IOM STRATEGY FOR EGYPT (2021–2025)
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IOM is committed to the principle that humane and orderly migration benefits migrants and society. As an intergovernmental organization, IOM acts with its partners in the international community to: assist in meeting the operational challenges of migration; advance understanding of migration issues; encourage social and economic development through migration; and uphold the human dignity and well-being of migrants.

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IOM STRATEGY FOR EGYPT (2021–2025)
FOREWORD

Foreword by Ministry of Foreign Affairs of the Arab Republic of Egypt

For decades, Egypt has been home and refuge for migrants from the region and beyond. Now, the Egyptian community is hosting around 6 million migrants. Meanwhile, Egypt works to enhance the engagement of its expatriates worldwide with a vision to maximize their contribution to economic social development, while launching several initiatives to create alternatives and enhance legal mobility for its youth who represents almost third of population.

Egypt commends the active role played by IOM to propose responses for migration in the country. The Organization has jointly developed with the Government a series of mechanisms and support which reinforce respect for the rights of migrants in Egypt and abroad. More than ever, collective efforts are needed to tackle the protection needs of migrants and to capitalize on the development potential of migrants for Egypt and the African continent. This goes hand in hand with addressing the causes of forced migration and providing positive alternatives to irregular migration for Egyptian youth. It is encouraging to see IOM engaged in a series of dialogue, such as the Aswan Forum for Sustainable Peace and Development, where IOM supports the concrete recommendations at operational level.

Egypt continues to show leadership in managing migration and engagement towards the Global Compact for Safe, Regular and Orderly Migration. The recent nomination of Egypt as Global Compact for Migration Champion reflects Egypt mobilization towards people on the move and the decision to embark upon cooperation initiatives within the African region and beyond, including the European countries and the Arab world. Standing at the crossroads between African and the Mediterranean, Egypt has a key role in the migration governance in the country and the region at large.

These efforts have been visible through the development of legislative and operational frameworks addressing trafficking and smuggling, protection of victims, prosecution of criminal networks and prevention measures through the development of a conducive environment, particularly for the youth. These aspects of migration governance are embedded in Egypt Sustainable Development Strategy: Vision 2030, embracing the three main pillars linked to economic, social and environment dimensions.
The Vision 2030 certainly gains in referring to the Sustainable Development Goals, target 10/7 under the Goal “Reduce inequality in and among countries”, calling to “facilitate orderly, safe regular and responsible migration and mobility of people, including through the implementation of planned and well-managed migration policies”. These two frameworks are part of the founding principles of the Global Compact for Migration, where Egypt is fully engaged.

We look forward to work closely with IOM Egypt for the operationalization of Strategy 2021–2025, aligned to Egypt Vision 2030, to offer a comprehensive response to the multiple dimensions of the migration patterns in Egypt.

H.E. Ambassador Neveen El Husseiny
Deputy Assistant Minister for Migration, Refugees and Combatting Human Trafficking
Ministry of Foreign Affairs
Arab Republic of Egypt
FOREWORD

Foreword by Chief of Mission of IOM Egypt

"IOM seeks to ensure that the right to protection of migrants, displaced persons and affected communities is upheld and their needs fulfilled regardless of inter alia, their age, sex, gender, physical condition, nationality, ethnic group or religious affiliation."

(IOM Principles for Humanitarian Action, Part IV)

The International Organization for Migration (IOM) is the United Nations (UN) leading agency on migration, working with its stakeholders to promote safe, orderly, regular and responsible migration. It does so through an integral and holistic perspective, including the links to sustainable development, in order to maximize the benefits and opportunities of migration and reduce the challenges posed to societies and migrants.

As recognized in the 2030 Agenda for Sustainable Development, human mobility is indivisible from sustainable development. The Sustainable Development Goals (SDGs) – and the commitment to leave no one behind and to reach the furthest behind – will not be achieved without due consideration of migration. The Global Compact for Safe, Orderly and Regular Migration resolution, voted on by the General Assembly, on 19 December 2018, is grounded in the 2030 Agenda and promotes amongst its guiding principles the adoption of a whole-of-government and whole-of-society approach.

IOM Strategic Vision 2019–2023, presented to IOM Member States in 2019 articulates how IOM plans to meet its emerging responsibilities, including the mandated role as the UN Network Coordinator and Secretariat of the newly created UN Network on Migration as outlined in the Global Compact for Migration. It sets out the “direction of travel” for IOM and is forward looking and encourages “joined up thinking”.

The collaboration between the Arab Republic of Egypt and IOM has increasingly developed through years in different areas of migration governance. This year, 2021, we are celebrating 70 years of IOM work globally and 30 years of IOM partnership in Egypt.
It is based on such solid partnership that IOM Egypt is pleased to present its Strategy for 2021–2025. The IOM Strategy for Egypt draws from the North Africa and Middle East Regional Strategy 2020–2024, which in turn expresses the regional priorities for IOM based on IOM Strategic Vision.

As both Egyptian nationals and migrants may share common difficulties and challenges, IOM Egypt engages with the whole community towards achieving the objectives of the Global Compact for Migration. While reducing vulnerabilities of both migrants and their hosting communities, we need to celebrate the positive examples of the social, economic and cultural inclusion of migrants within various frameworks in Egypt.

In doing so, we assure that human mobility becomes a source of prosperity, innovation and sustainable development for all.

We look forward to working with you on operationalizing our Strategy to leave no one behind.

Laurent M.J. de Boeck  
Chief of Mission to the Arab Republic of Egypt  
International Organization for Migration
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I. INTRODUCTION

I.1. INTRODUCTION

The Arab Republic of Egypt became an Observer State to IOM in 1974 and a full-fledged Member in 1991. In 1991, IOM established its first Office in Cairo to assist foreign nationals who had been forcefully displaced by the Gulf War to voluntarily repatriate or resettle in third countries. In addition to a dedicated Mission for Egypt with a team of 173 staff, Cairo also hosts the IOM Regional Office for the Middle East and North Africa (MENA), which covers a total of 17 countries.

IOM Egypt provides assistance and protection to regular and irregular migrants in vulnerable situations in Egypt, as well as Egyptians abroad regardless of their migration status.

IOM continuously expanded its engagement in new fields of concern, encompassing a wide range of activities, in areas such as labour mobility and human development, enhancement of livelihood opportunities, counter-trafficking and counter-smuggling, technical cooperation on migration governance, migration health, emergency and post-crisis migration management, migrant protection and assistance, assisted voluntary return and reintegration, resettlement to third countries, immigration and border management, displacement caused by climate change and environment degradation, and migration research. In all its programmes, the Organization takes due consideration of the needs of both migrant and their host communities and strives to address these in a comprehensive and sustainable manner. For 2021–2025, IOM intends to scale up its capacity to assist and respond to the most vulnerable groups, leaving no one behind.

As of June 2021.

1
1.2. VISION STATEMENT 2021–2025

The new IOM Strategy for Egypt focuses on a collaborative approach that emphasizes the role of the Government, the local communities, community-based and civil society organizations, faith-based groups and the private sector, in achieving better migration governance and building integrated communities. The Organization also intends to continue playing an integral role on numerous cross-cutting issues in this regard.

This Strategy will support the Government of Egypt to achieve its Vision 2030, ultimately leveraging the potential of migrants and migration through a whole-of-government approach to achieve sustainable development outcomes for the whole community.

It is a direct contribution to the Decade of Action to fast-track progress towards reaching the SDGs. It brings greater coherence and development impact of the IOM activities and allows for a joined-up approach to the way the Organization designs and delivers its operations, as called for in IOM Strategic Vision.
2. CONTEXT ANALYSIS

2.1 MIGRATION IN EGYPT

The Arab Republic of Egypt migration dynamics need to be viewed in a broad regional and continental context. Although migration from, through and to Egypt has been a key trend in Egypt since antiquity, the scope of migratory challenges the country is facing today is heretofore unseen. Egypt experiences large and diverse patterns of migration, including significant numbers of humanitarian migrant groups in vulnerable situations. Its position between the Middle East, East Africa and Europe makes the country a key destination and a transit route in terms of mixed migration movements, including refugees and economic migrants.

According to estimates, Egypt is currently hosting more than six million international migrants. This number also includes migrants who perceive Egypt as a transit country and settle until they have the means to make an onward journey or to be resettled in the European Union (EU), the United States of America, Australia, New Zealand or Canada. However, a number of migrants ultimately stay in Egypt for years, contributing to the local economy.

Egypt is challenged by the uncertain political climate in several Arab countries, where trafficking, smuggling and violent extremism have the potential to expand, thereby further destabilizing the region. This dynamic is reflected in the diversity of the migrant population in Egypt, which includes migrants originating from 58 different countries, including Eritrea, Ethiopia, Iraq, Libya, the Syrian Arab Republic, Somalia, South Sudan, the Sudan, Yemen, and other sub-Saharan African countries.

In recent years, the Government of Egypt has enhanced its migration governance and control of irregular migration from its Northern coasts through the Mediterranean. The number of departures from Egyptian coasts has dropped drastically since 2016. According to Frontex, the number of detected irregular border crossings to Europe by Egyptian nationals is seven times lower than in 2016 – from 4,873 to 739 (September 2020). In parallel, the number of irregular migrants intercepted at the borders in 2019 reached 11,725, according to the Ministry of Defence. IOM Egypt has seen a substantial upsurge in the number of AVRR services provided in 2019 and 2020, passing from 495 in 2019 to almost double its number in 2020 with a total of 905 returned and reintegrated migrants. The main nationalities of returnees are Sudanese, Ethiopians, Nigerians, Guineans. The gender breakdown is around 60 per cent females and 40 per cent males, while the age range is 18–30, as well as children between 0–13 years old. Although access to the country remains tightly governed, mixed migration flows at Egyptian borders are likely to keep increasing in the future.

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2 Government Officials’ statements on numbers of registered and unregistered migrants in Egypt.
3 ISPI: www.ispionline.it/cit/pubblicazione/terrorism-and-counterterrorism-time-pandemic-26165
4 IOM Global Crisis Response Platform: Egypt.
6 IOM Egypt Facts and Figures.
Many efforts have been exerted by the Government to combat trafficking in persons and smuggling of migrants, which included inaugurating a new specialized shelter for female and child trafficking victims, increasing prosecutions, expanding efforts to train officials and raise public awareness on key issues.

As the Arab world’s most populous country, with a population exceeding 100 million, Egypt is the largest regional provider of migrant labour to the Middle East. According to data announced by the Central Agency for Public Mobilization and Statistics (CAPMAS), more than seven (7) million Egyptian expatriates reside in the Gulf Cooperation Countries (GCC), such as Saudi Arabia, Kuwait, the United Arab Emirates followed by Libya and Jordan. As for non-Arab countries of residence (expatriates estimated at three million Egyptian citizens), 78.6 per cent of Egyptians in industrialized countries reside in the United States, Canada, Italy, Australia and Greece.7 Egyptian expatriates can play a significant role in the development of their country of origin, including through financial, human and social resources, as well as cultural influence. This added value has been increasingly recognized by the Government of Egypt policymakers.

Egypt is also facing a series of strategic domestic challenges, such as the demographic growth, youth bulge, unemployment rate, a workforce that is mostly dependent on the informal sector, and high disparities in terms of poverty rates between rural and urban areas. This is further compounded by the consequences of the socioeconomic impacts of the COVID-19 pandemic.9 The number of Egyptian youth entering the job market every year surpasses the number of jobs created by half a million. Youth aged 18–29 make up 19 million people in Egypt, one quarter of the country’s population. In the past two decades, it has been challenging for employment growth in Egypt to keep up with the growth of the working age population. Ninety per cent of unemployed people are under the age of 30, and unemployment has reached an unprecedented new high of 31.3 per cent of the active youth population, with higher percentage of unemployment amongst females. It has been noticed that unemployed youth look at migration as a coping mechanism. The latest Arab Youth Survey of 2020 indicated that more than 40 per cent of the survey sample have either tried to migrate or are considering migration.

Another challenge faced by Egypt is climate change and environment degradation,10 which will increasingly affect the country if the risks are not mitigated. Varying from water scarcity (due to reduced Nile flow) and desertification to sea-level rise, and coastal erosion. Policy planning needs to consider the impact of such risks in relation to population and mobility. A 2008 study conducted by the United Nations University’s Institute for Environment and Human Security shed light on major factors shaping population movement trends in Egypt today; unemployment and poverty were identified as the driving factors of migration. However, the study showed that the situation has exacerbated by gradually increasing water scarcity and land degradation. The Egyptian population and economy are likely to be severely impacted by such changes, due to the climate-sensitive nature of its agriculture and the high concentration of its population in flood prone urban coastal zones. In addition to this, strategic water storage infrastructures, such as Lake Nasser, are likely to be exposed to increased evaporation. In view of that, climate-induced migration is manifesting itself as a policy priority.

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7 CAPMAS, Migration Booklet 2018.
8 In 2018, Egypt marked the fifth country in the world remittances receiving countries, after India, China, Mexico and the Philippines, with an estimate of 28.92 billion USD (IOM, World Migration Report 2020).
2.2 MIGRATION POLICY CONTEXT IN EGYPT

As a country that is heavily exposed to the phenomenon of mixed migration flows, the Government of Egypt has continued to be actively involved in the advancement of the Global Compact for Migration agenda. Over the years, Egypt has developed a series of laws and regulations, and established ministries and other institutions to govern international and national migration. The liberal emigration policy included in the 1971 Constitution formed the basis of the Law No. 111 of 1983 on Emigration and Egyptians Welfare Abroad. This law also allows for dual citizenship and defines the status of temporary workers abroad and long-term expatriates. The Constitution guarantees the right to emigrate and the Law No. 111 recognizes the rights of permanent migrants, such as their exemption from paying taxes in Egypt.

Since 1970, Egypt has signed several bilateral agreements related to emigration, primarily with other Arab countries. On immigration and refugee matters, the Law No. 88 of 2005 regulates the entry, stay and exit of foreign nationals.

Egypt has also ratified several International Labour Organization (ILO) treaties, the 1951 Refugee Convention and its 1967 Protocol, as well as the 2000 Palermo Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children and the Protocol against the Smuggling of Migrants by Land, Sea and Air.

In May 2010, Egypt enacted the Law No. 64 of 2010 on Combating Trafficking in Persons. This law provides a definition of “crimes of trafficking in persons” and stipulates the applicable penalties. It also guarantees certain rights to victims of trafficking and imposes a duty of the State to ensure their full protection.

In October 2016, the Egyptian Parliament approved the Law No. 82 of 2016 on “Combating Illegal Migration and Smuggling of Migrants”, which defines transnational/organized crimes in their different aspects. It also established an anti-irregular migration and human trafficking committee, set up a fund to support victims, and defined the role and responsibility of the State to its enforcement.

Egypt is a Member State of the African Union, the League of Arab States and the Community of Sahel-Saharan States (CENSAD), all of which involve some level of cooperation on migration issues.

Egypt has initiated a group of governmental bodies with their mandate fully focusing on migration:
- The Ministry of State for Emigration and Egyptian Expatriates Affairs (MoSEEA) (2015)
- The National Coordinating Committee for Combating and Preventing Illegal Migration and Trafficking in Persons (NCCPIM&TIP) (2016)
- The Migration Data Analysis Unit in CAPMAS, with support of IOM Egypt (2017)
- The Migration Affairs Inter-Ministerial Committee (2019)
- The Migration Research Unit in Cairo University, with support of IOM Egypt (2021)

Additionally, Egypt is an active member of Inter-State Consultation Mechanisms (ISCMs) and Regional Consultative Processes (RCPs) on migration at regional and global levels. It includes the Pan-African Forum on Migration (PAFOM), the EU-Horn of Africa Migration

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Route Initiative (Khartoum Process) and the International Forum on Migration Statistics (IFMS). Egypt is also involved in the Africa Agenda 2063 where the country implemented its programmes into Egypt Vision 2030 and was among the first countries to sign and ratify the African Continental Free Trade Agreement.

In 2019, MoSEEA established a specialized taskforce to oversee expatriate engagement and migration governance issues. In this light, IOM Egypt contributed to the Strategy and Action Plan through a myriad of activities, such as policy and institutional capacity-building, for governmental institutions, facilitation of networking and exchange of experience with other governments, outreaching expatriates’ associations, groups and individuals, as well as skills and knowledge transfers.

In line with its Strategy and Action Plan, the Ministry launched a series of actions to engage Egyptian expatriates into the socioeconomic development of the country at local, governorate and national levels. One of these actions is the Presidential Initiative Life Saving Boats, directed by H.E. the President Abdel Fattah Al-Sisi at the closing ceremony of the World Youth Forum of December 2019. Launched on 21 January 2020, the Initiative targets 11 governorates, focusing primarily on two main courses of action:

- Raising awareness on the risks of irregular migration, prioritizing interventions in Governorates witnessing high incidence of irregular migration, and;
- Providing suitable employment opportunities to the youth in Governorates the most affected by migration outflows, particularly irregular migration.

Concurrently, H.E Minister Nabila Makram launched a new initiative, called Egypt Can, which aims to create a database of Egyptian experts and scientists from various disciplines residing abroad to capitalize on their competencies for the national development of Egypt in a sustainable manner.

Egypt also recognized the need to develop a strategy and plan of actions for more accurate migration data, following the 2017 set-up of its Migration Data Analysis Unit in CAPMAS. In 2020, the Government hosted one of the biggest international Fora on Migration Statistics (IFMS) gathering more than 700 experts in refugee and migration statistics around the globe, attesting the government’s willingness to open avenues for enhanced evidence-based research and policy development in the field of mixed migration.
2.3 COVID-19 PANDEMIC AND MIGRATION IN EGYPT

Following the outbreak of COVID-19, the macroeconomic scenario by the UN in Egypt estimated that possible high impact shocks could be felt in various sectors: real GDP growth was projected to decrease, along side an increase in unemployment, with a possible consequence of four million additional people sliding into poverty.\(^{13}\) Deteriorating business conditions in the country in the first quarter of 2020 can be traced in the IHS Markit Egypt Purchasing Managers’ Index for non-oil private sector activity, which marks the lowest since January 2017.\(^{14}\)

Against this backdrop, vulnerable migrants and Egyptian populations have become particularly exposed to these shockwaves. Reports point to numbers of vulnerable migrants in Egypt having lost their jobs within the first days or weeks of the COVID-19 crisis and that migrants’ businesses stagnated or shut down, though the extent of this remains somewhat uncovered.\(^{15}\) In addition, unaccompanied and separated children have become increasingly vulnerable and reports of gender-based violence are on the rise.\(^{16}\)

While youth are not most at risk of developing health complications due to the spread of COVID-19, they can suffer from the broader socioeconomic impacts that will affect the society as a whole. In some cases, youth have become more vulnerable to various types of violence, poverty and mental health issues. Furthermore, it is expected that employment prospects for youth, who are transitioning from education to the labour market, will be more precarious due to the economic slowdown caused by the pandemic. Among the devastating effects, the loss of opportunities for employment, education and access to essential services, including sexual and reproductive health services, means that many young people are facing infringement of their rights and choices. Young women and girls are particularly vulnerable. Older migrants and persons with special needs and medical conditions have also been among the most affected by the pandemic.

In response to the growing needs of the population to combat the pandemic, the Ministry of Health and Population (MoHP) launched the National Plan for COVID-19 Vaccination in January 2021. The Plan aims to vaccinate every citizen residing in Egypt, including migrants and refugees, through a nationwide campaign for registration online. As per IOM Global Strategic Preparedness and Response Plan (SPRP) and IOM MENA Regional SPRP, IOM Egypt is implementing a well-coordinated, comprehensive, equitable and timely response to halt COVID-19 transmission, limit the humanitarian and socioeconomic effects of the pandemic and prepare communities for longer-term recovery. The IOM approach to disease outbreaks is anchored in IOM Health, Border and Mobility Management Framework.

\(^{13}\)UN Country Team Egypt, Leaving no one behind in the time of COVID-19, April 2020.
\(^{14}\)The IHS Markit Egypt Purchasing Managers’ Index, April 2020, available at https://www.markiteconomics.com/Public/Home/PressRelease/e85b64d0a0e9e48775d69c999ad9635006
2.4 RELEVANCE TO NATIONAL PRIORITIES

IOM Egypt supports the Government’s efforts to meet its long-term goals of stability, security and economic prosperity by governing migration in an orderly and dignified manner. As such, the IOM Strategy for Egypt 2021–2025 directly supports the Constitution of the Arab Republic of Egypt 2014 by implementing measures including, but not limited to, safeguarding the rights of Egyptians living abroad and realizing Article 63 targeting all forms of forced displacement, as much as combating forced labour and trafficking in persons.

The IOM Strategy for Egypt 2021–2025 directly contributes to the Government’s Sustainable Development Strategy (SDS): Egypt Vision 2030 by providing technical assistance to the relevant governmental counterparts working in various aspects of migration management, promoting the developmental impact of migration, through labour migration and providing alternatives to irregular migration and assisting migrants who are part of Egypt as “a society that provides protection and support to marginalized and vulnerable groups.”

Additionally, the Strategy is aligned with the New Global Partnerships Narrative presented by the Minister of International Cooperation, H.E. Dr Rania Al-Mashat, that defines the cooperation between Egypt and the International Development community, the People & Projects & Purpose (P&P&P).

Egypt as Global Compact for Migration Champion Country

Following the endorsement of the Global Compact for Migration, the Government of Egypt started to implement its long-term vision through a series of measures. These measures ranged from the establishment of several mechanisms and bodies to adopting policies which aim to improve migration governance. Egypt has continued to intensify its endeavours in the governance of migration, in addressing the challenges associated with the current migration context and strengthening the contribution of migrants and migration to sustainable development. Egypt aims to address migration issues with a comprehensive strategic view, covering all stages of migration, duly considering its status as a country of origin, transit and destination.

Egypt is regularly and actively engaged in international and regional meetings reviewing progress with regard to the implementation of the Global Compact for Migration objectives in the region. Egypt has been actively engaged into activities towards harnessing the benefits of migration, addressing the drivers of migration and seeking that migration should never be an act of desperation, but always one of choice. Egypt participated in the Global Compact for Migration Review for Africa 2021, hosted by the Kingdom of Morocco, and jointly organized with the United Nations Economic Commission for Africa (UNECA), IOM and the UN Network on Migration, on 31 August and 1 September 2021. Egypt also joined the first MENA Regional Review of the Global Compact for Migration, held on 24 February 2021, which reflected on the progress made since the adoption of the Global Compact for Migration in the region.

Furthermore, as Egypt is a country of origin, the Government emphasizes the importance of upgrading youth skills to enhance their employability in accordance with the needs of national and global markets. This encourages intergovernmental coordination regarding labour migration and mobility as described in Global Compact for Migration objective 18 “To invest in skills development and facilitate mutual recognition of skills, qualifications, and competences” and SDG 8 Decent Work and Economic Growth and its targets to promote development-oriented policies that support productive activities, decent job creation, entrepreneurship, creativity and innovation. In addition, the Government prioritizes international cooperation.
or facilitating migrants’ access to labour markets in a fair and ethical manner that impedes their exploitation and positively utilizes their skills to contribute to development.

Another priority for Egypt is the expansion of regular pathways for migration and labour mobility schemes and opportunities at the regional and global level. This action would also contribute to the intensification of regional counter-smuggling and counter-trafficking efforts, as well as the promotion of fair and ethical recruitment and employment practices. In addition, Egypt is encouraging intergovernmental and public–private coordination regarding labour migration and mobility in line with Global Compact for Migration objective 5 to “Enhance availability and flexibility of pathways for regular migration”, reflecting adaptation options and pathways for regular migration in a manner that facilitates labour mobility and decent work, reflecting demographic and labour market realities, optimizing education opportunities, upholding the right to family life, and responding to the needs of migrants in a situation of vulnerability, with a view to expanding and diversifying availability of pathways for safe, orderly and regular migration.

Public health and access to health care is also at the core of Egypt’s concerns for the migrant communities. Through a series of mechanisms at Governorate level, Egypt embarked into the facilitation and non-discrimination of access to basic public services, such as emergency health care in hospitals and health centres, as well as access to medicines and vaccination of different sorts (i.e. polio, tuberculosis and COVID-19), thus embracing the Global Compact for Migration objective 15 aimed to ensure that all migrants, regardless of status, have safe access to basic services.

2. CONTEXT ANALYSIS
3. STRATEGIC PRIORITIES

3.1. STRATEGIC PRIORITIES

IOM Egypt works with its partners to strengthen measures that take a comprehensive view of the migration phenomenon. The aim of the IOM Strategy for Egypt 2021–2025 is to provide a framework for responding to migration challenges and identifying priorities for actions to guide IOM’s response to the needs of the Government of Egypt, as well as migrants, migration-affected (host) communities and other relevant stakeholders.

Based on the IOM mandate agreed upon by all Member States, protection is the intended outcome of its activities and sets out the many ways in which the rights, dignity and well-being of migrants are upheld by IOM. In line with the IOM global principle that humane and orderly migration benefits all, IOM Egypt’s overall strategic objective is to support the Government of Egypt and relevant actors in governing migration effectively to maximize its positive impact, while minimizing its potential costs on all migrants and society.

The importance of protection is further highlighted in the SDGs, the Global Compact for Migration and the Migration Governance Framework (MiGOF) principles and objectives, which emphasize the fulfilment of migrants’ rights and the aim of migration taking place in a safe, orderly and dignified manner. The character of IOM Egypt interventions is subject to constant monitoring and assessment, secured through a strict Results-Based Monitoring and Evaluation approach.

IOM Egypt has aligned its Strategy with global frameworks, as well as the IOM MENA Regional Strategy 2020–2024. Results achieved through the Strategy for Egypt will feed into IOM new Strategic Results Framework that will allow to illustrate IOM contribution to the Global Compact for Migration and ultimately the SDGs in a more structured way.

For 2021–2025, IOM Egypt will promote evidence-based policy and programming, with a focus on three main pillars with specific national priorities:

RESILIENCE  MOBILITY  GOVERNANCE

Note on IOM role (IC/2007/3) of 18 April 2007.
A. RESILIENCE

Ensure that the Government of Egypt, migrants and host communities in Egypt have increased capacities to prepare for, mitigate and respond to risks and shocks.

- Effective provision of protection and assistance to vulnerable migrants

Out of the 6.3 million international migrants living in Egypt, 900,000 to one (1) million are estimated to need assistance with overlapping vulnerabilities, since the outbreak of COVID-19. The current number of vulnerable migrants is a conservative estimate that could easily rise if combined with the forecasted demographic trends, poverty indicators and the COVID-19 emergency and resulting economic crisis. These additional variables are further limiting migrant communities’ access to resources, hence enhancing the risk of deterioration of living conditions.

The IOM Egypt priority areas for the effective protection and assistance to vulnerable migrants are:

1. Expanding social protection mechanisms, particularly relevant since the 2019 global health crisis, in which cash-based interventions have the capacity to serve as a safer and more effective modality to deliver life-saving humanitarian assistance and to respond to the multiple needs of the affected population, helping them to cope with the economic impact of the pandemic. This should be complemented by increased sensitization and accessible information on safe and appropriate delivery and use of cash assistance. This approach should not only respond to needs arising as a consequence of COVID-19, but also to existing assistance programmes for migrants and interventions addressing the barriers faced in accessing these programmes.

2. Increasing the tools for identification and protection of Victims of Trafficking through advocacy for temporary accommodation services and inclusive and accessible multi-operator national referral mechanisms, including operational and efficient hotlines with qualified and regularly trained civil servants.
3. **Scaling up preventive measures** by informing potential victims of trafficking and smuggling through awareness-raising campaigns, involving all sectors of the society about the dangers of criminal networks and existing support mechanisms in the country.

4. **Enhancing capacities of law enforcement authorities**, including border guards, judges and prosecutors in their role and responsibilities for prosecuting migration-related crimes, with a focus on the existing international and national legal and operational frameworks to collect and exchange evidence on criminal networks at national, regional and international level, guarantee protection of witnesses and offer victims humanitarian assistance through improved national referral systems.

5. **Assisting and protecting migrants in governmental custody**: ensuring that migrants in or returning from custody have improved access to comprehensive protection and assistance services to meet various basic needs (such as food, health and hygiene, clothing, psychosocial help) and sustainable alternatives to detention.

- **Improving health and well-being of migrants**

With more than 100 million Egyptians, in addition to the estimated 6.3 million migrants residing in Egypt, the health system of Egypt is facing a multitude of challenges, with health care representing the largest out-of-pocket expense. Since 2019, Egypt has been implementing the new Universal Health Insurance (UHI) to ensure inclusive health-care coverage and quality health services provision to all.

Below are the IOM Egypt priority areas to improving health and well-being of migrants:

1. **Advocating for migrant inclusive policies development** towards high quality migrant health, through: a) facilitating and strengthening national coordination on migration and health; b) developing evidence-informed migration policies on humane and orderly migration to monitor the regional, subregional and country migration movements regarding health needs; c) developing sustainable health solutions with necessary health provisions and care to minimize the burden of health expenditures on migrants.

2. **Supporting and building the capacity of public health-care providers**: provision of trainings to health-care providers and equipment to health facilities in migrant dense areas and along migratory routes that cross the country, to ensure that the greatest critical needs of the most vulnerable are met and contribute to social stability and public health.

3. **Addressing migrant vulnerabilities through the promotion of health provision**, including psychological and other counselling services, with special support to women, adolescents, unaccompanied and separated children; special support to victims of trafficking and survivors of gender-based violence (GBV), with the integration of measures for physical and psychological health, including service delivery and capacity development.

4. **Where needed, facilitating and providing direct access to health-care services**, including vaccination against pandemics and transmissible diseases such as polio, tuberculosis and COVID-19.
• **Community cohesion and migrant integration**

Migrants may face challenges working and living in the country, in relation to access to services, such as medical assistance, legal services, education and schooling, as well as securing employment. IOM Egypt priorities in this field are the following:

1. **Promoting awareness to migrant and Egyptian populations on greater inclusivity of migrants through developing policies:** Facilitating access for migrants and members of Egyptian host communities to legal channels for employment, residency, health and social services through policy advocacy, as well as promoting awareness on existing rights and obligations.

2. **Supporting migrant and host community populations in an effort to increase labour market integration and formulation.** IOM’s approach is two-fold focusing on beneficiary support that centers on:

   • Access to income-generation through livelihoods promotion, apprenticeships, job placements, on-the-job training, entrepreneurship, business skills trainings and value chain integration, as means to increase economic activities of migrants with host communities.

   • Awareness-raising and support to potential employers in the public and private sectors to promote increased formal hiring of migrant labour.

3. **Renovating and refurbishing identified community facilities, such as schools, youth centres and clinics:** "Community Assistance Projects" (CAPs) identified as key in facilitating migrant integration and support to Egyptian host communities are identified and supported with funding and in-kind support. CAPs are chosen based on their ability to magnify integration and support community activities and engagement.

4. **Working on countering social exclusion and xenophobia:** Arranging awareness-raising and social activities between migrants and members of the Egyptian host communities designed to counter and bring attention to the problems of xenophobia and social exclusion. Activities target breaking down of boundaries and differences and the practical steps to curbing xenophobia in host communities across Egypt.
B. MOBILITY

Enhance existing and develop new, efficient, rights-based and safe mobility pathways.

• Labour mobility

Protecting migrant workers and optimizing the benefits of labour mobility for both the countries of origin and destination, and for the migrants themselves. Both countries of origin and destination benefit from labour migration, which can cater for labour market needs in terms of supply and demand of skills, and foster skills upgrade.

IOM priorities will be focused in the following areas:

1. Promoting sound labour migration governance through policy advice and strengthening the capacity of relevant stakeholders in areas of institutional capacity, inter and intra-agency coordination, data collection and management. IOM, adopting a whole-of-society approach, will engage in dialogue with government, non-government and private sector counterparts to align efforts on labour mobility with national priorities and actual market needs. Furthermore, IOM will support enhancing institutional mechanisms to collect, analyse and disseminate labour market information in countries of origin and countries of destination. To extend protection of migrant workers to the informal sectors of the economy, IOM will conduct skills mapping and profiling exercises and extend them to informal sectors of the economy.

2. Protecting migrant workers and promoting their welfare through extending the protection umbrella to vulnerable groups, using IOM tools for ethical recruitment and creating complementary protection mechanisms to the existing formal ones, i.e. building the capacity of local authorities, service providers and non-governmental counterparts. In addition, IOM will support the Government in increasing migrant workers awareness of their rights and options with regard to social safety nets, along with supporting policy dialogue with countries of destination on the portability of social benefits.

3. Providing regular migration pathways, especially for potential migrants at risk of irregular migration or those who are forced to move, through encouraging different schemes of mobility, mobilizing and strengthening private sector partnerships along migration corridors, allowing for short-term business-to-business mobility schemes.

4. Advising and supporting skills mobility partnerships that allow for government, academia and private sector representatives to understand the varying needs of global labour markets; to be done through supporting circular migration schemes in key sectors, especially blue and green economic activities to support climate change adaptation efforts and increase the resilience at risk due to environmental degradation.
• **Youth empowerment**

In order to achieve the SDGs, as laid out in the 2030 Agenda for Sustainable Development, the meaningful and active participation of all young people in decision-making processes related to migration governance is imperative. Migration laws, regulations, policies and programmes cannot be implemented without the participation of the individuals who are going to be affected by them. Solutions where youth migrants are involved tend to be beneficial to all groups. Projects that are co-designed and co-implemented by the local community with migrants tend to work better, and in the long term lead to more projects that lead to social and economic integration and cohesion.

IOM priorities focus on two areas:

1. **Employability**: Enhancing the skills and employability of youth through youth centres to both reduce irregular migration of Egyptian youth and to promote circular migration of Egyptian and migrant youth. Increase support for vocational training centres in governorates reporting high level of irregular migration of youth and enhance collaborative cooperation between private sector, civil society and the government, to aid the employment opportunities for youth. Enhance the creation of green jobs in Egypt, such as waste recycling, renewable energy, hydroponic agriculture systems and green tourism.

2. **Awareness-raising**: Improving the awareness of communities, including youth, on the dangers of irregular migration and the different forms of trafficking of persons and smuggling of migrants. The concepts of safe, regular and orderly migration will be included. Ensuring that migration takes place in a safe, orderly and dignified manner required to mitigate the inherent risks associated with the movement of persons, particularly the most vulnerable ones. This includes detecting and
preventing irregular migration, including trafficking in persons and smuggling of migrants, strengthening immigration and border management as well as offering assistance to voluntary return and reintegration, facilitating legal migration through visa schemes and building inclusive public health services.

- **Support to Egyptian expatriates**

Egypt’s interest in its expatriates is marked by the establishment of a dedicated Ministry (MoSEEA), as well as by its Constitution in whereby Egyptian expatriates are represented in the Egyptian Parliament through eight Members. IOM Egypt is committed in its support to enhance the Ministry capacities in advancing its mandate, inter alia: enabling, empowering and engaging Egyptian migrants.

IOM Egypt aims to continue strengthening its work in key areas for expatriates’ empowerment and engagement:

1. **Promoting access to better and more inclusive financial services**, through the development of mechanisms for sustainable investment paths for investment by expatriates and productive remittances transfer paths.

2. **Enhancing the capacities of local and regional authorities**, facilitating knowledge and skills transfer through programmes of return and/or virtual return of qualified nationals, especially to create and/or support businesses in Egypt. IOM Egypt aims to strengthen its initiatives for the facilitation of networking and exchange of information through the use of web platforms and online communities, following the successful example of global projects such as iDiaspora, strengthening the Initiative Egypt Can.

3. **Strengthening the local community development**, through enhanced business support, jointly with local communities and Egyptian expatriates to ensure sustainable development and employment creation.
C. GOVERNANCE

Drive evidence-based national and local processes to enhance government capacities to integrate migration into improved policies, legal frameworks, institutions, practices and international cooperation mechanisms through improved data.

- **Environment–Migration Nexus governance**

As the leading intergovernmental agency working on migration, IOM recognizes the necessity to step up national, regional and international efforts to address human mobility challenges associated with environmental factors and climate change.

IOM Egypt priority areas to minimizing the impacts of climate change and environment degradation on migration are:

1. Improving existing data collection and knowledge management systems to ensure their relevance and action-oriented nature, which shall in turn facilitate the identification of climate change related risks and supporting evidence-based adaptive measures.

2. Upgrading the capacities of various actors, including those of governmental institutions and the private sector, enhancing skills programmes for unemployed youth and youth vulnerable to irregular and climate-induced migration with focus on sectors that are more resilient to environment degradation adversities and that have value chains, extending across the country.

3. Establishing public–private partnerships to create green jobs and related blue jobs.

4. Developing outreach programmes designed with active community leaders and civil society organizations to raise public awareness of the risks posed by climate change and adaptive opportunities.

- **Strengthen border management through enhanced collaboration with law enforcement authorities**

Under its mandate of supporting its Member States in enhancing migration management, IOM Egypt aims at enhancing its support to the Egyptian law enforcement authorities for a secure and efficient border management, while mainstreaming human rights and migrant rights-based approach and the protection for people in vulnerable situations.

IOM Egypt will prioritize areas in Immigration and Border Management in Egypt, as follows:

1. Scaling-up capacity-building activities with Egyptian Border Authorities to increase the outreach of both frontline and decision-making officers of the different branches of the law enforcement authorities present at borders, to contribute to the enhancement of border management and human rights-based approach along the migration routes. This includes outreach of personnel operating in remote areas, as well as Egyptian personnel deployed within the whole continent of Africa.
2. Developing Health, Border and Mobility Management collaboration with the ultimate goal of improving prevention, detection and response to the spread of diseases along the mobility continuum (at points of origin, transit, destination and return) and its Spaces of Vulnerability, where migrants and mobile populations interact with stationary, local communities with a particular focus on border areas and law enforcement authorities operating in these areas. These activities will develop the capacities of all actors and provide protection and medical equipment and facilities at border and support enhanced national and international coordination.

3. Establishing collaboration on Identification and Solutions for Stranded and Undocumented Migrants in order to provide capacity-building and advocacy activities to support medium-term sustainability responses to this population, that could range from identification to possible safe return and readmission.

- **Enhanced assisted voluntary return and reintegration measures**

Assisted voluntary return and reintegration (AVRR)\(^1\) is widely recognized as one of the sustainable solutions for irregular migrants in need and as a more cost-effective, humane and sustainable alternative to forced return.

The IOM Egypt priority areas to enhance the structures and Government engagement and ownership for AVRR measures are:

1. Ensuring that stranded migrants are **aware of the possibilities to return** in a safe, dignified and sustainable manner to their countries of origin.

2. Establishing a **coordinated network of stakeholders**, including the Ministry of Foreign Affairs, the Ministry of Interior—Immigration Office, the Airport Authorities, the Embassies and Consulates and reaching joint consensus on the rules of engagement, respective roles and responsibilities, referral mechanisms and services to be provided, as well as the available and needed funding.

3. **Enhancing cooperation between origin, transit and host countries** in the return process and reinforcing the responsibility of countries of origin to their returning nationals.

4. **Advocating for the adoption of comprehensive voluntary return approaches**, inclusive of post-return reintegration assistance, where possible, as a more effective, sustainable and mutually beneficial option that would contribute to addressing and curbing down repeated irregular migration.

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\(^1\) AVRR is an indispensable part of a migration management approach that is mutually beneficial to migrants, government and other sectors of the society. AVRR is more effective when complemented with tools such as capacity-building, migration protection strategies and migration health initiatives prior and during return. Reintegration is a social and professional means of assistance where returnees receive specialized support for viable and sustainable income-generating projects, market-relevant vocational and business training, in addition to psychosocial support and medical care or other measures. It addresses the immediate migrant’s needs, alleviates the root causes of irregular migration in the communities of origin and stabilizes migrant communities through assistance that benefits beneficiaries and their communities.
How well we understand and respond to the migration context today will have ramifications for many years to come.

António Vitorino
IOM Director General
3.2 CROSS-CUTTING THEMES

Gender

Achieving gender equality and ending all types of discrimination against women and girls is not only a fundamental human right, but a necessary foundation for a peaceful, prosperous, and sustainable society as highlighted by Goal 5 “Gender Equality” of the Sustainable Development Agenda of 2030.

Based on the IOM Gender Equality Policy and the IOM Institutional Framework for Addressing Gender-based Violence in Crises (GBViC Framework), IOM Egypt ensures gender mainstreaming and adopts a gender inclusive approach that is responsive to target beneficiaries’ needs in all its interventions.

IOM Egypt programmes and activities are tailored to create a comprehensive and inclusive approach where needs of beneficiaries irrespective of their sex and gender identity are equally identified, understood and met. Activities are gender-sensitive and beneficiaries are equally assisted and protected regardless of their sex or gender identity. This also includes a gender responsive budgeting and a gender-sensitive Monitoring and Evaluation system to support the implementation of IOM Egypt commitments towards achieving gender equality.

It is of utmost importance for IOM Egypt to guarantee that gender balance be achieved and respected aligned to IOM policies and activities. IOM Egypt is committed to further pursue all efforts to empower more women and girls and ensure that all their rights are respected. In this regard, IOM Egypt is actively seeking more sustainable partnerships that can help to offer more services for migrant GBV survivors and to identify more female community leaders to support more gender sensitive migration related policies, to hire more female staff members and improve the complaint mechanism to be accessible for everyone.

Mainstreaming protection and Rights-based Approach (RBA)

IOM is mandated by its Constitution and the policy documents adopted by its Member States to contribute to the protection of migrants. This includes the IOM Guidance Note on Protection Mainstreaming in Crisis Response, the IOM Data Protection Principles and the IOM Right-based Approach (RBA) to Programming. In line with this mandate as well as the international, regional and national legal and normative frameworks, IOM Egypt will continue to promote and protect the human rights of migrants and ensure that its interventions do no harm, promote non-discrimination and meaningful access, safety, dignity, participation, empowerment and accountability measures.

IOM Egypt will promote the integration of RBA into all its interventions to ensure that migrants, displaced and mobile persons are protected.
Persons with disabilities

Although the international normative framework has broadly recognized the importance of addressing the needs of persons with disabilities in the fields of human rights and development, it has historically overlooked the subgroups within the disabled people in the context of migration, including migrant workers with disabilities.

IOM is also committed as per the Accountability to Affected Populations Framework (AAP) to mainstreaming Persons with disabilities needs. The needs of the differently abled persons will be identified and addressed while ensuring accessibility to IOM services by beneficiaries, as well as making material accessible to them. IOM Egypt will work on ensuring that all its services directed towards migrants, including access to health and social services, are available and affordable to all including migrants with disabilities and supporting projects to bridge the gap between organizations working in the field of support services for migrants with disabilities.

Environment

IOM is committed to reducing its environmental footprint globally and in Egypt. As part of IOM global efforts to mainstream environmental sustainability in its programming and offices, IOM Egypt has created an internal working group dedicated to environmental sustainability in processes and projects.

Throughout its interventions, IOM considers sustainability in relation to the design of its intervention objectives and the ecological impact of its activities.

IOM Egypt Environmental Policy represents a learning process through which the IOM community learns to adopt green practices in a flexible and innovative manner. There are ambitious best practices and actions that IOM Egypt considers for long-term planning, which include actions such as switching to electronic signatures for migrant beneficiary documents instead of excessive paperwork; reinforcing the “no plastic bags” policy and provide in exchange paper bags to visitors; and moving to E-Procurement and E-Archiving to eliminate excessive use of paper and enhance efficient tracking of purchase orders, expenses, receipts and invoices of services and goods, inventory and budgets.

Youth

IOM Egypt seeks to ensure that every young person in Egypt is empowered to achieve his or her full potential and that young people’s capacities, resilience and positive contributions as agents of change are fulfilled in line with United Nations Youth Strategy 2030.

IOM will continue its work closely with the Government of Egypt, donors and the private sector to enhance employability of the Egyptian and migrant youth to provide positive alternatives to irregular migration.

IOM will work to increase the awareness of youth in Egypt on the dangers of irregular migration. IOM will continue its work on advancing the social well-being of youth in their societies, advancing social cohesion and promoting youth as ambassadors of unity and change.

3. STRATEGIC PRIORITIES
PARTNERSHIPS AND COORDINATION

The IOM Strategy for Egypt 2021–2025 reiterates its dedication to strong cooperation and collaboration with the Government and its national and international partners, to meet their common objective, achieve its goals and move forward the migration agenda in the country and beyond.

As part of the UN Country Team in Egypt, IOM Egypt ensures that its Strategy falls within the UN five overall priorities for development cooperation in the country outlined in the United Nations Partnership for Development Framework (UNPDF).

IOM Egypt co-chairs a series of Groups, such as the Women Results Group of the UNPDF, with UN-Women, the Mixed Migration Working Group, with UNHCR, as well as the Development Partner Group on Migration and Protection, along with Save the Children and the European Union Delegation in Cairo.

These groups provide a forum for discussion of the most pressing migration issues in Egypt, as well as a means for coordinating interventions among donors and practitioners and ensure a coherent and efficient approach based on a common understanding of the issues to address.

For years, IOM Egypt partners with the American University of Cairo (AUC) on migration governance capacity development. In this framework, IOM Egypt conducted a series of Certificates in Migration Governance (CMG) aimed to build the capacity of governmental and non-governmental actors working on migration, through interactive sessions with professors and instructors from the AUC and IOM thematic specialists.

Additionally, IOM Egypt is cooperating with the Faculty for Economic and Political Science of the Cairo University, and created a Migration Research Unit, which will in turn allow producing high-quality, evidence-based migration policy researches, creating a database of migration policy cases and training young Egyptians on migration policies.

In 2020, IOM Egypt and the United Nations High Commissioner for Refugees (UNHCR) have initiated a dialogue with the Ministry of Foreign Affairs and the Ministry of International Cooperation, on the creation of a Platform of Dialogue on Migrants and Refugees. In 2021, such Platform has further developed under the umbrella of the UN Resident Coordinator, with UNHCR and IOM remaining the two main instigators. At the same time, IOM Egypt interacts closely with the civil society and works in collaboration with national and international NGOs, media and other actors in the society.

Many aspects of migration are of interest to various stakeholders including governments, civil society and private sector. The multidimensional nature of migration makes the involvement of the private sector an essential component of a coherent and comprehensive approach. IOM Egypt will continue to invest on its private sector engagement and partnerships.
4. INSTITUTIONAL DEVELOPMENT

4.1. RESEARCH AND POLICY

Building on its policy engagement and knowledge management of migration, IOM Egypt aims to create closer interlinkages between data collection and migration policy design through its enhancement of migration research units in CAPMAS and in Cairo University, which both serve in producing more coherent, flexible and scalable solutions through improved data collection and analysis.

4.2. STRATEGIC COMMUNICATIONS AND INNOVATION

IOM Egypt has enhanced – and continues to do so – partnerships with governments, other UN Agencies, Funds and Programmes, media, NGOs, private sector and local communities and leads conversations on migration and displacement, building on its credibility and positioning.

It ensures balanced accounts of migration by disseminating data and knowledge to a wider audience and by using a participatory approach with migrants.

To further expand its visibility and outreach, IOM Egypt continuously seeks out new partnerships to encourage the inclusion of innovative methods and processes into its actions. IOM will strengthen partnership to ensure it is well-positioned to promote innovation and technology to support migrant workers and end protracted situations for displaced populations and host communities.

IOM will make use of and expand its strong networks to ensure migration policy and cooperation that spans borders, regional and interregional, work with the UN Communications Group at the country level and enhance communication initiatives on country-level innovations in the area of migration.
5. THE WAY FORWARD

Based on IOM expertise, migration governance requires a comprehensive migration management approach. IOM Egypt aims to lead action plans for the implementation of the Global Compact for Migration and for the execution of the most relevant actions and objectives.

In Egypt, in particular, there are additional number of important elements that need to be added to the equation, which are linked to the impact and contributions of the Egyptian expatriates to the economic development and growth of the country, as well as cross-cutting themes, such as the need to address protection issues, particularly for women and children.

The stages of the migration process are interlinked and involve a variety of actors, partnerships and policy considerations at different levels and of varying degrees. Participants to the migration process in Egypt are multifaceted and diverse. In this regard, IOM Egypt engages with public and private entities, including more than ten Ministries which have been identified by IOM as working either directly or indirectly on migration issues, as well as individuals, such as employers, family members, community organizations, international organizations and development partners.

IOM Egypt will continue supporting the Government of Egypt and its partners to operationalize the 23 objectives of the Global Compact for Migration, the 17 SDGs and the six elements of the MiGOF in governing migration, in addition to Egypt Vision 2030.

Overall, the migration process includes complex linkages between, inter alia, economic, social, trade, labour, health, cultural and security policy areas, as well as rights and obligations including, at the international level, those of migrants and States. In that sense, the strategy seeks engagement and partnerships with new stakeholders effective in the migration dynamics. In addition, the Strategy seeks to support more comprehensive policies that would take the three pillars of resilience, mobility and governance into account, in addition to actions aimed at reducing the gap between policy and reality.