's leading agency mandated for the coordination of international action to protect refugees and resolve refugee problems worldwide. Its primary purpose is to safeguard the rights and well-being of refugees. It strives to ensure that everyone can exercise the right to seek asylum and find safe refuge in another State, with the option to return home voluntarily, integrate locally or to resettle in a third country. It also has a mandate to help stateless people. UNHCR is present in all countries of the GLR and has been widely assisting the Burundian and Congolese refugees in the region.

Since 2012, UNHCR has been engaged in a large resettlement program for Congolese refugees targeting over 50,000 submissions of DRC refugees from 2012 to 2016 from primarily Burundi, Rwanda, Tanzania and Uganda. Through the enhanced resettlement strategy and the verification exercises that have been undertaken, UNHCR operations in the main countries of asylum have been able to substantially increase the quality of data on refugees. UNHCR phases out assistance and protection towards the population concerned.

IOM is the UN Migration Agency tasked with addressing the full spectrum of issues related to migration. IOM’s durable solutions work focuses on refugees and internally displaced persons (IDPs), as well as other migrants in crisis situations who are in need of protection and assistance. With growing numbers of people displaced as a result of crisis, and in many instances displacement becoming increasingly protracted, there is an urgency to collectively reignite efforts to identify and address the root causes of forced migration and seek and promote durable solutions. IOM has been making concerted efforts to identify innovative solutions, build on good practice and promote joint action among humanitarian and development actors.

Given the breadth of IOM’s programming and partnerships, IOM is also carefully integrating its contributions to promoting sustainable solutions to forced migration with human rights, peace-building and security stakeholders who play key roles in addressing the drivers and consequences of forced migration. To focus these efforts, IOM has developed a durable solutions component as part of its humanitarian policy (Principles for Humanitarian Action) development to provide guidance, consolidate and promote good practice and improve outcomes to end situations of displacement. The development was as a result of IOM’s effort to resolve displacement in over 35 countries some of which are within the GLR.

**UN Family:** This approach shall require partnership with specialised UN agencies as per the sectors defined in the durable solutions. They are selected based on their comparative advantage and capacity to engage in the GLR.

In the context of forced displacement, UNDP is working to maximize the developmental benefit for poor countries and people and to mitigate any negative consequences. UNDP works with partner countries to balance short-term responses with long-term sustainable solutions. UNDP plays an important role in facilitating voluntary returns of IDPs and the reintegration of refugees and IDPs in their communities. Migration and displacement are key priorities for UNDP’s support for achieving the sustainable development agenda in the Great Lakes Region (GLR). UNDP main areas of intervention on displacement issues are related to i) addressing the root causes of displacement also helping to improve analytical capacities at the national, regional and global levels to identify ‘hotspots’ of vulnerability and enable better geographical targeting of
interventions to areas that have a history, or are at particular risk, of forced displacement; ii) supporting host communities through access to basic services, jobs and livelihoods, protection and access to justice, social cohesion; iii) building institutional capacities; iv) supporting Governments in the development of national level strategies on displacement; v) creating an enabling environment for return or relocation.

9) Partners

Implementation modalities have been developed to strengthen coordination and transfer of capacities to national actors.

From a development and good governance perspective, and drawing on best practices for engagement in fragile states, achievement of the targets depends on its ability to liaise and partner with the border and immigration sector, governance, development and humanitarian actors. On the one hand, the UN provides an ideal system in which this initiative can ensure that IDP and refugee issues are considered and linked to regional authorities and government institutions as well as to the support for host communities. On the other hand, a strong partnership with NGOs and Civil Society, including the private sector, helps to strengthen the legitimacy of this initiative and makes best use of local knowledge and access. Further strengthening partnerships and synergies with various institutions is also a tool for risk management and efficiency, focusing key actors in sectors in which they possess comparative advantages. This includes:

**Government Counterparts:** The regional authorities and national government are the main actors in this initiative. Key ministries will develop and support the execution of necessary policies and legislation in support of efficient management of population movement, mobilise necessary resources, facilitate contacts with key stake holders and participate in the smooth coordination of activities.

**NGOs, Civil Society and private sector:** Lessons learned show that supporting and building NGOs and civil society has a lasting impact. This is important especially in the execution of durable solutions for specific groups of IDPs and Refugees.

**Regional Academic institutions:** Academic Institutions will harness and synthetize all the above actors with information on population movement potentially by housing the Observatory. This collaboration is envisaged as a real partnership based on an exchange between the academic sector and practitioners. The reinforcement of this sector will ensure the development of regional expertise: thus, providing this initiative and international actors with an exit strategy.

B. **Priority Regional Interventions 2 and 3: A comprehensive approach to Border Management and Cross border mobility**

1) Type of Regional Intervention

This Concept Note aims to focus on:

- Issues that are cross border, involve the interaction of two or more country teams, which need to agree on what needs to be done.

Border management, is by nature a cross border issue and will require the interaction of preferably five country teams. Given that integrated and inclusive cross border management and cooperation require the involvement of local communities and security aspects to facilitate the movement of goods, services, animals and people, labour mobility, as well as the protection of vulnerable groups, an interagency approach is also required.

2) Introduction and background

This regional priority action, in support of the PSC-F (Peace, Security and Cooperation Framework) Action Plan, working with Governments, the CEPGL (Communauté Économique des Pays des Grands Lacs) and the EAC (East African Community), will assist in the facilitation of free movement of people and goods, strengthen
the capacity of the border officials to efficiently perform their duties, to identify and refer vulnerable migrants, including victims of trafficking and ensure a regional harmonization of procedures at the borders. Lack of resources and capacity has contributed to the instability of the region and increased the smuggling of migrants, trafficking in persons and incursions of armed groups have been able to take advantage of the porosity of the borders. Harmonisation of immigration procedures and increased capacity of national migration authorities to manage orderly movement of persons and goods across borders would decrease the barriers to the movement of persons in the region, protect the human rights of migrants, stimulate economic growth in the participating countries and contribute to strengthening regional stability and thus its significant development potential.

This regional action is specifically linked to the PSCF Benchmark 3.1 - Joint management of border security including the establishment of joint (customs and police) border control and surveillance systems, with clear indication of official border posts, as well as international joint patrols along the border. The provision also envisions police exchange, data collection, border infrastructure and informatics as well as the establishment of comprehensive referral systems for vulnerable migrants.

3) Intervention rationale

Mobility covers a range of pressing concerns within the GLR (GLR): there are central and longstanding concerns that contribute to tensions and conflict, challenges in social cohesion in border communities, as well as presenting obstacles to human development. The history of the GLR is one of mass movement of populations: The GLR has a history of traditional free mobility of labour, services and goods; of family separation and reunification; and of protracted as well as surges of refugees and IDPs. For these reasons and also because of new threats from disease and terrorism, the careful and consistent management of borders has become an urgent necessity.

There are many reasons for border crossing in the GLR: pastoralism, trade, employment opportunities and the availability of land, as well as conflict and crisis. These activities carry with them the potential to increase human development and safeguard health if borders are properly organized and managed. However, there is also significant criminal activity – the arms trade, organized trafficking in persons and migrant smuggling. Indeed, decades of conflict has rendered many countries incapable of implementing the rule of law and exerting control along its borders, making the region more susceptible to cross border and transnational illegal activity. These degrade human development, result in human rights deprivation for vulnerable persons and contribute to insecurity. In summary, the GLR experiences the following types of movement and illegal cross border activity:

Types of movement
(i) Mobility of people and labor in the context of regional integration;
(ii) Irregular migration including trafficking in persons and smuggling of migrants;
(iii) Vulnerable migrants/ victims of crime (such as victims of trafficking, exploitation and/ or abuse);
(iv) Asylum-seekers and refugees fleeing conflict and natural disasters, including mass influx;
(v) Return and repatriation movements;
(vi) Expulsions;
(vii) Local cross border movement for small-scale trade;
(viii) Pastoralism/transhumance.

Types of illegal cross border activity
(i) Trafficking in persons;
(ii) Smuggling of migrants;
(iii) Trafficking in commodities;
(iv) Trafficking in firearms;
(v) Cross border cattle raids;
(vi) Organized crime, including terrorism;
Countries in the region can foster trade and economic growth through comprehensive border management, while at the same time ensuring border integrity and security. The establishment of One Stop Border Posts ensures the rapid movement of goods and services, enhancing the mobility of bone fide travelers including cross border traders. Well-managed borders are required to maintain the safety of the State and of the populations within its borders, serving to detect security threats and potential illegal cross border activity in accordance within international legal laws and human rights.

Countries in the region can contribute to orderly movement, respect for human rights and a reduction in expulsions by strengthening knowledge of and commitment to international human rights law, refugee law as well as consular law. Of key importance is the principle of non-refoulement as enshrined in customary human rights and refugee law. Under this principle, states return a person to a country where she or he may have reason to fear persecution. Key provisions for the identification and protection of vulnerable migrants are further found in the Trafficking in Persons Protocol and Migrant SmugglingProtocol. Under international consular law, consular staffs are obliged to seek access to nationals in detention, and this access should be granted provided the person is not an asylum seeker.

The GLR is affected by a high number of communicable diseases that can easily spread from country to country. Diseases do not only affect humans but plants and animals as well, that can be of a devastating nature to humans, crops or animals. As human mobility continues to grow in the GLR, ensuring the health of people and animals becomes central. Trans-boundary plant pests and diseases affect food crops, causing significant losses to farmers and threatening food security. The spread of trans-boundary plant pests and diseases has increased dramatically in recent years. Globalisation, trade and climate change, as well as reduced resilience in production systems due to decades of agricultural intensification, have all played a part. Trans-boundary plant pests and diseases can easily spread to several countries and reach epidemic proportions. Outbreaks and upsurges can cause huge losses to crops and pastures, threatening the livelihoods of vulnerable farmers and the food and nutrition security of millions at a time.

International Health Regulations (2005) – IHR- are the primary international instrument designed to help protect countries from the international spread of disease, including public health risks and public health emergencies at Point of Entry (PoE). Reducing the importation of communicable diseases through effective implementation of border management controls is a well-established public health practice outlined in the IHR. According to the recent WHO report on the IHR implementation in Africa, while national policy and legislations are in place, gaps are reported in the implementation of IHR core capacity at PoE. According to the report the availability of Standard Operating Procedures (SOPs) for response to outbreak disease at PoEs varies within the Great Lake region from 0 percent-25 percent (for Tanzania, Rwanda, Uganda and Burundi), to 25-49 (for DRC) to 60 percent-64 percent (for Kenya). More still need to be enhanced to support country to strengthen their capacity at PoE. Furthermore the Ebola (2014) Crisis clearly showed how the outbreak was sustained by intense cross border human mobility and it also demonstrated a crisis of systems at the cross border and PoE that were unable to address the challenge of Ebola Virus disease (EVD) due to unsatisfied IHR core capacity. According to IOM, the concept of the PoE within the IHR shall be revised for a more holistic approach which understand how people move, whether cross border or internally, their characteristics, their destinations and travel intentions. There is the need to go beyond the PoE and map spaces with heightened health risks along the mobility continuum passing through the PoE and cross borders, such as the market places and other locations where people congregate and risk of disease transmission is more pronounced. Enhancing national capacities to better prevent, detect and respond to any future disease outbreaks and other health threats along pathways of human mobility is critical.

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5 Summary of States Parties 2013 report on IHR core capacity implementation, Regional Profiles
6 IOM Statement at the WHO EB -138th Session Geneva, 25-30 January 2016, Provisional agenda item 8.1 Implementation of the International Health Regulations
Outbreak of disease and lack of disease surveillance, prevent the spread of diseases and manage outbreaks can also cause fear and panic among the populations, create social tensions, and undermine peace and stability in the region. While risks exist with regard to infectious physical diseases and sanitary consequences of various types of catastrophes, it is also of utmost importance to take into consideration the psychosocial traumas and diverse types of infirmities of population affected by conflicts. Certain vulnerable populations such as refugees and mobile populations (fishermen, truck drivers, military personnel) are at a higher risk of HIV infection.

There are a number of key actors in the region focusing on border management. Trademark East Africa is working on the development of trade and transport corridors including the establishment of One Stop Border Posts to facilitate trade and through donor support (including the World Bank) they are looking at the connections of the DRC border with the EAC. The CEPGL has a focus on OSBPs including the key border point of Goma/Rubavu. Travel document agreements through the CEPGL if addressed can strengthen mobility. The multi-agency revision of the OSBP Source Book and procedural manual had its continental launch in 2016, with its regional launches taking place in the first half of 2017. The OSBP Source Book provides guidance to states and other actors on OSBP establishment and implementation.

Governments need to ensure they can control their borders, while allowing for the safe movement of people to facilitate trade, support economic development and protection of the basic human rights of people crossing borders. The interconnectedness of trade in the GLR requires Governments and communities to include the human, health and pastoral / transhumance aspects on not just focus on the movement of goods. People crossing borders, for whatever reason, should be protected.

The intervention supports a number of the commitments made within the PSC-F, especially Commitment 3 (to respect the sovereignty and territorial integrity of neighbouring countries) and the following benchmarks:

(i) **Benchmark 3.1:** Joint Management of border security including the establishment of joint (customs and police) border control and surveillance systems, with clear indication of official border posts, as well as international joint patrols along the border;

(ii) **Benchmark 3.2:** Joint committees established between concerned parties to demarcate borders with possible support of the AU Border Management Programme;

(iii) **Benchmark 3.3:** Periodic exchange of information on unauthorised cross border movements.

Additionally it contributes to Commitment 4 (To strengthen regional cooperation, including deepening economic integration, with special consideration for the exploitation of natural resources), in particular the following benchmark:

(i) **Benchmark 4.4:** Improved capacity of the ICGLR and CEPGL;

(ii) **Benchmark 4.9:** Implement provisions of regional blocs like COMESA and EAC to remove both tariff and non-tariff barriers to trade and establish a border management and governance system, with a focus on formalizing cross border trade and enhancing free movement of people and goods.

All through the intervention Commitment 5 (To respect the legitimate concerns and interests of the neighbouring countries, in particular regarding security matters) will be followed.

The breadth of the current and planned UNCT projects in these areas show the experience and the commitment to supporting the Governments to address the issues around border management, labour mobility, the protection of vulnerable groups including victims of trafficking, displaced persons and human and animal health of cross border communities. The UNCT programming includes support to border management projects, labour mobility, and counter-human trafficking; the Burundi UNDAF (2012-2018) has a focus on response mechanisms to natural disasters, increasing social protection and health; the DRC UNDAF include a focus on the reinforcement of regional integration mechanisms and migration management / border management, including OSBPs which have an integrated border management approach; Rwanda has a focus on improving the e-immigration system, establishing more one-stop border posts jointly with its neighbouring countries, addressing counter-trafficking in a comprehensive manner, and facilitating safe
labour migration from Rwanda; The UNDAP (2016-2021) for Tanzania places emphasis on national and regional systems for migrants and asylum seekers, sensitization on migrant rights; The Ugandan UNDAF (2016-2020) focuses measures to address the employment of migrant workers and the development of dialogue among social partners. It also envisions mechanisms to foster national resilience to natural or man-made disasters and addressing cross border security threats.

4) Proposed response
Regional stability will be strengthened through social and economic integration, and community resilience will be ensured through the orderly movement of persons, goods, livestock and plant material across borders.

a) Border management

One Stop Border Posts (OSBPs) are increasingly being built in the GLR. They allow for a single customs check and the immigration officers sit side-by-side for the checking of documents. Various forms of OSBPs exist, the overall logic is to ensure that they enable border agencies from neighbouring countries to perform joint controls that can result in benefits to security, trade facilitation and human mobility. OSBPs facilitate mobility of persons and reducing time loss, which can also reduce the cost of transport for shippers and goods to consumers accruing economic benefits across the national economic spectrum.

According to the OSBP Source Book more than 80 OSBP have been planned and/or are being implemented across continental Africa. Within the Great Lakes region 15 OSBP locations have been identified with the majority yet to be constructed or operational. Customs and revenue authorities are the principle lead agencies for OSBP set up in most countries of the Great lakes Region, with most OSBP designs focused on the facilitation of the movement of goods.

To date OSBPs have insufficiently addressed human mobility dimensions and have principally focused on the movement of goods. OSBP establishment requires a strong legal and institutional basis, which in the case of the EAC is enshrined in the OSBP Act. The establishment of an OSBP, unlike in the case of a standard OSBP, will also require the functioning of committees and sub-committees which facilitate the joint action by the agencies at each side of the border, which should be enshrined in national law and should include elements such as joint-inspection, surveillance, data management and intelligence, information sharing, and cross border collaboration. OSBPs will also require the establishment of specific facilities to address human mobility. These will include reception facilities to process new arrivals, identify their personal circumstances, and identify the relevant course of action, including referral to the relevant authority.

Specific mechanisms need to be set up for the identification and referral of vulnerable migrants, including victims of trafficking, exploitation and/or abuse, unaccompanied migrant children as well as migrants with health needs. This is to avoid that irregular migrants are immediately arrested and detained at the police stations. Health facilities are also of direct relevance access to basic healthcare. Information capture, analysis and exchange also requires the successful functioning of Border Management Information Systems (BMIS) which automates the registration of exit/entry movements, ensures the integrity of migration management systems access to INTERPOL and national alert lists, and facilitates the rapid movement of bone fide travelers. Integration of applications, such as the frequent travelers programme can facilitate traveler mobility and security through registration of biometric data, thus decreasing crossing times at minimal cost. A high number of borders across the EAC are not automated and are not linked to such programmes, thus preventing data capture and analysis which is also necessary for broader migration management policy development.

Regional bodies, such as the CEPGL and ICGLR, will also be required as a means of facilitating free movement of goods, services and livestock in these GLR blocks. Three member countries of the Economic Community

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7 The East African OSBP launch took place in March 2017 which mapped out the current status with regard to OSBP establishment in the region.
for GLR (CEPGL) - Rwanda, Burundi and DRC- have started talks on easing cross border movements, training, standard setting and the provision of equipment are all needed to enhance existing capacities.

*b) Humanitarian border management*

In times of crisis, measures are also needed to address complex mixed migration flows, such as large-scale displacement of civilian populations, environmental disasters or health crises, as a way of instituting good migration governance. Humanitarian Border Management (HBM) assessments offer a means of strengthening the capacity of states to manage migratory movements and through their territories, including preparedness for sudden changes in cross border movements of persons, facilitate international, regional and bilateral cooperation on migration matters, participate in coordinated humanitarian responses in the context of interagency arrangements and other emergency or post-crisis situations as appropriate – and as relates to the needs of individuals, thereby contributing to their protection and enhancing humane and orderly management of migration and the effective respect for the human rights of migrants, asylum seekers and refugees in accordance with international law and refugee law. The development of a HBM framework is therefore intended to strengthen and complement existing border management approaches. Humanitarian assessments can also be complemented by a situational context analysis on exposure and vulnerability to potential migration crisis scenarios. This can enable the establishment of an appropriate regulatory, administrative and operational and information frameworks which includes the undertaking of targeted training for officials as well as the development and implementation of Standard Operating Procedures. In this way officials are able to respond to crises within a protection-sensitive and humane approach. Such measures should complement rather than replace forms of greater integrated border management.

In the framework of HBM, a health-specific framework has been developed to assist member states to better prevent, detect and respond to disease outbreaks and other public health concerns at cross border. This framework include new perspectives such as:

(i) the concept of Points of Entry;
(ii) (PoE) under the IHR 2005 need to be expanded; b) to understand how people move, whether cross border or internally;
(iii) their characteristics, their destinations and travel intentions;
(iv) to map out spaces with heightened health risks along the mobility continuum from the cross border, such as the market places and other locations where people congregate and risk of disease transmission is more pronounced.

*c) Intensified action against cross border trafficking*

Trafficking in persons and migrant smuggling continues to be major concerns in the GLR, despite significant efforts by governments, international agencies and NGOs to eliminate them. The prospect of better living conditions elsewhere is most frequently the motivating factor for irregular migration, as many people desire to move closer to areas that present them with the prospect of better livelihood opportunities. Many persons are further deceived or coerced into exploitative situations. Distinguishing between smuggling and trafficking cases can be a challenge. Border guards need to be sufficiently equipped to identify vulnerable migrants, such as victims of trafficking.

Most countries in the region have signed the Palermo Protocols and ILO conventions, and in many states anti-trafficking laws have been enacted and national laws have been adjusted to conform to international conventions. However, a majority of countries in the region criminalise irregular migrants and do not have legislation that would define smuggling as a separate offence and provide corresponding provisions for the prosecution of smugglers and transnational cooperation, such as extradition. In practice, investigations, prosecutions and convictions are possible in most countries, based on existing laws on anti-trafficking related offences. However, more steps need to be taken in order to close loopholes; increase the legal risk associated
with these crimes for the transnationally operating networks; ensure that national law is in line with international standards; that regional bodies such as the Regional Forensic Referral Centre and Civil Safety and Security Oversight Agency, are strengthened and their activities coordinated; that contributions are made by border communities to prevent terrorism and trans-national crime; and that a regional framework addressing the issue is established and respected.

A key aspect in countering trafficking in persons are improved provisions for the identification, referral and protection of victims of trafficking and exploitation. Victims of trafficking are often subjected to various forms of exploitation, including forced prostitution; sexual exploitation; forced marriages; engagement of children in armed conflicts and militia groups; forced begging; and forced labour on farms, mines and construction sides.

Failure to identify vulnerable migrants results in the inability of vulnerable migrants to access the assistance and support to which they are entitled. Effective identification of vulnerable migrants also enables authorities, in the event of trafficking and smuggling cases, to gain access to evidence and bring the offenders to justice for the serious crimes they have committed. Victim identification is thus an essential component of responding to serious crimes.

Victims of trafficking rarely identify themselves as victims, including as in many cases they have become dependent on their traffickers and/or may fear threats and reprisals.

d) Labour mobility

The economic situation of the GLR is diverse. Some countries are experiencing economic growth and investment whilst others are characterized by high youth unemployment, low productivity, poorly developed domestic market structures, heavy debt burdens, and poor infrastructure. Stress on natural resources is exacerbated by high population growth and increasing urbanization, provoking further socio-economic problems in cities and depleting the productive work force in rural areas. The agricultural sector remains of key importance, as it is still the principal source of employment for over 80 percent of the population. Revenues from the sector contribute an average of 15 percent to EAC Member States’ GDPs with over half of this contribution coming from the livestock trade.

States in the region continue to experience common challenges of movement of migrant populations, particularly in border communities, whether in search of economic opportunities or as a result of forceful displacement due to civil strife or environmental disasters such as floods and drought. The region has also produced a significant diaspora that is found in the Middle East, Europe and North America, comprising a great resource deficit that if tapped could contribute to the development of the region. Many of the Great Lakes countries continue to export labour, mostly semi-skilled, within the region and beyond. However, labour migration continues to be a challenge and often results in smuggling and trafficking of those looking for greener pastures elsewhere.

This component seeks to harmonize existing immigration policies across the region, and simultaneously promote regular migration and manage migration flows in the region in a more effective way through the ratification and implementation of the relevant Free Movement in Persons Protocols. Activities under this component will complement activities under Outcome 1, such as the OSBPs and the establishment of border management information systems.

e) Tracking of human mobility

The GLR encompasses countries prone to recurrent and protracted humanitarian crises linked to conflict and natural disasters, which in addition to economic and social factors, lead to both internal and cross border population displacements. Similarly, poorly developed economies, changing ecological systems and poor access to basic services also contribute to mobility associated with people’s search for better socio-economic opportunities both within and outside their areas of origin. Tracking mobility trends and patterns have been
a major challenge in ascertaining/evaluating the impact of different projects and initiatives in both countries of origin and transit to better understand the drivers of migration and provide key insights on migrants’ experiences and vulnerabilities. The Displacement Tracking Matrix (DTM) tool is essential in collecting relevant information key in determining strategic decisions, which enable well-targeted humanitarian response alongside sustainable development initiatives. DTM will be used to regularly gather, analyse and disseminate information on human mobility/migration patterns throughout the GLR. In broader perspective, the comprehensive information will bring about expansion of partnerships with local and international actors to build stronger information management capacities across the region. This will support a comprehensive analysis that can inform policy making as well as ensure evidence-based humanitarian and development/durable solutions.

This component aims to address the current gap with regards to comprehensive, cross-regional analysis which links information about mobility patterns observed in transit and destination countries and the underlying push and pull factors that shape migration patterns throughout the GLR. By expanding upon existing DTM exercises and capacities tracking internal displacement in the region (DRC, Burundi) and neighbouring areas, including Tanzania, South Sudan, Ethiopia, Malawi and Mozambique, key insights will be provided into regional human mobility dynamics. The activities of this component will complement the other outcomes, and the indicators will build upon socio-economic data, as well as information on geography and climate, economic trends, political developments, security situation and other predictive information that interprets available data to extrapolate potential scenarios that could affect mobility and migration patterns.

Outcome 1: Governments and partners have in place improved border management systems across the GLR

(i) Identify border posts which will become One Stop Border Posts or have been established as OSBP and identify the extent to which human mobility concerns have been addressed based on the coordination with the CEPGL and/or the EAC and the individual governments;

(ii) Establish animal quarantine sites along borders posts;

(iii) Establish basic medical facilities along border posts in agreement with IHR;

(iv) Assess the operational and professional multi-disciplinary capacities at selected border posts through the undertaking of comprehensive border assessments;

(v) Carry out a study on the policy, administration and legal frameworks related to migration management in the States and production and disseminate a collection of harmonized legal instruments across the relevant borders;

(vi) Organize workshops to implement One Stop Border Posts and Integrated Border Management based on recommendations outlined in the source book and procedural manual;

(vii) Organize workshops to harmonize the procedures and development of design for infrastructure, training modules and standardization of equipment;

(viii) Develop standard operational procedures to address, inter alia, joint-inspection, surveillance, information sharing, and cross border collaboration including police and customs co-operation. Exchange information and experiences between ECOWAS and CEPGL/EAC experts and leaders at their respective headquarters;

(ix) Provide capacity building to the CEPGL and ICGLR to better manage borders;

(x) Construct, equip and computerize the identified OSBP;

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8 The DTM tools and methodologies, have been tested, applied and acknowledged as core data collection mechanism in difficult operational settings, with displacement and human mobility monitoring systems in place in 22 countries worldwide, adopting a systematic approach to information gathering through desk reviews of secondary data alongside field data collection. More recently, the approach has been expanded to establish a system that connects information about countries of origin, transit and destination in the context of migration flows for the GLR.
(xi) Undertake the training of trainers in Integrated Border Management and trainers in IT at African Capacity Building Centre (ACBC);

(xii) Train officers of the Immigration and Customs in DRC, Rwanda, Burundi, Tanzania, and Uganda in migration management, and provide customized training;

(xiii) Development of standardized OSBP training materials, and where possible curricular for use at the OSBP;

(xiv) Construct/rehabilitate and equip BICs (Border Information Centres) and training of BIC agents;

(xv) Carry out information campaigns on the risks and prevention of HIV, smuggling of migrants and goods, trafficking in persons and irregular migration;

(xvi) Install Border Management Information Systems (BMIS) in the key border posts;

(xvii) Implement awareness raising during the project (official ceremonies, posters and leaflets, press releases);

(xviii) Number of leaflets informing asylum seekers and migrants on countries asylum procedures and services available;

(xix) Provide information on asylum procedures and services available.

Outcome 2: Governments have in place mechanisms and are able to implement procedures to manage borders in times of humanitarian crisis

(i) Undertake Humanitarian Border Assessments at targeted borders vulnerable to large-scale displacement of civilian populations, environmental disasters;

(ii) Undertake training on Humanitarian Border Management (HBM) principles and mechanisms for officials stationed at the borders;

(iii) Undertake training and simulation on Health Border Mobility Management (HBMM) framework for disease prevention, detection and control at cross border for immigration and health officials at the borders;

(iv) Develop customized SOPs for the application of the HBMM at PoE;

(v) Undertake training on key human rights, including right to health, refugee law and consular provisions applicable at the border/entry systems;

(vi) Develop and institutionalize HBM Standard Operating Procedures and contingency measures at targeted borders;

(vii) Number of capacity building training sessions for the national commission in charge of refugees.

Outcome 3:

(i) Strength national mechanisms to counter human trafficking through the development of National Plan of Action on Trafficking in Persons and establishing an Inter-Ministerial Steering Committee with a focus on cross border collaboration;

(ii) Provide specialized law enforcement trainings for police investigators, prosecutors and immigration officers, particularly on investigating and preparing trafficking cases for court, as well as providing victims and witness protection throughout the prosecution process, to achieve an increase in numbers of prosecutions and convictions;

(iii) Build a network of data gathering partners from civil society, international organizations and state institutions will be constituted, trained and supported to collect, analyze and disseminate information on human trafficking;

(iv) Support governments in the GLR and NGO partners in the identification, referral, protection and support of victims of trafficking, including the provision of emergency assistance as well as longer term reintegration support;
(v) Set up comprehensive referral mechanisms to ensure that vulnerable migrants can be referred to relevant stakeholders, including with protection expertise;

(vi) Strengthening capacities of border officers to identify victims of trafficking;

(vii) Sensitize and raise awareness in the border communities, migrants and population crossing the borders (including truckers) on trafficking in persons, smuggling of migrants and goods, and sexually-transmitted diseases such as HIV-AIDS;

(viii) Hold a workshop for journalists to enhance their understanding on human trafficking and responsible coverage of human trafficking stories.

**Outcome 4: Governments have in place mechanisms that enable the free movement of persons and facilitate Labour mobility**

(i) Support the continuation of negotiations toward the conclusion of the EAC Protocol on Free Movement of Persons;

(ii) Develop and adopting an implementation road map for the Protocol on the Free Movement of Persons PFMP by member states;

(iii) Conduct advocacy and regional awareness raising on the (PFM);

(iv) Harmonize member states immigration procedures to facilitate the mobility of persons within the region;

(v) Continue to support regional dialogue on migration and labour migration, with representatives of destination countries (such as the Gulf and EU countries);

(vi) Survey the labour and skills in the GLR.

**Outcome 5:**

(i) Set up a DTM system, building upon the existing global DTM data infrastructure and technology, as well as ongoing DTM exercises in the region, to build a robust system to conduct both primary and secondary data collection, storage, processing, analysis and dissemination. The system should enable rapid analysis and dissemination of data collected at area, location and site levels in the targeted countries;

(ii) Establish a DTM Support team composed of DTM coordinators, IT expert, data analysis and GIS experts to maintain overall support functions and ensure data quality, coherency and high-level analysis of trends across the region;

(iii) Set up mechanisms and teams in each of the target points in each country and provide capacity building;

(iv) Identify migration trends in key entry, transit and exit points to determine scale of movements (frequency and size);

(v) Conduct a perception index to determine how different countries of transit and destination are perceived in specific areas of origin;

(vi) Identify the demographics of the migration flows and the vulnerabilities at individual (household) level;

(vii) Determine to what extent mobility is being used per country in the region as a resilience strategy in all phases of a crises (before, during and after) and evaluate the impact of mobility to individuals (household) well-being;

(viii) Map the mobility flows from the country of origin, transit and destination country on a regular basis in order to understand the drivers of migration;

(ix) Regularly produce information and share widely on a regular basis to facilitate decision making and enable different actors to carry out further analysis based on their specific programmatic needs and/or respond to the identified needs.

5) Fulfilment of the guiding principles for priority regional interventions
The intervention will work with the local communities to ensure that the needs of youth, women and vulnerable stakeholders will be taken into consideration. The youth are key stakeholders given the average age in the region and the increased propensity of the young to look to travel to access new opportunities. Gender will be mainstreamed into the intervention given that many of the issues surrounding cross border activities need to ensure that women are central to the response – the safety of border posts in light of sex workers frequenting the border post area. This will also include the collection of sex and age disaggregated data that will enable more targeted interventions to help the most vulnerable, especially women and children. In addition there will be a particular focus on the prevention of human trafficking. Many of the border posts in the Great Lakes are being planned with cross border markets, at which it is expected there will be a preponderance of women traders. Health and HIV/AIDS are a key factor in border management and will be included in the protocols to be developed. In a region of conflict and instability borders can be areas that create tension. Neighbouring governments and communities need to work together for effective implementation and as such a conflict analysis will be undertaken to allow for the any potential conflicts to be addressed. The interests of the private sector will be included in the border assessments and incorporated where appropriate into the creation of the OSBPs.

6) Capacity to address the issues identified

As the leading intergovernmental organization in the field of migration and UN related agency, IOM is increasingly called upon by states and RECs (Regional Economic Communities) to assist in addressing complex border management challenges. Through its regional and country offices and its Tanzania-based ACBC (African Capacity Building Centre), IOM provides support to the operationalization of regional instruments aimed at facilitating the free movement of persons, goods and capital. With EU support, IOM is working with ECOWAS (the Economic Community of West African States) to support free movement of person and migration in West Africa, and with COMESA to support the free movement of persons in this region. In East Africa and Southern Africa, IOM is implementing an EU-funded capacity building project aimed at developing a cross border approach to irregular migration and border management.

With the overall objectives of facilitating orderly and humane migration boosting trade and advancing regional integration, IOM is strategically placed to assist governments and RECs in developing and implementing the OSBP concept and tracking human mobility to better understand the drivers of migration and provide key insights on migrants’ experiences and vulnerabilities and to build stronger information management capacities across region that support a comprehensive analysis which can inform policy making as well as ensure evidence-based humanitarian operations and development/durable solutions.

IOM has worked extensively with the immigration departments of the targeted countries, inter alia, on the provision of training and physical infrastructure development for the border agencies. IOM is also part of the OSBP Source Book that will be launched in 2016.

UNHCR is the UN’s leading agency mandated for the coordination of international action to protect refugees and resolve refugee problems worldwide. Its primary purpose is to safeguard the rights and well-being of refugees. It strives to ensure that everyone can exercise the right to seek asylum and find safe refuge in another State, with the option to return home voluntarily, integrate locally or to resettle in a third country. It also has a mandate to help stateless people. UNHCR is present in all countries of the GLR and has been widely assisting the Burundian and Congolese refugees in the region.

The WHO is a specialized agency that deals exclusively with matters of public health. One of its main duties is to monitor the global health situation and assesses health trends. WHO has personnel in all countries of the GLR.

UNICEF is the UN’s leading agency for the protection of children. UNICEF has institutional capacity and experience in supporting government and civil society to protect children, including developing child-friendly and child-safe measures for trafficked children.
UN Women is the UN lead agency for gender equality and the empowerment of women. UN Women is actively supporting the Governments to prevent and respond to GBV in private and public spaces, including in Rwanda through support to the one-stop centres and ensuring that public spaces are safe for women and girls.

The mission of UNAIDS is to lead, strengthen and support an expanded response to HIV and AIDS that includes preventing transmission of HIV, providing care and support to those already living with the virus, reducing the vulnerability of individuals and communities to HIV and alleviating the impact of the epidemic.

FAO is the UN’s leading agency for the identification, control and eradication of animal and plant diseases. FAO has institutional capacity and experience in supporting government and civil society to protect livestock and crops.

Strong efforts will be made to coordinate this border management intervention with the other cross border interventions in this strategy.

7) Partners

CEPGL, EAC, COMESA, ICGLR, SADC, World Bank, Trademark East Africa, Howard Buffet Foundation and for DTM Esri, SAS, WorldPop, Flowminder, CDC.

Immigration departments/services of all governments. The capacity of immigration officials varies across the different countries, but many are already cooperating through the OSBPs that are already operational and through the agreements of the EAC and CEPGL.

8) Performance indicators, baseline/targets, time frame

There are a 15 identified OSBPs in the GLR. However, key border posts especially with DRC are not OSBPs. The target for this intervention should be at least six OSBP established with human mobility concerns addressed, the location of which to be identified by the Governments in coordination with key partners.

The northern corridor states of Uganda, Kenya and Rwanda and the CEGPL countries have in place separate movement protocols that allow for the free movement of nationals and residents.

Information on the extent and the root causes of trafficking is very limited in the region and is key to be able to shape actions of prevention and prosecution. There is a varying degree of knowledge and policy in place on human trafficking; some work in counter trafficking has been done in Tanzania, Uganda and Rwanda.

The implementation timeframe should be two years to allow for construction of OSBPs (and all the relevant inter-governmental discussions required) and the training and awareness raising will take place in parallel.

Potential performance indicators would be:

**Outcome 1 Governments and partners have in place improved border management systems across the GLR**

(i) Existence of validated border assessments reports
   a. Baseline 0. Target 20. Timeframe; by 2018
(ii) Existence of animal quarantine sites along border posts
    a. Baseline: (to complete) target (to complete)
    b. Timeframe: (to complete)
(iii) Routine capacities are established at designated point of entry (PoE) in line with the International Health Regulation (IHR)

(iv) Designated PoE have access to appropriate medical services including diagnostic facilities for the prompt assessment and care of ill travellers and with adequate staff, equipment and premises
    a. Baseline (0) target (80%)
(v) Number of OSBPs constructed and used as per standards outlined in the OSBP Source book and procedures Manual
   a. Baseline. Target: 6 to be constructed by the end of 2020

(vi) Existence of standard operational procedures.
   a. Baseline – 0, target; target: SOP in place for all countries by end of 2020

(vii) Existence of Border Information Centres and feedback from users
   a. Baseline – (to complete), target (to complete) timeframe (to complete)

(viii) Feedback from users of the OSBPs about services provided is positive

(ix) Number of BMIS in place and functioning
   a. Baseline (to complete) target – 30 percent increase by end of intervention

Outcome 2 Governments have in place mechanisms and are able to implement procedures to manage borders in times of humanitarian crisis

(x) The existence and dissemination of Standard Operating Procedures on Humanitarian Border Management at targeted borders
   a. Baseline (to complete), target – 50 percent increase in SOP operationalisation from inception.

(xi) Number of officials following guidance as provided training on the operationalisation of the humanitarian border management framework
   a. Baseline (to complete) – target (to complete), By end of 2018.

Outcome 3 (Counter Trafficking):

(xii) Number of vulnerable migrants, including victims of trafficking and exploitation and/or abuse referred and assisted by designated expert institutions and level of satisfaction with the assistance

(xiii) Existence of information campaigns on the risks of irregular migration and effectiveness of campaigns tested through pre- and post-assessments

(xiv) Feedback from communities as to the level of awareness on issues borders

Outcome 4 Governments have in place mechanisms which enable the free movement of persons and facilitate labour mobility

- Number of countries that have signed and ratified the Free Movement Protocols
  o Baseline (to complete) target – all countries by end of 2020

- Existence and dissemination of the Free Movement Road map
  o Baseline: 0, target – all countries by end of 2020.

Outcome 5 (Displacement Tracking Matrix):

(xv) Number of countries where DTM systems are set up or expanded to track mobility;

(xvi) Report on perception of migrants on the area of origin vis-à-vis countries of transit and destination;

(xvii) Number of reports produced on human mobility, push and pull factors, causes of displacement, experiences and vulnerabilities of migrants in different countries and shared with different actors and incorporation of findings into government policy and action.