



International Organization for Migration (IOM)



The Middle East and North Africa

ANNUAL REPORT 2013

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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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Table of contents

Introduction.....	2
IOM in brief	6
1. Protect the Human Rights of all Migrants	8
2. Reduce the Costs of Labour Migration	16
3. Eliminate migrant exploitation, including human trafficking	21
4. Address the plight of stranded migrants	28
5. Improve the perception of migrants	39
6. Integrate migration into the development agenda	45
7. Strengthen the migration evidence base	49
8. Enhance migration partnerships and cooperation	55
From disaster and conflict prevention to emergency response and long-term solutions: IOM's Operational approach to Migration Crises	63
Promoting rights-based and effective migration governance and border management.....	79
Key statistics for IOM's activities in the Middle East and North Africa for 2013	87

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Annual Report 2013



International Organization for Migration (IOM)

Introduction

2013 was a landmark year which saw the second UN High-level Dialogue on International Migration and Development (HLD) of the 68th Session of the General Assembly, which took place on the 3–4 October at the UN Headquarters in New York City. The HLD was marked by a significant evolution in the UN debate on migration and development, as evidenced by the Declaration adopted by consensus at its opening.

One substantive outcome of the HLD was greater recognition of the relevance of migration for all countries. Key messages that stood out were that: (a) respect for the human rights of migrants needs to take centre stage – both as an end in itself and as necessary part of harnessing the benefits of migration for migrants and societies; (b) the links between migration and

development are critical and migration has great relevance for the United Nations post-2015 development agenda; and, (c) there is great concern on the part of the international community for stranded migrants and migrants caught in crisis situations, as well as for the widespread hazards, distress and abuse suffered by migrants in transit and destination.

The Secretary-General also set out his 8-point agenda for making migration work for all:

- i. Protect the human rights of all migrants;
- ii. Reduce the costs of labour migration;
- iii. End exploitation of migrants including human trafficking;

Thousands of Syrian refugees flee to Iraqi Kurdistan through Peshkhabour border crossing. © IOM 2013

- iv. Address the plight of stranded migrants;
- v. Improve the public perception of migrants;
- vi. Integrate migration into the development agenda;
- vii. Strengthen the migration evidence base; and,
- viii. Enhance migration partnerships and cooperation.

The HLD has provided a consensus and a call for action. As the global lead agency on migration, and following the recognition of IOM's expertise in the HLD Declaration and in numerous statements of representatives of IOM Member States, IOM will continue to support Member States in addressing the issue of migration and development in a holistic and comprehensive manner, together with its UN partners.

The 8-point agenda is nowhere more relevant than in the Middle East and North Africa (MENA) region, which comprises some of the largest destination countries for foreign labour as well as some of the most important countries of origin and transit. Migrants in countries of destination provide essential labour supply at all skill levels. Expatriate communities from the region contribute to economic development not only through sending remittances but also through their investments, the transfer of skills to build capacity in their home countries, and their ability to build trading networks that contribute to economic growth.

Migration flows in the region are complex in nature and often include migrants with significant and different vulnerabilities and needs, such as those escaping conflict, severe economic hardship, famine or drought; victims of exploitation; unaccompanied migrant children; those forced to return involuntarily to their countries of origin; or those who have become stranded. Such flows are often irregular, posing significant difficulties for their management and response.

In 2013, migrants from vulnerable populations in or transiting through North Africa continued to risk arduous and life-threatening boat journeys across the Mediterranean in search of safety. Some of these journeys were unsuccessful, leading to the deaths of migrants in tragedies such as those off the island of Lampedusa in October.

Transitional environments in the region continued to be dynamic and often unpredictable as political competition has taken place amidst institutional upheaval and shifting public opinion, posing significant challenges for socioeconomic development. Within this context, migration flows continued to have transformative effects on migrants themselves, communities of origin, and host communities, requiring that they be governed accordingly to ensure that developmental objectives and migrants' rights are safeguarded.

In other parts of the region, protracted crises continued to require large-scale, sustained humanitarian response. By the end of 2013, approximately 6.5 million Syrians were internally displaced in the Syrian Arab Republic and around 2.5 million Syrians had registered for international protection in neighbouring countries, with the total number of Syrians having fled to neighbouring countries likely to have been significantly higher. More than half of those displaced are children. The scale of the crisis has exceeded the financial and humanitarian response capacities of national governments, international organizations and other relief organizations. Meanwhile, in Yemen, high levels of poverty and food insecurity, combined with localized conflict, continued to exacerbate chronic displacement and hunger. Local economies in Yemen looked ill-equipped to provide sufficient livelihood opportunities for the large number of Yemeni migrants who started coming back from Saudi Arabia as of March 2013, creating great concern that this would place additional strain on already vulnerable communities in Yemen. The number of destitute and stranded migrants in Yemen from other countries, mostly in the Horn of Africa dipped as of mid-year but has since gradually risen to previous levels. This is in spite of migrants' awareness of the great many risks of irregular migration. In Sudan, there are currently 6.1 million people in need of assistance and 2.4 million internally displaced persons (IDPs). Close to 2 million are in Darfur alone which saw an escalation of violence in 2013

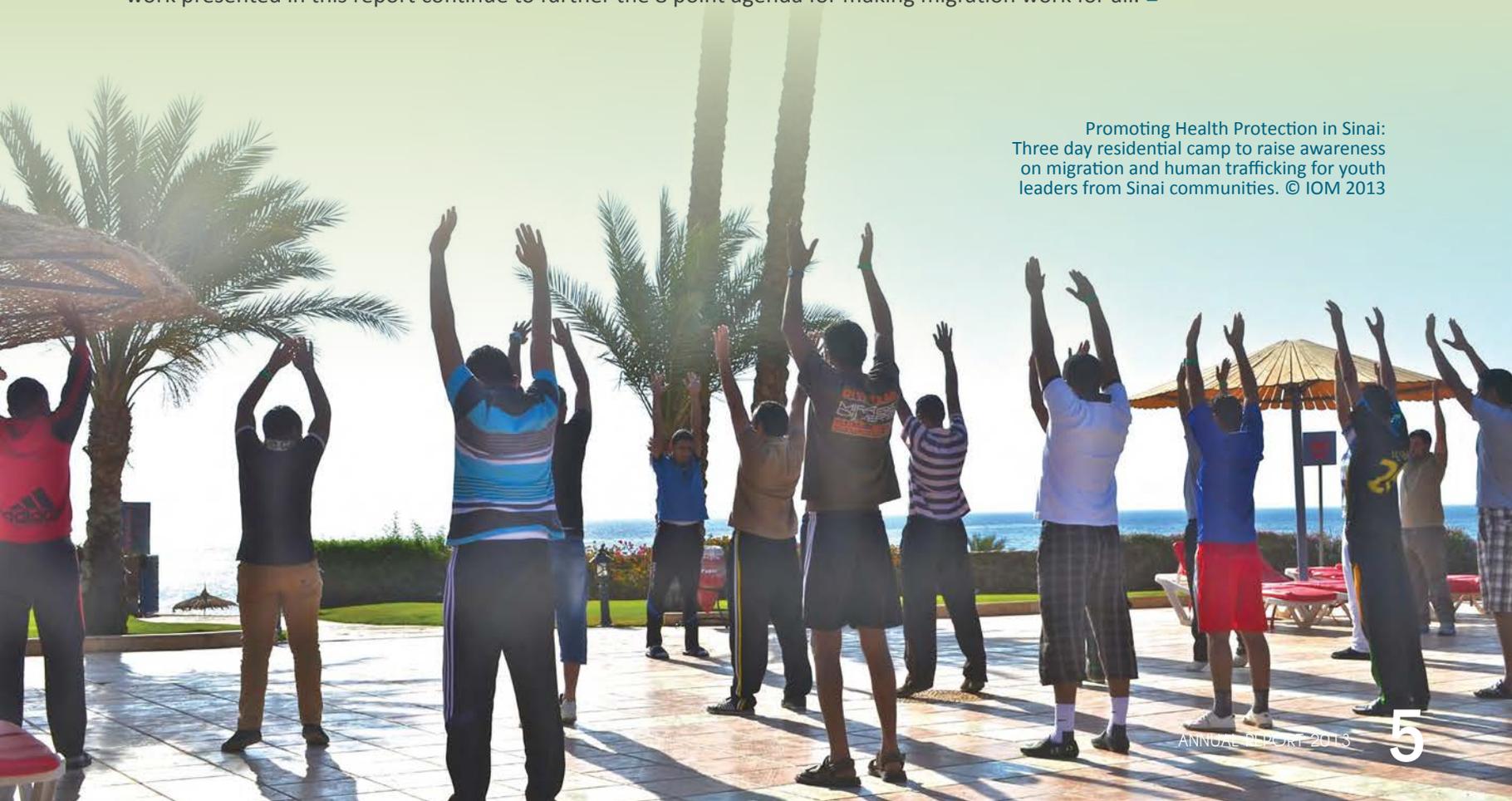
leading to 380,000 more displacements – the largest number since 2004 near the start of the Darfur conflict.

Tragically, further crises began to emerge and escalate shortly before the end of the year. The breakdown of order and escalating violence in both South Sudan and Anbar Province, Iraq, had already begun to impact heavily on the wider region and necessitate urgent humanitarian response.

This year's annual report will show how IOM's work in the MENA region during 2013 was already aligned with the Secretary General's 8 point agenda for making migration work for all, as set out at the HLD towards the end of the year. Each chapter of this year's report therefore presents, in turn, activities undertaken by IOM in 2013 which serve to further each of the eight agenda points. While the principal focus of the HLD was to look at how best to maximize the developmental impact of migration for the benefit of all, the scope of IOM's work as the global lead agency on migration extends beyond this and the eight point agenda. The report therefore includes two additional chapters: one to cover IOM's promotion of rights-based and effective migration governance and border management, and one to cover IOM's work in disaster and conflict prevention, emergency response, and the provision of long-term solutions.

As the forthcoming year sees the formulation of the Post-2015 Development Agenda, IOM will build on the momentum created by the HLD by continuing to highlight the important links between migration and development. It is IOM's hope that the areas of work presented in this report continue to further the 8 point agenda for making migration work for all. ■

Promoting Health Protection in Sinai:
Three day residential camp to raise awareness
on migration and human trafficking for youth
leaders from Sinai's communities. © IOM 2013



IOM in brief

IOM is an intergovernmental organization established in 1951 committed to the principle that humane and orderly migration benefits migrants and society. Globally, IOM has 156 Member States and 10 Observer States, as well as more than 8,400 staff working on over 2,300 projects in more than 480 offices. IOM's expenditures in 2013 amounted to USD 1.6 billion.

IOM works to help ensure the orderly and humane management of migration, to promote international cooperation on migration issues, to assist in the search for practical solutions to migration problems and to provide humanitarian assistance to migrants in need, be they refugees, displaced persons or other uprooted people. The IOM Constitution gives explicit recognition to the link between migration and economic, social and cultural development, as well as to the right of freedom of movement of persons.

IOM works in the four broad areas of migration management: migration and development, facilitating migration, regulating migration, and addressing forced migration. Cross-cutting activities include the promotion of international migration law,

IOM reintegration officer pays a visit to a family that returned to South Sudan (RAVEL Project). © IOM 2013



policy debate and guidance, protection of migrants' rights, migration health and the gender dimension of migration. IOM works closely with governmental, intergovernmental and non-governmental partners in these areas.

IOM's office in Cairo was established in 1991 to assist third-country nationals forcefully displaced by the Gulf War. Today, Cairo also hosts IOM's Regional Office for the Middle East and North Africa (MENA), which covers activities in Algeria, Bahrain, Egypt, Iraq, Jordan, Kuwait, Lebanon, Libya, Morocco, Oman, Qatar, Saudi Arabia, Sudan, Syrian Arab Republic, Tunisia, United Arab Emirates and Yemen. It provides policy, technical and administrative support staff working in 13 countries in the region. ■



1. Protect the Human Rights of all Migrants

Human rights are a crucial facet of IOM's mandate and obligations. The IOM Strategy document states that IOM should "enhance the humane and orderly management of migration and the effective respect for the human rights of migrants in accordance with international law." Moreover, as stated in the IOM Constitution, "in carrying out its functions, the Organization shall cooperate closely with international organizations, governmental and non-governmental, concerned with migration, refugees and human resources in order, inter alia, to facilitate the coordination of international activities in these fields..." IOM's Director General recently expressed IOM's formal and explicit commitment to the U.N. Secretary-General to the principle of placing the human rights at the forefront of its work.¹ Human rights are a "practical and universal expression of the inherent dignities of all human beings,"² as the High Commissioner for Human Rights recently put it, and are not "a reward for obeying migration regulations."

IOM's activities in the MENA region aim to ensure that the rights of all migrants – regular and irregular - are respected and protected. IOM works to increase knowledge, acceptance of the legal instruments that protect migrants' rights, as well as to promote the ratification and implementation status of these instruments. IOM also assists States in developing or amending migration policies and legislation to conform to international migration law in order to manage migration more effectively and in a manner consistent with international law principles. Finally, IOM mainstreams a human rights-based approach into all of its programming in the MENA region, through supporting States in meeting their obligations to respect, protect and fulfil human rights and supporting migrants in enjoying their rights, including through the provision of legal counselling and working to empower migrants with a knowledge of their rights; material, psychosocial and health assistance; and awareness-raising for migrants and host communities. This is a cross-cutting area of work, which is reflected in all of the activities detailed under the other nine sections of the report. However, some examples of key activities with a human rights and international migration law focus are provided below.

1 Letter of IOM's Director General to UN Secretary General dated April 29, 2014.

2 Office of the High Commissioner for Human Rights, opening statement by the High Commissioner for Human Rights at the high-level meeting on "Migration and human rights: towards the 2013 High Level Dialogue on International Migration and Development, 4 September 2013, available at <http://www.ohchr.org/EN/NewsEvents/Pages/DisplayNews.aspx?NewsID=13714&LangID=E>.



Poliomyelitis Vaccination in Egypt Campaign. © IOM 2013

Increasing knowledge and acceptance of the legal instruments that protect migrants' rights, as well as promoting the ratification and implementation status of these instruments

Human rights are universal, in that they apply regardless of political, economic, social and cultural systems. Their universality is demonstrated, inter alia, by the fact that all States have ratified at least one of the core human rights treaties, and 80 per cent of States have ratified four or more of these instruments, reflecting the consent of States and creating legal obligations for them. This applies to States of the region, which have all signed at least one of the core human rights treaties; and all are party to the Arab Charter on Human Rights. For example, all States of the region have ratified the Convention on the Rights of the Child. Importantly, a number of States of the region have ratified the International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families (ICRMW), including Algeria, Morocco, Egypt, Libya, and the Syrian Arab Republic. IOM is part of the International Steering Committee for the Campaign for Ratification of the Migrants Rights Convention. Becoming a party to the Migrant Rights Convention signals a State's willingness to fully adhere to the human rights of migrants.

Assisting States in developing migration policies and legislation that conform to international migration law in order to manage migration more effectively and in a manner consistent with international law principles

Throughout 2013, IOM continued to provide support to Governments in the development and review of migration policies and legislation. In the field of human trafficking, for example, IOM continued to support Morocco, Libya, and Yemen in their efforts to ratify the UN Palermo Protocol on human trafficking. In Egypt, IOM, together with the Ministry of Interior and the Ministry of Justice, issued guidelines on the implementation of the law on counter-trafficking, with one of the purposes of the law being increasing access to justice to victims of traffickers, and has since trained over 700 law enforcement and criminal justice actors. In Libya and Yemen, IOM also assisted the Government in its drafting of comprehensive anti-trafficking legislation. A number of IOM's recommendations in Libya addressed the issues of detention and access to justice, including: the recommendation to explicitly state that detention facilities are not suitable for trafficked victims; to refer to the obligation to provide victims with specific information regarding administrative and judicial

procedures; to recognize their right to compensation; and to give preference to voluntary return. Additionally in Yemen, IOM provided technical assistance and inputs into the work plan of the established National Technical Committee to Combat Human Trafficking. Furthermore, IOM established under the European Union funded Stabilizing at-risk communities and enhancing migration management to enable smooth transitions in Egypt, Tunisia and Libya (START) programme a policy and legislative task force which brings together relevant governmental actors to comprehensively study existing laws and policies in order to address gaps in legislation. IOM is also working with its regional partners to develop standard operating procedures between civil society entities and detention facilities to address the legal rights and needs of detained migrants. Further, at the request of the Government of the Kingdom of Morocco, during the latter half of 2013, IOM advised on the ongoing reform of migration legislation and policies in this country. This forms part of the Moroccan Government's efforts to implement a new migration policy which aims to, among other objectives, fully incorporate protection of human rights of migrants. The Moroccan Government initiated this process in response to the National Human Rights Council's thematic report on the situation of migrants and refugees in Morocco, published in September 2013, as well as King Mohammed VI's strategic guidance to improve the situation of undocumented migrants in Morocco. At the Government's request, IOM advised on legislative acts relating to migration and provided support

in the development of legislation and policies conforming to international standards. IOM will continue to support national and regional efforts throughout 2014.

Providing training for government officials on international migration law

In the context of IOM's involvement in assisting the Government of Morocco in restructuring its migration policies, IOM was requested to provide trainings on international migration law to government officials. IOM also organized a series of trainings on international migration law and counter-trafficking of human beings for judges and prosecutors in Alexandria, Egypt, in December 2013, which will be repeated at the national and regional level throughout 2014. These trainings and technical assistance contributed to the dissemination of information on international migration law, thereby enhancing the understanding of and respect for human rights of migrants.

Across the region IOM further carried out a wide variety of activities, focusing on different aspects of migrants in detention through trainings, legislative advice, and other programming designed to support migrants' rights, including the provision of legal aid. In Libya for example, IOM conducted counter-trafficking trainings for 102 Libyan judges and prosecutors to

alert these key actors to the situation of potentially trafficked persons. In Jordan, the Ministry of Justice established a National Screening Team representing the Ministry of Justice, Ministry of Foreign Affairs, Ministry of Interior, Labor, and Public Security Department to identify presumed victims of trafficking and provide necessary referral. Other trainings have addressed the human rights of migrants, their needs, legal remedies and best practices, as well as international law sessions about national obligations under various international instruments.

Empowering migrants through the provision of legal assistance and alternatives to prolonged or arbitrary immigration detention

Across the MENA region, IOM works to protect migrants' access to justice through its multifaceted approach to promoting migrants' rights. Indeed, access to justice and the provision of legal aid is a core form of assistance integrated into all of IOM's migrant protection and anti-human trafficking programming. In 2013, projects across the Maghreb and Mashreq encompassed new forms of provision of legal assistance to vulnerable migrants, including victims of trafficking. Legal assistance includes taking the testimonies of victims to facilitate the prosecution of traffickers, guaranteeing the security of the

victims through government shelters, and providing transport and translation services when needed. In this regard, IOM was able to support a number of cases to receive justice in 2013. To ensure the most comprehensive provision of assistance possible, and through existing cooperation mechanisms between IOM and its partners, the Organization equally provides supplementary services to trafficked victims and vulnerable migrants including health services, psychological support, and referral for refugee status determination.

Additionally, IOM operates Assisted Voluntary Return and Reintegration (AVRR) programming in most countries in the region to ensure the voluntary, safe and humane return of vulnerable, irregular, and stranded migrants across MENA. AVRR serves as a humane and more sustainable alternative to deportation and –within very specific limitations³- can also be operated to limit unnecessary, arbitrary or indefinite administrative detention of irregular migrants. In many countries across the region, IOM is granted access to vulnerable or stranded migrants in administrative detention to ensure screening for vulnerabilities and eventual counselling regarding voluntary return and reintegration options. ■

³ AVRR can only be offered to migrants in administrative detention for migration related violations. In order to ensure the full voluntariness of the decision, special conditions must be applied (as outlined in IOM Internal Guidance Notes).



International Migration Day December 2013. Picture taken at the Immigration, Passport and Naturalization Authority (IPNA), Sana'a. ©IOM 2013

Protecting the rights of migrants in detention and providing humanitarian alternatives

In the context of IOM's work, issues related to the protection of rights of the most vulnerable migrant groups have special priority in the Organization's agenda. Specifically, IOM is concerned with the protection of rights of migrants in immigration detention; detainees being a group that is particularly vulnerable to having their rights violated or rendered unenforceable. Indeed, the unnecessary and arbitrary immigration detention of irregular migrants is a practice that should be reconsidered, and alternatives otherwise sought. A number of challenges face detained migrants including lack of access to clearly recognized legal remedies; varying degrees of legal recognition of their rights to challenge detention; lack of effective screening mechanisms in place to determine the necessity of detention and to identify the most vulnerable migrants; arbitrary or ad-hoc access to the justice system; and general lack of availability and access to legal services while in detention.

Much of IOM's work in the Middle East and North Africa focuses on strengthening legal rights of migrants in detention to ensure that the following rights and standards are better taken into consideration:

1. The right to be informed upon entry in the territory and while in detention;

2. The right to communicate with the outside world;
3. The obligation of registering the presence of any migrant placed either in custody or in detention;
4. The obligation to establish a maximum period of detention in national legislation;
5. The right to humane detention conditions and obligation to respect the inherent dignity of every human being;
6. The obligation to allow monitoring of reception centres;
7. The prohibition against detaining vulnerable individuals.

Where possible, AVRR can limit or avoid administrative detention for irregular migrants.

IOM has been promoting alternatives to detention in the MENA region, which are more consistent with the preservation of migrants' rights and reduce the proven harms of detention; and IOM presented the MENA context at an International Detention Coalition event in 2013. Effective alternatives to detention include community management programmes, open centres, release with registration requirements, reporting requirements, and the use of a guarantor. Alternatives to detention are more proportionate to the aim that States want to achieve and, at the same time, may result in important financial and resource

savings for States.⁴ Alternative measures should be subject to legal review, when they still result in a restriction of liberty, and migrants should be granted the possibility to challenge such measures before a competent judicial authority. Specific standards applicable to non-custodial measures include:

1. The obligation to establish a presumption in favour of liberty in national law;
2. The obligation to first consider non-custodial measures for migrants in national legislation;
3. The obligation to proceed to an individual assessment;
4. The prohibition of discrimination in the application of non-custodial measures;
5. The obligation to choose the least intrusive or restrictive measure.

⁴ International Migration Law Unit, *Information Note on International Standards on Immigration Detention and Non-Custodial Measures*, International Organization for Migration, November 2011, available at <http://www.iom.int/files/live/sites/iom/files/What-We-Do/docs/IML-Information-Note-Immigration-Detention-and-Non-custodial-Measures.pdf>.

Sana'a IPNA distribution of baby kits. © IOM 2013

INTERNATIONAL ORGANIZATION FOR MIGRATION المنظمة الدولية للهجرة



2. Reduce the Costs of Labour Migration

With good reason, much emphasis has been placed on the positive aspects of labour migration in recent years as an instrument to raise family income and living standards, help people escape poverty and unemployment, and to support economic development in countries of origin and destination. Nevertheless, the labour migration process can also come at great cost for some, both in regards to the financial costs of the process, as well as social costs relating to the physical and psychological well-being of migrants and the family members they leave behind.



Hand grip and reaching for objects as part of the assessment of developmental milestones: Samar, a little Sudanese girl in the process of being resettled to the UK. © IOM 2013



Promoting better health and well-being amongst migrants transiting through Egypt and Yemen: Health Awareness Day. © IOM 2013

Through capacity-building of government counterparts across the entire cycle of the labour migration process, as well as direct service provision to migrants, IOM has continued in its efforts to reduce the costs and increase efficiencies within the labour migration system, while improving systems to uphold the rights of all labour migrants.

Ensuring the psychological and physical health of migrants and their family members should be a critical priority for all stakeholders within the process: governments of countries of origin and destination, and employers themselves. Informing migrant workers of their rights and providing referral services so that migrants can access their rights is a key part of IOM's work through the delivery of pre-departure services for migrant workers as well as activities to inform migrants of services within countries of destination. In order to effectively protect the health of migrants, for example, a number of policies and programming decisions need to be taken into account throughout the mobility cycle: (i) ensuring that the worker meets the health and physical fitness requirements of the country of destination and the intended occupation prior to their departure is essential in reducing the potential financial and emotional costs upon the prospective migrant worker; (ii) developing pre-departure orientation programmes to raise awareness among workers and their families about lifestyle issues (diet and exercise) to help maintain health as

well as about services available in the country of origin and destination to further physical and psychosocial well-being; (iii) ensuring that governments develop migrant-inclusive health policies and programmes, including making sure that migrants have access to preventative healthcare at reasonable costs and that services take a migrant-friendly approach, taking into account potential challenges relating to language, mobility, and availability. Throughout 2013, IOM has continued to work on all these fronts both by advising relevant government counterparts on the issues and measures to be taken and providing direct assistance through project activities.

When it comes to the international labour migration cycle, costs within the recruitment process itself can be considerable – costs that too often place a disproportionate burden on prospective migrants who can find themselves paying several thousands of dollars or indebted within the process of securing a job abroad. This limits the capacity of labour migration to effectively support development and poverty alleviation and can also lead to further vulnerabilities for migrants, such as debt-bondage and even human trafficking. The high costs of recruitment relate primarily to lack of adequate regulation as well as inefficiencies within the processes themselves. IOM has continued to work to tackle these issues by supporting the establishment of networks to better monitor the recruitment process and provide employers with clear options for ethical recruitment, as well as building capacities of public employment and training systems to effectively match international labour supply and demand.

At the global level, IOM has launched an initiative for the establishment of an International Recruitment Integrity System (IRIS). The initiative is intended to set up a network of recruitment agencies who are recognized as practicing ethical recruitment and who are audited on a periodic basis to ensure the integrity of their practices. By developing a recognized network of ethical recruiters, employers concerned about issues of corruption or unethical practices within their



Promoting better health and well-being amongst migrants transiting through Egypt and Yemen: Health Awareness Day. © IOM 2013

recruitment chain will now have a reliable source to turn to, to inform their recruitment practices.

Within MENA, IOM is working to promote the IRIS initiative and build partnerships on the ground throughout the region that generate awareness on the importance of corporate social responsibility within international recruitment practices. In January 2013, for example, IOM Kuwait brought together academics, policymakers and leaders in the private sector throughout the Gulf Cooperation Council (GCC) for a workshop on Corporate Social Responsibility in relation to labour mobility. Beyond recognizing how private sector actors could work to enhance the linkages between migration and development, outcomes from the workshop clearly emphasized the need for companies to ensure their human resources supply chains— from recruiters in countries of destination, to agents and sub-agents in countries of origin – function in an ethical manner.

IOM also works with a number of stakeholders throughout the region across the spectrum of the recruitment process in order to increase efficiencies, reduce costs, and build value into the international labour migration process. In 2013, in addition to capacity-building trainings delivered to government representatives of both countries of origin and destination for labour migrants, IOM worked closely with ministries and

agencies in Egypt and Tunisia, for example, to build capacity in identifying international job opportunities and responding to these opportunities through the development of international labour market analyses, the establishment and improvement of databases to facilitate the matching process, and the development of Migrant Resource Centres and pre-departure orientation sessions for prospective labour migrants. Also, IOM is now working closely with the Government of Egypt to draft a “Labour Migration Promotion Strategy”. In Iraq, through the Reintegration through Job Matching and Placements (MAGNET) programme, IOM is establishing similar mechanisms, providing referral services, training and job matching to support the sustainable reintegration of Iraqis returning from the European Union.

At the same time, IOM continued to provide support and capacity-building to countries of destination in regards to both labour migration policy and programming, aiming to support the development of labour migration systems that are more in line with labour market needs and operated more efficiently between partners in countries of origin and destination in order to reduce costs and improve services to labour migrants and employers.

IOM has also continued to work with training institutions in the region in order to build capacity and create linkages between



IOM Kuwait brought together academics, policymakers and leaders in the private sector throughout the GCC for a workshop on Corporate Social Responsibility in relation to labour mobility. © IOM 2013

institutions and private sector employers both domestically and internationally. By building these networks and establishing in-school career guidance centres that are dedicated to identifying opportunities and promoting employment for their students and graduates, greater value is generated for employers and workers and costs are reduced across the recruitment network. This is critical as too often within the MENA region training centres have not been sensitive or responsive to national or regional employer needs, generating graduates with skills that do not allow them to compete within the labour market. These initiatives are particularly critical to the region given the high rates of youth unemployment.

In 2014, IOM will build on the successes of 2013 and move further in its “whole-system” approach in addressing international labour mobility, looking holistically at the entire labour mobility process within countries of origin and destination. This will help identify and address challenges, improve cooperation, reduce costs, human rights violations, and abuses, and enhance the value of the process for migrants and employers, as well as for countries of origin and destination. Broadly speaking, this holistic approach will ensure that labour migration policies and programmes work for all. ■

3. Eliminate migrant exploitation, including human trafficking

Migration, when well managed, is of great benefit to migrants, host communities and States. Yet abuse and exploitation against migrants is all too frequent. While the supply of available migrant labourers remains a positive aspect of global development, behind the scenes the demand for cheap labour flourishes. Migrants are cheated and deceived throughout the recruitment process; may find themselves in situations of debt-bondage throughout their migratory experience; are denied access to exercise fundamental human rights; and at worst, are ill-treated, abused, controlled and trafficked into varying and multiple forms of exploitation.

The Middle East and North Africa remains one of the most significant labour receiving regions globally. Migrating in search of improved economic and employment opportunities, workers predominantly originate from labour sending countries in South Asia, South-East Asia, sub-Saharan Africa, and also from within the region. Migrants working in the region do so successfully, and many are able to gain new skills and remit funds back home. But for others the region becomes a place of employment in marginal, low status, inadequately regulated, informal sectors of economic activity with little security. At the same time, restrictive labour policies enshrined through the Kafala system in the Middle East and GCC have kept migrants in positions of vulnerability, dependent upon their sponsor and often not in possession of their identity documents.

In 2013, a number of key events impacted upon the prospects, and associated vulnerabilities, of migrants working in the MENA region. In the Gulf, for example, rapid and extensive immigration and labour reforms led to a regularization process, the requirements of which many migrants did not meet. For a majority, thereby rendered irregular, deportation or immediate departure were the only options. However, for others held in situations of exploitation, their identity documents withheld, such reforms forced their situation even further underground. Accounts of abuse, torture, exploitation, and human trafficking of migrant domestic workers and other service sector workers in particular were documented throughout the year.

Similarly, 2013 witnessed a drive to ensure the timely construction of a number of venues to be used in upcoming, major sporting events; and concerns were tabled by the international community regarding the conditions of work for much of the migrant labour force behind the construction of these stadiums.

Furthermore, ongoing and protracted crises in the region, and specifically the Syrian crisis, continued to have manifold impacts upon migrant labour, exploitation and human trafficking. Forced into undertaking inherently risky survival strategies for lack of other alternatives, a number of cases came to light in 2013 of Syrians trafficked into forced labour,



Campaign material developed for the IOM Jordan campaign to combat human trafficking, "We are All Workers - We have Rights and Duties." © IOM 2013

sexual exploitation, and underage, forced marriage. At the same time, concerns grew with regards to the impact of the Syrian crisis on traditional migrant labour workforces, from within and beyond the region, in neighbouring countries which host Syrians. There is a need to continue to assess whether the crisis has led to increased vulnerabilities and abuses of such migrant workers or a further reduction in legal employment opportunities, possibility forcing migrants – as well as Syrians and host communities- into irregular, “dirty, dangerous, or degrading” work.

Despite such challenges, countries within the region undertook a number of important steps in 2013 to eliminate migrant exploitation, including human trafficking. IOM supported these efforts through a threefold approach:

Protecting the most vulnerable, exploited and trafficked migrant workers through the provision of comprehensive direct assistance

During 2013, IOM offices in the region provided comprehensive direct assistance to 953 individuals trafficked for varying forms of exploitation such as forced labour, sexual exploitation, forced marriage, begging and slavery. Each trafficked person receives highly individualized care, often over a period of several months.

Common forms of assistance include: safe accommodation; medical assistance; psychosocial support; legal and consular assistance (including refugee status determination together with national asylum authorities, where needed); return counselling; return travel and reintegration assistance; education and skills development; and livelihood support. IOM offices in Morocco, Tunisia, Libya, Egypt, Sudan, Yemen, Jordan, Iraq, Lebanon, Syrian Arab Republic and Kuwait further responded to protect trafficked individuals in their respective countries. IOM also worked through partners to assist trafficked persons exploited in other GCC countries. A priority for IOM in 2014 will be the increased availability of tailored assistance services to male victims of trafficking, often under-identified in the region, through the increased development of specialized, gender-appropriate services such as shelter.

Capacity-Building for government agencies and civil society actors at the national and regional level to help prevent, prosecute and adjudicate human trafficking cases whilst protecting the rights of victims

In 2013, IOM continued to work with its partners to provide comprehensive technical assistance to States to eliminate human trafficking and other abuses against migrants. In Kuwait, for example, IOM hosted a number of regional trainings to further build the capacity of front line officers across the GCC to prevent human trafficking and protect victims of the crime. In Egypt, IOM continued its efforts to further capacitate law enforcement officials, and specifically judges and prosecutors, to implement Egypt's anti-trafficking legislation, Law 64, and thereby to prosecute traffickers and ensure justice for trafficked persons. To date, more than 1,000 officials have been trained and cases of human trafficking are now going through the Egyptian courts. This model is also being replicated by other IOM offices including in Iraq, Jordan, Lebanon, Morocco, Tunisia, Sudan and Yemen. In Bahrain, IOM and the Kingdom of Bahrain's Ministry of Foreign Affairs organized a workshop to build national capacities to combat

trafficking in persons through improved criminal investigations and coordinated efforts. In Jordan, IOM conducted trainings for 42 labour inspectors and criminal investigators to support the Government's efforts at detecting and prosecuting cases of forced labour and human trafficking. IOM was also invited to provide a session on victim assistance at a UN Office on Drugs and Crime workshop for 30 Jordanian and 5 Iraqi police officers. IOM also continued to provide technical support to Jordan's National Committee on Human Trafficking to consolidate the country's identification and referral system, and directly assist victims of trafficking by establishing and administering a Victim Assistance Fund. In 2013, 223 victims of trafficking benefitted from the fund with voluntary returns from Jordan, while 99 applied for reintegration assistance with IOM. In Lebanon, IOM conducted a series of trainings on human trafficking, victim identification and protection, building the capacity of 21 front line officers to identify and refer victims through a human rights-based approach.

IOM also made available new tools to further help in the fight to combat human trafficking and migrant exploitation.

Policy Development, Dialogue and Advocacy

Strong legal and policy frameworks are critical to ensure that criminals such as human traffickers are prosecuted, victims protected and ultimately, migrant exploitation ended. While the majority of countries in the region have signed the UN Palermo Protocol against trafficking, there are still gaps with regards to the development and implementation of national anti-trafficking legislation and labour laws. In 2013, IOM worked with a number of countries to assist in their efforts to enact such legislation. In Iraq, for example, IOM is providing direct technical support to the newly established counter-trafficking committee since passage of its anti-trafficking legislation in 2012. IOM also supported the Governments of Morocco, Sudan, Tunisia, and Yemen to ensure that the drafting of respective anti-trafficking laws is in line with international standards.

In Sudan, IOM and UN High Commissioner for Refugees (UNHCR) launched the Strategy to Address Human Trafficking, Kidnappings and Smuggling of Persons in 2013 as a joint effort between both agencies and the Government of Sudan to increase the protection of refugees, asylum-seekers and migrants at risk of abuse by smugglers and traffickers on the way into, through and out of Sudan.

Advocacy and awareness raising on migrant rights and against migrant exploitation and human trafficking equally formed a core pillar of IOM's response in 2013. In Tunisia, for example, IOM launched the country's first research on human trafficking, which has already translated into policy developments in the country. The research also identified the particular vulnerability of youth to human trafficking, resulting in the production of the targeted awareness raising campaign, *The Story of Fatma*. Numerous awareness raising activities were held in Yemen for migrants in detention centres, shelters, migrant response centres and public areas where migrants spontaneously gather. Group discussions focused on migrant rights, existing national and international legal frameworks and the risks associated with irregular migration. ■



A scene from the awareness-raising video, “The Story of Fatma.” Having found a job on the internet, Fatma arrives at her destination and is welcomed by a man who takes her passport shortly afterwards. ©IOM 2013

PAVE: 'Protecting and Assisting Vulnerable and Exploited Migrant Workers'

Launched in 2013, and funded by the European Union, the IOM regional project PAVE ('Protecting and assisting vulnerable and exploited migrant workers') will create programmes in Egypt, Iraq, Jordan, Saudi Arabia and Lebanon to build government and civil society capacity to meet human rights standards in assisting vulnerable and exploited migrant workers, support and empower these migrants and reduce discrimination and xenophobia against them. The project has a comprehensive vision, a two-year run time, and an eye on concrete results, to be achieved both through a regional mechanism and country level engagement. The project also seeks to produce policy research on the need to provide comprehensive assistance to victims of trafficking.⁵

⁵ <http://www.theguardian.com/global-development-professionals-network/2013/jun/20/middle-east-maids-domestic-workers>.

SPEAK

ASSIST

PROTECT

COOPERATE

PAVE Action to **Protect** and **Assist** Vulnerable and **Exploited** Migrant Workers in the Middle East and North Africa
Speak for those who can't!



This project is funded by the European Union
Implemented by the International Organization for Migration



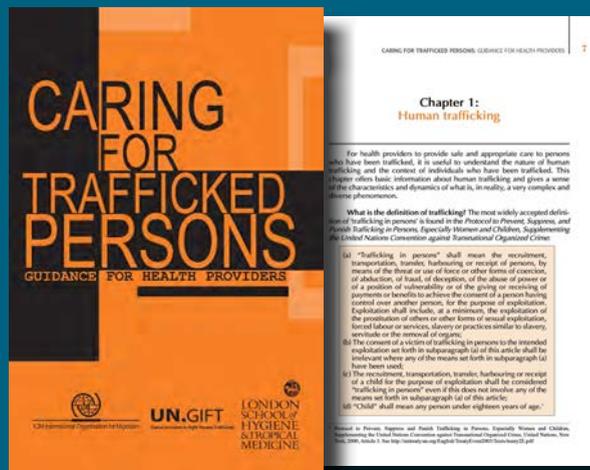
Caring for Trafficked Persons: Guidance for Health Practitioners

Recognizing that the health sector is a key partner to ensuring the protection of exploited migrants, but often lacking specific, tailored guidance on human trafficking and migrant assistance, in early 2013 IOM together with the London School of Hygiene and Tropical Medicine launched the Arabic version of the J/TIP funded Caring for Trafficked Persons: Guidance for Health Practitioners.

The development of the handbook and accompanying training package in Arabic represents a significant step forward in helping to develop capacity in the MENA region to identify victims of trafficking and provide them with appropriate care. For health-care providers, trafficking in persons is best understood as a serious health risk because as with other forms of violence, it is associated with physical and psychological harm. Health providers may come into contact with victims of trafficking at different stages of the trafficking process and at different stages of their recovery. The informed and attentive health-care provider can play an important role in assisting and treating individuals who may have suffered repeated abuse. For health practitioners, diagnosing and treating trafficked persons can pose a range of new challenges related to care provision.

To improve and finalize the training materials, 178 health providers participated in pilot trainings in seven countries covering three regions, held respectively in Spanish, English and Arabic. In MENA, trainings occurred in Jordan and Egypt.

The initiative was part of a global programme on health and trafficking that IOM and the London School of Hygiene and Tropical Medicine (LSHTM) have been jointly carrying out for many years. It has been funded by the US State Department Office to Monitor and Combat Trafficking in Persons (J/TIP).



4. Address the plight of stranded migrants

As the summer months of 2013 drew to a close, and with that the traditional peak time for sea crossings and migratory movements due to calmer waters, the international community was again faced with tragedy. Having departed from North African shores in October, a boat tightly packed full of migrants – too tightly – hit trouble across the Mediterranean and quickly capsized. Almost all of those on board including men, women, children, people in search of a better life, perished immediately. Yet this incident was not isolated.

On the occasion of the International Migrants Day, 18 December 2013, IOM's Director General reflected on the loss of life among migrants seeking to cross international borders."

"We will never know the true total, as many migrants died anonymously in deserts, in oceans or in other accidents," stated Ambassador Swing.

"However, our figures show that at least 2,360 migrants died this year while chasing the dream of a new life. These people are desperate – not even a very real fear of death prevents them from making their journey."



A Chadian mother sends her children to school back in N'Djamena with the support of the Reintegration Programme for Stranded Migrants in Egypt and Libya (RAVEL) grant. © IOM 2013

Whether moving across the sands of the Sahara and the Sahel or the waters of the Gulf of Aden and the Mediterranean sea, 2013 witnessed not only a significant number of migrants on the move to, through and from the Middle East and North Africa but regrettably, an increase in vulnerabilities and protection needs of those on the move. Fleeing conflict, insecurity and climate change, seeking new economic or educational opportunities, a number of migrants instead – year after year – find themselves stranded in transit countries, abused by ruthless smugglers, exploited by human traffickers, or in the most concerning cases, embarking upon journeys where their destination is never reached.

Action to address the plight of stranded migrants

These population movements happen throughout the world and attract considerable public attention when tragedies occur; these tragedies, however, strike within broader systemic challenges to migration management, the solutions to which are complex, requiring the engagement and cooperation of multiple stakeholders. Unless the international community takes decisive action to address the causes of irregular

migration, more migrant lives will be lost at the hands of people smugglers and traffickers. Now is the time for States to explore other ways of managing migration, among which is the possibility of increasing legal entry channels.

IOM calls for strengthening existing policies or developing new ones to protect the human rights of those who leave home to seek better opportunities. Measures to enable employers in countries with labour shortages to access potential migrants; measures to protect the rights of migrants and prevent the exploitation of stranded migrants; measures that work not only for countries of origin, transit, and destination but also for migrants.

IOM's efforts to address the plight of stranded migrants in MENA have continued to be orientated around three objectives:

1. Enhancing the knowledge-base on irregular migration flows and stranded migrants' needs and vulnerabilities:

Launched in 2012, IOM has continued in 2013 to work through the framework of the *Regional Migration Coordination Task Force for the North-Eastern Africa Migratory Route and North*



Returnee uses RAVEL reintegration grant to set up a small store selling edible oil in Addis Ababa with a plan to expand to include fruit and vegetables. © IOM 2013

Africa (MTF-NOAH). The inter-agency group comprised also of the United Nations High Commissioner for Refugees (UNHCR), the Office of the High Commissioner for Human Rights (OHCHR), the Danish Refugee Council (DRC) and the Regional Mixed Migration Secretariat (RMMS) has at its core the goal to promote a human rights-based approach to ensure the protection of people moving in mixed and complex flows along the North-Eastern Africa migratory route and in North Africa. Through coordinated efforts, key outputs will include the development of new policies, programmes and knowledge. In 2013 IOM offices in the region participated in a number of regional and national fora with a view to sharing knowledge on and best practices to better protect the rights of stranded migrants. In Yemen, this includes the Mixed Migration Task Force (MMTF), which IOM co-chairs with UNHCR, as part of a network of MMTFs throughout the Horn of Africa and Yemen region. In addition, IOM Yemen participated in the UNHCR-IOM supported monthly conference calls with the Regional Mixed Migration Secretariat (RMMS), headquartered in Nairobi. IOM Yemen and RO Cairo also attended the IOM Nairobi led Regional Committee on Mixed Migration which includes representation from Djibouti, Ethiopia Somaliland, Puntland and Yemen (the governments of Somalia and Kenya became members in 2013). UNHCR, Regional Mixed Migration Secretariat, and the Intergovernmental Authority on Development attend as observers. IOM has also commissioned a number of research papers on the issue which will be published in 2014.

2. Developing the capacity of government and civil society actors to protect stranded migrants, through the identification of vulnerabilities and the provision of direct assistance and durable solutions to migrants:

Throughout 2013, IOM offices continued to provide various training courses and other forms of technical assistance in countries of transit, origin and destination to further strengthen the capacity of governmental and civil society actors to identify not only particularly vulnerable groups of stranded migrants such as trafficked persons and unaccompanied minors, but to also counsel and refer such groups to assistance, while at the same time providing alternatives to detention. In Morocco and Tunisia, for example, IOM held a series of trainings for front-line governmental and civil society responders in contact with vulnerable, stranded migrants to continue to support the government with its national immigration reforms. In Jordan, IOM provided awareness raising sessions for 290 civil society organization representatives, members of the clergy, and employment agency staff. One of these events was the launch, which was presented by HRH Princess Basma. In 2013, IOM also continued to support a number of countries (Morocco, Tunisia, Sudan, Yemen) in the development of national anti-trafficking

legislation. In Egypt, IOM provided training and capacity-building opportunities both to governmental institutions and civil society to improve the protection of vulnerable migrants, including victims of trafficking and unaccompanied minors.

3. Providing innovative awareness raising and alternative livelihoods strategies among communities at risk and local communities, with a view to preventing exploitation in the outset or abusive practices by local communities:

Prevention is often considered better than cure. Throughout 2013 IOM offices in the MENA region continued to work to promote safe migration and alternatives to risky irregular migratory practices through innovative awareness raising. In Sudan and Yemen, for example, IOM worked together with governmental and other international and civil society actors to increase the awareness of migrants in transit and waiting to return against the abuses along the onward migratory routes. In Sudan, IOM developed posters and leaflets, and distributed them in the camps in Eastern Sudan, and border reception points. In Egypt, IOM held a number of puppet shows, targeted

at youth, to raise awareness on migrant rights.

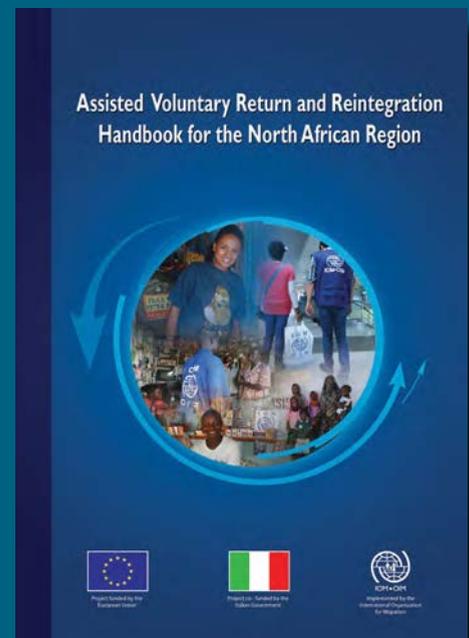
The reasons for people deciding to move irregularly, or the conditions leading to migrants becoming stranded in transit settings, are manifold; so too are the needed responses and the actors involved. Action to address the plight of stranded migrants must include countries of origin, transit, and destination. Throughout 2013, IOM offices in MENA worked to promote dialogue and cooperation within and between countries along the routes where migrants become stranded. For example, a number of successful intra-regional and inter-regional study tours were undertaken to promote the exchange of best practices, including on alternatives to detention. In other instances, IOM facilitated the exchange of trainers between countries to expose actors to other regional contexts. Finally, IOM supported a number of key processes including the three-day Regional Conference on Asylum and Migration from the Horn of Africa to Yemen which led to the adoption of the Sana'a Declaration and dialogue on addressing complex migration flows and upholding the rights of migrants along the Central Mediterranean route. Please refer to section eight. ■

AVRR HANDBOOK

In response to the growing need to facilitate and assist the voluntary return and reintegration of vulnerable and stranded migrants in North Africa, IOM Egypt launched *the Assisted Voluntary Return and Reintegration Handbook for the North African Region*. The handbook serves as a tool to build the capacity of governments, NGOs, international organizations, and other relevant partners in North Africa to establish effective Assisted Voluntary Return and Reintegration (AVRR) programmes, in accordance with IOM's and international standards. AVRR is an indispensable part of IOM's comprehensive approach to migration governance that supports the orderly and humane return and reintegration of migrants who are stranded and unable or unwilling to remain in host countries and wish to return voluntarily to their countries of origin.

The handbook is structured into two sections. The first section of the handbook provides an introduction to AVRR within the North African context and describes IOM's global and regional policies concerning AVRR. The second section offers guidelines, best practice, tips, case studies, and recommendations relating to the various stages of the AVRR process.

The production of the handbook was a key objective achieved under the “Regional Assisted Voluntary Return and Reintegration Programme for Stranded Migrants in Egypt and Libya (RAVEL)”, funded by the European Union and co-funded by the Italian Government.



Download link: http://publications.iom.int/bookstore/index.php?main_page=product_info&cPath=47&products_id=1064.

Weighing up the benefits and drawbacks of an open-door versus closed-door policy for a Government Operated Migrant Centre in Sana'a, Yemen

The Immigration and Passports National Authority (IPNA) compound in Sana'a, Yemen includes a government holding centre, managed by the Yemeni Ministry of the Interior. As such, the Government of Yemen, through IPNA has been detaining irregular migrants in it and has maintained a closed-door policy.

During the April 2013 crisis, (when the number of migrants stranded in Yemen escalated due to stringent immigration screening by Saudi Arabia), IOM began working in IPNA after negotiating terms of engagement with the Government of Yemen, specifically that IOM would assist with Water, sanitation and hygiene provision, non-food items, and food subject to the Government of Yemen operating with an open-door policy. This enabled the Government of Yemen to accommodate the scores of migrants released from smuggler camps and provide assisted voluntary return (AVR) to the most vulnerable migrants while the Government of Yemen effected its returns to Ethiopia. When the numbers inside IPNA fell towards the latter part of the year, IOM maintained support for an open-door policy as there were still many irregular migrants requiring humanitarian assistance and a passage home.

The open-door policy triggered lengthy queues of migrants having no option but to seek humanitarian assistance and return home through IPNA. Limited Government of Yemen's

funds earmarked for deportations, however, meant that the centre could not be vacated at the same rate as migrant arrivals to Yemen. The IOM voluntary return was a lengthy process, particularly when it pertained to minors, given the obligation to coordinate with other actors.

Conversely, exit from IPNA was permitted for irregular migrants (non-criminal cases) during most of the year, though paradoxically only a handful left the centre of their own accord as they had entered by choice with the intention of being returned to their country of origin through whichever means was fastest –deportation or voluntary return.

Benefits of an open-door policy:

- It is easier for humanitarian agencies to safeguard humanitarian principles at the holding centre;
- It automatically provides a capacity-building opportunity for the Government of Yemen in IPNA on detention and return best practices;
- There is a safer environment for migrants;
- Migrants receive centralised access to return (deportation / IOM Assisted Voluntary Return);
- Voluntariness is safeguarded and deportation is more humane.



Food distribution at the Immigration and Passports National Authority compound in Sana'a. © IOM 2013

Drawbacks of an open-door policy:

- Numbers of migrants can escalate beyond the Government of Yemen's capacity and resources thus rendering it dependent on international assistance;
- It is harder to discern genuine humanitarian destitute cases from "free-riders";
- The deterrents for repeat irregular migrants are even fewer;
- The sustainability of such an approach can be an issue without long-term guarantees for international assistance.

Given the limited means of the Government of Yemen to support such large numbers of migrants being hosted at their premises, the entire open-door policy came into question.



Dignity kit distribution at the Immigration and Passports National Authority compound in Sana'a. © IOM 2013

Saudi Arabia's Labour Market Restructuring

In March 2013, the Kingdom of Saudi Arabia applied the changes to the Nitaqat labour market system whereby two thirds of migrants in Saudi Arabia became irregular from one day to the next. The decision was followed by a massive exodus of migrants suddenly finding themselves in an irregular situation and eventually a systematic deportation campaign by the Saudi authorities started on 1st April. Extensive expulsion of Yemeni workers ensued mainly through three main land border entry points: Al Tuwal in Haradh district of Hajja governorate, Elb in Sa'ada governorate and Al-Boq between Sa'ada and Jawf governorates, along the main road that connects Sana'a to Saudi Arabia, as well as through the Sana'a airport.

Impact on International Migrants in Yemen

Enforcement of the Nitaqat system also temporarily halted the steady flows of international migrants transiting through Yemen irregularly on their way to Saudi Arabia. In parallel, in April 2013, the Government of Yemen tried to contain smugglers by raiding smuggler camps to free international migrants held hostage. The combined result of both actions resulted in a surge of international migrants stranded in Haradh, unable to cross the Yemeni-Saudi border and with nowhere else to go.



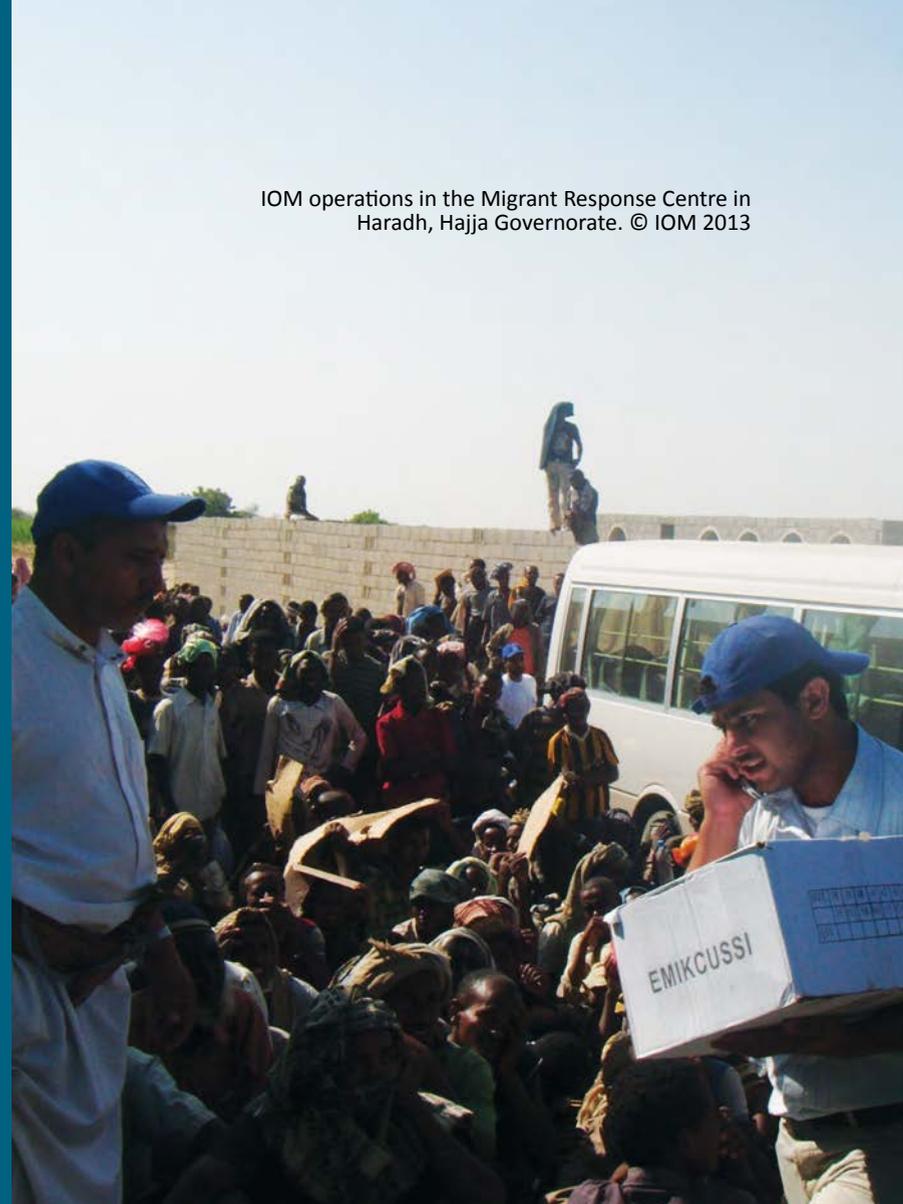
Food distribution and an IOM health clinic at the Al-Tuwal land border crossing point between Yemen and the Kingdom of Saudi Arabia. © IOM 2013

In response to this crisis, IOM provided emergency assistance, including shelter to stranded international migrants and assisted voluntary return (AVR) during the peak months. Throughout 2013, IOM provided 2,000 migrants with AVR while providing shelter and life-saving assistance to many more.

Impact on Yemeni Migrants in Saudi Arabia

Given the shared border, Saudi Arabia expelled hundreds of thousands of Yemeni migrants through land crossings. As of October 2013, IOM was able to monitor the daily flow of Yemeni migrants offloaded at Al-Tuwal border crossing through its own enumerators. In October 2013, 27,500 Yemeni migrants were counted and 44,579 in November, after which numbers fell in December 2013 to 37,122. Aside from providing drinking water to all returnees due to their dehydrated condition and harsh environment at Al-Tuwal, IOM prioritised emergency food, healthcare and material assistance to those Yemeni migrants requiring such urgent support, while trying to gauge the impact of lost remittances and on local service provision.

IOM operations in the Migrant Response Centre in Haradh, Hajja Governorate. © IOM 2013



5. Improve the perception of migrants

Migration dynamics in the MENA region are unique and complex. The region has some of the largest destination countries for foreign labour as well as some of the most important countries of origin, and increasingly, transit too. Despite migrants' increasing presence and crucial and overwhelmingly positive role in the region, the general public's image and representation of migrants, as in many parts of the world, tends to be unbalanced and predominantly negative; often based on uninformed assumptions and stereotypes, while the contributions of migrants to home and host societies remain largely unknown and misrepresented.

In fact, migrants can and do act as bridges between countries of origin, transit, and destination; they are conduits of innovation, information, and cultural exchange and contribute to both human and economic development. IOM therefore seeks to promote concerted efforts to acknowledge the positive role of migrants in today's world and works assiduously to ensure that the rights of all migrants are protected and respected, so that they are able to live in dignity and fully contribute within their society. Valuing the contributions of migrants to all societies will go a long way toward easing social tensions and make it easier for governments, societies, and migrants alike to reap the positive potential of international migration.

In the MENA region, IOM helps improve the perception of migrants, through:

Combating xenophobia, discrimination and social exclusion, through awareness raising, promoting dialogue and developing the capacity of governmental and civil society actors

IOM's activities in the region aim to raise awareness about the contributions migrants can and do make to their host countries and communities of origin, the difficulties they often face during their migratory experience, and their rights both as human beings and as migrants. IOM also helps migrants understand their lawful obligations to the States granting them admission.

Funded by the European Union and launched in 2013, the PAVE project ('Protect and assist vulnerable and exploited migrant workers') will create programmes in Egypt, Iraq, Jordan, Saudi Arabia and Lebanon to build government capacity to meet human rights standards, assist and empower migrant workers, and reduce discrimination and xenophobia against them.



Her Royal Highness Princess Basma bint Talal (fourth from left) and Jordanian and IOM officials at the launch event of the campaign to combat human trafficking, "We are All Workers - We have Rights and Duties." © IOM 2013

In Jordan, IOM and local and international partners launched the 'We are all Workers' information campaign to fight human trafficking and protect domestic workers. The campaign, which started in April 2013, aims to draw Jordanians' attention to the plight of domestic workers suffering abuse and exploitation, as well as to reduce cross-cultural misunderstandings, discrimination and xenophobia. Held under the patronage of Her Royal Highness Princess Basma bint Talal, the campaign relies on radio and TV spots, posters, brochures and booklets, and a website, combined with training for key stakeholders.

IOM's awareness-raising activities under other programmes also aim to highlight migrants' contributions to their host communities, in line with IOM's global information campaign 'It's Amazing What Migrants Bring', which will be rolled out in the region in 2014.

A pilot project currently implemented in Egypt and funded by the IOM Development Fund seeks to strengthen the Government's capacity to adopt a more integrated, inclusive and participatory approach to local planning and community development, taking into account both migrant and Egyptian communities. This is achieved through the identification of best practices and the provision of technical assistance to the government. The project targets Kilo-Arba'a-wa-Nuss, a severely congested urban settlement in Cairo's outskirts,

where a highly vulnerable Egyptian population lives alongside a sizable Sudanese community. Although both communities share similar problems – linked to the lack of quality education, inadequate sanitation, and poor health conditions – the situation has fueled resentment and suspicion, resulting in a high degree of segregation and social tension. IOM is working with the Egyptian Ministry of Education, civil society, and the resident community in Kilo Arba'a wa Nuss to strengthen community cohesion through building national and local institutional and community capacity to jointly improve living conditions, including education, hygiene, environmental health, and primary healthcare for Egyptian and migrant communities.

In order to promote social cohesion, IOM also carried out initiatives aimed at encouraging the accountability and responsibility of public institutions towards all communities, as well as promoting partnerships between law enforcement agencies and migrant communities. For example, IOM supported dialogue on community policing as a means to increase awareness of major vulnerabilities and aspirations of communities living on or near the border, including migrant communities, and to allow policymaking to better address them. In 2013, IOM continued to promote dialogue to enhance trust and cooperation between law enforcement agencies, community management teams and women's empowerment

groups for the effective operationalization of community policing in Iraq. IOM also delivered training on community policing to officials from the Egyptian Ministry of Interior. In collaboration with the International Labour Organization, UNHABITAT and Forum Internazionale ed Europeo di Riccerche Sull'Immigrazione, IOM also organized a regional training on the "Principles of Community Policing" in Kuwait, for 26 senior police officers from Bahrain, Kuwait, Oman, Qatar and United Arab Emirates.

A scene from the awareness-raising video, "The Story of Fatma." Having found a job on the internet, Fatma arrives at her destination and is welcomed by a man who takes her passport shortly afterwards.
© IOM 2013



Facilitating the integration of migrants in their new environment

In the MENA region, IOM supports the development and implementation of policies and strategies to enhance the social, economic, and cultural inclusion of migrants in their

new environment in countries of destination, which in turn reinforces the positive effects of migration. IOM programmes also seek to improve cooperation between countries of origin and destination, including engaging expatriate communities in the process to support the integration of new migrants in the country of destination, as the effectiveness of integration can be enhanced when the integration process begins in the country of origin, prior to emigration, and continues in the host country.

IOM carried out the following activities to empower both migrants settling in the MENA region and Arab emigrants:

- Dissemination of information in home and host countries on the rights and obligations of migrants and provision of pre-departure/cultural orientation and language courses. In 2013, for instance, IOM established three Migrant Resource Centres in Tunisia in cooperation with the Tunisian Government to provide relevant information to prospective migrants, as well as to support returning Tunisians to reintegrate the local labour market. IOM also continues to provide support to the Egyptian Government to build their capacity in providing information services, pre-departure orientation, and vocational training to Egyptians destined for employment abroad. Similarly, in Iraq

IOM is supporting the economic reinsertion of irregular migrants returning from Europe through job placements and the hosting of job fairs. The spirit of the Reintegration through Job Matching and Placements (MAGNET) project is to promote the reintegration of returning migrants through promoting in their investment while benefitting from skills gained abroad. In 2013, IOM continued to provide pre-departure and cultural orientation to Syrian and Iraqi refugees accepted for resettlement to Australia, Finland, Germany, the Netherlands, Norway, the United Kingdom and the United States of America. Designed to help refugees develop realistic expectations and to prepare them to be self-sufficient, these programmes focus on travel, on-arrival assistance, and managing cultural, social, and economic expectations. Topics include housing, health, money management, role of settlement service providers, education, cultural adaptation, rights and responsibilities.

- Provision of advice and counselling related to services available to migrants in host countries. In 2013, IOM Egypt launched the ‘Bosla’ web platform (www.bosla-egypt.info), which serves as a repository for information regarding services available to migrants, refugees and asylum-seekers in Egypt. It includes an online directory of organizations that provide services or organize activities for the benefit of migrant communities.

- Support to policy development and programming. IOM works with governments and civil society partners to address specific integration challenges and support the development of policies and programmes in various areas, including the protection of migrants’ human rights and equal opportunities, employment, social cohesion, housing, public health, and education. For instance, in Morocco, IOM works with the Ministry of Moroccans Residing Abroad and Migration Affairs to facilitate dialogue on, and support the development of, policies for the successful integration of migrants in Morocco. IOM’s initiatives aim to support the Moroccan government’s efforts to implement a new migration policy which includes, among other objectives, the regularization of several categories of migrants in Morocco. The Moroccan Government began to introduce this new policy in response to the National Human Rights Council’s thematic report on the situation of migrants and refugees in Morocco, which was published in September 2013, as well as King Mohammed VI’s strategic guidance to improve the situation of undocumented migrants in Morocco. ■

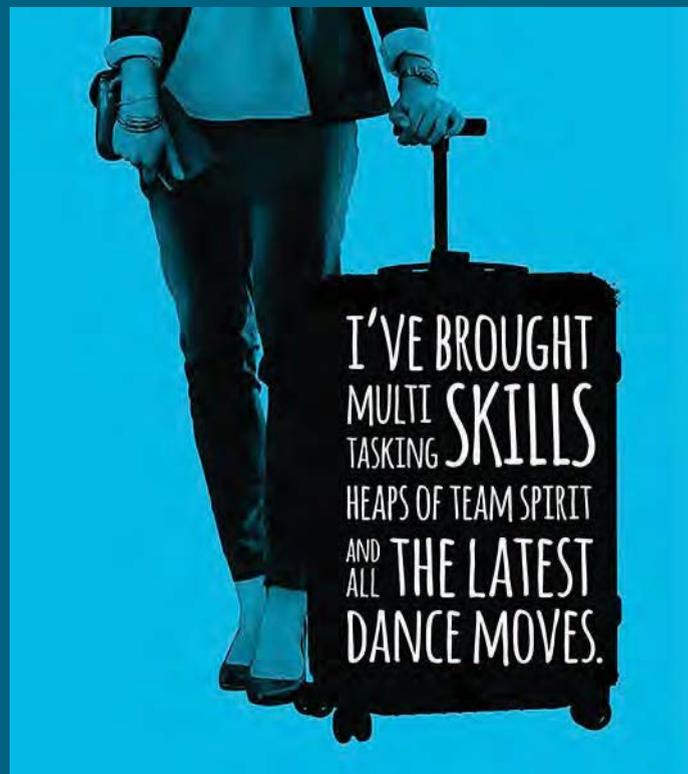
'It's Amazing What Migrants Bring'

In 2013, IOM launched a worldwide campaign called 'It's amazing what migrants bring'. The campaign highlights the positive contribution that migrants make to their home and host societies and the constructive, beneficial role they play. It intends to dispel common misrepresentations about migration and to fill information gaps so that governments, societies and migrants understand and take advantage of the considerable positive potential of international migration. The campaign also seeks to promote the protection of migrants' rights.

The campaign highlights migrants' diverse skills, points of view and determination, showcasing the positive contribution of migrants around the world. It pictures migrants who bring more than just a suitcase and who travel with an intention to make an impact in their communities.

The campaign is currently being carried out in Sweden, Belgium and the United States and will be rolled out in 50 countries within the next three to five years.

To learn more about the campaign visit <http://www.migrantscontribute.com>.



6. Integrate migration into the development agenda

Recent years have seen a swell of political and public interest in the Migration-Development Nexus – that is, the inter-linkages between migration and development and how migration can be harnessed to support social and economic development. As the evidence has mounted through research on the impact of remittances, skills transfer, and transnational social and professional networks, as well as through the results of both small and large-scale initiatives that have served to enhance the knowledge base in the subject, increasingly governments and other stakeholders are looking to build their capacities and establish programmes to effectively engage with their expatriate populations and establish transnational networks to mutual benefit. 2013 has been a landmark year in the field of migration and development, with IOM having taken a seminal role the second UN High-level Dialogue on International Migration and Development (HLD) which took place in New York in October 2013. Beyond this event, IOM has continued to engage in constructive ways both to build capacity of governments and other stakeholders to establish and enhance links between expatriates and communities of origin, as well as to work with expatriate communities to build tools and establish projects that support their further engagement in development in countries of origin.

Making Migration Work for Development

In November, IOM completed the Trainer's Manual on Migration and Development; the manual brings together knowledge, materials, and best practices from a variety of sources in an interactive four-day training programme on Migration and Development. The finalized material was first used in a regional training workshop held in Rabat, Morocco in November, bringing together government officials from North and West Africa as well as Iraq and Lebanon. The new materials were also used at a workshop in Erbil, Iraq, marking the first engagement of IOM with Central Government and Kurdistan Regional Government officials on this important subject. An Arabic translation of the Trainer's Manual is scheduled for publication in 2014 and, in cooperation with the Economic and Social Commission for Western Asia (ESCWA) and the League of Arab States, these new materials will continue to be rolled out across the region through regional workshops in 2014.

Additionally, 2013 marked the launch of the second phase of the Joint Migration and Development Initiative (JMIDI) in Morocco; an initiative that focuses on building de-centralized local-to-local cooperation between expatriate associations and their communities of origin. In Tunisia IOM launched the Swiss Agency for Development and Cooperation-funded Mainstreaming Migration into Development project; a multi-year project aimed at building awareness, capacity,



IOM Psychosocial Centre Abu Slim (Libya).
© Stefano Fusaro 2013



IOM Morocco and UNDP Organize a Special Session as Part of National Consultations on the UN Post-2015 Development Agenda—which allowed Moroccan expatriates to contribute to the process. © IOM 2013

and coordination among government entities and other key stakeholders to ensure that migration and its impacts (both existing and potential) are effectively incorporated into development planning at the macro, policy level, including both mitigating the potential negative impacts of migration on development, as well as strategies to effectively harness diaspora engagement in development initiatives. In February 2014, the project will also be launched in Morocco.

Finally, IOM, in cooperation with the International Centre for Migration Policy Development, organized a series of South–South expert exchanges with the aim of building the institutional capacities of national authorities responsible for migration and development policies to better harness the contributions of their diaspora communities and to strengthen South–North cooperation through knowledge sharing and enhanced institutional dialogue. In 2013, through the project Strengthening African and Middle Eastern Diaspora Policy

through South–South Exchange (AMEDIP), exchange visits were organized between officials from Lebanon, Morocco and Tunisia for the exchange of experiences and best practice in the field of expatriate engagement.

Engaging Expatriate Communities in Development Initiatives

In addition to working with government officials and other stakeholders in countries of origin to build capacity in migration and development, IOM also continues to work directly with expatriate associations and develop tools to enhance the opportunities they have to engage in development initiatives in their countries of origin. For example, in Italy IOM is working with Egyptian expatriate associations and business owners to develop exchange programmes allowing young Egyptians to travel to Italy for internships and training before returning to Egypt; while in Morocco, IOM continues to implement the Mobilization of Moroccans Residing in Belgium for the Development of Morocco project (MEDMA 2) which provides financial and technical support for Moroccan expatriates in Belgium looking to establish a small business in their communities of origin. As part of this project, IOM recently took over the management of the Moroccan website Guide Enterprise, an online tool providing user-friendly, straight forward information on the steps required to establish a business in Morocco.

Throughout 2013, IOM conducted an innovative research project engaging with Arab expatriate communities in cities in France, Belgium, Italy, Kuwait, the United States and Canada. The research included focus groups, surveys, and in-depth interviews with community leaders aimed at gauging how Arab expatriates currently engage with their communities of origin and how they would like to engage; specifically looking at the feasibility of developing online crowdsourcing tools as an instrument for expatriates to further engage in development initiatives. The results of the study provide comprehensive information to governments on how expatriate communities engage and how government policies can work to enhance and build on this engagement. The research is also being used to inform the development of a crowdsourcing site that will allow Arab expatriates to contribute through micro-lending to entrepreneurs and self-employment initiatives in the Arab world; the site, NARWI, will be launched in 2014.

Engaging Expatriate Communities in Humanitarian and Reconstruction Initiatives

IOM has a long history of working with expatriate communities to support humanitarian and reconstruction efforts after periods of crisis (both natural and man-made). IOM's Temporary Return of Qualified Nationals (TRQN) programmes have played

an important role in enhancing expatriate engagement in the redevelopment of Iraq, Afghanistan and beyond. Recognizing the value high-skilled expatriates can bring both in the short and long term to reconstruction and socioeconomic rebuilding efforts, IOM has been engaged with a number of Syrian and Arab expatriate associations in order to build cooperation on humanitarian efforts benefiting Syrian and host communities in neighbouring countries; proposed initiatives for collaboration focus on healthcare, psychosocial programming, livelihood initiatives and capacity-building in skills development, leadership and entrepreneurship. Cooperation with these associations is aimed at addressing immediate needs on the ground in host countries, as well as to lay the groundwork for larger scale cooperation on reconstruction in the Syrian Arab Republic when the time allows. This initiative forms part of IOM's Migration Crisis Operational Framework (MCOF), a comprehensive approach to understanding and responding to migration dynamics in crisis situations.

With a number of new Migration & Development initiatives in the region launched in 2013, IOM will focus its efforts in 2014 on consolidating this work and firmly establishing these initiatives in the region through the launch of the NARWI platform, further engagement of relevant Arab and Syrian expatriate associations, rolling out of the Migration and Development Trainer's Manual, and building of central and local government capacity to engage expatriates in development initiatives.

7. Strengthen the migration evidence base

One of the key difficulties when it comes to responding to the challenges posed by migration in the MENA region is the relative paucity of reliable migration-related data and information. Part of the reason for this is that migration flows in the region are complex in nature and require different responses from different partners. Information collection and storage is therefore sometimes fragmented. Complex migration flows partly comprise irregular migration which is intrinsically difficult to monitor as those engaged in irregular migration often aim to avoid detection. Migration data collection programmes and systems in the region often suffer from a lack of resources or do not operate on a regular basis. There is also a need for improving the exchange of migration-related data and information, whether this be at the level of collaboration between agencies and international stakeholders, the exchange of information between different border agencies, or bilateral cooperation between States.

Work to strengthen the migration evidence base in the region is therefore essential to better facilitate evidence-based migration governance, including policymaking and the development of legislation, as well as to better inform humanitarian response and migration programming. To this end, IOM helps to generate primary data; builds capacity in data collection and data management systems; promotes the exchange of data and information and its use in policy

development; and, undertakes targeted research to address particular gaps in the migration evidence base.

Facilitating primary data collection and capacity-building for central statistics offices

In 2013, IOM engaged as a central partner in, and supported the implementation of, the Mediterranean Household International Migration survey, which is a regional programme of coordinated international migration surveys requested by the national statistical offices of most of the countries of the Southern and Eastern Mediterranean region. The project, which originated in the European Union's Euro-Mediterranean Statistical Cooperation Project (MEDSTAT II) Programme in 2008, is being undertaken in Algeria, Egypt, Jordan, Lebanon, Morocco, Occupied Palestinian Territory and Tunisia. The initiative aims to study the recent trends, causes, determinants, dynamics and consequences of international migration and mobility, and the inter-linkages between migration and development. This data will help to explore scenarios for closer cooperation in the area of migration and development between countries in the region and other receiving countries, particularly the European Union. The programme includes

training and technical support for national statistical office staff. Last year, data collection was carried out in Egypt by the Central Agency for Public Mobilization and Statistics (CAPMAS) and started in Jordan by the Department of Statistics (DoS). Data collection for the other countries is planned for 2014–2015.

Examples of targeted research

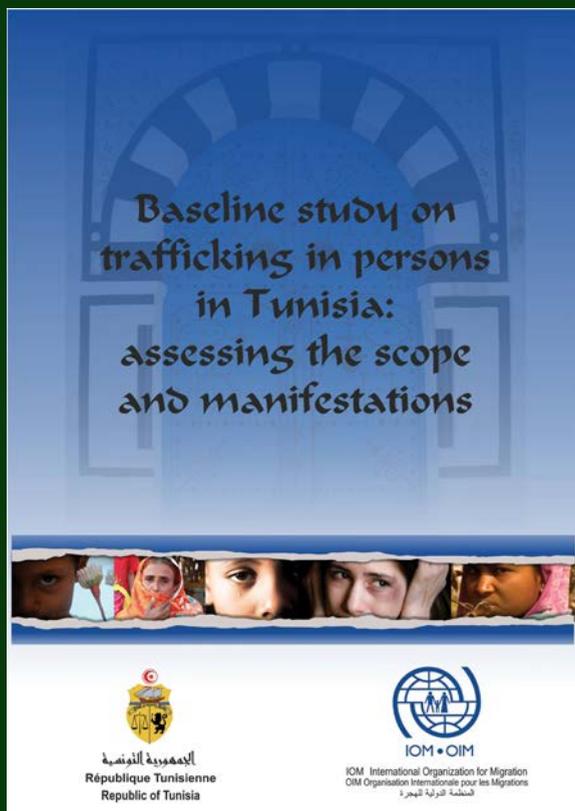
‘Development in Motion: Mainstreaming migration and development in Egypt’

This study aimed to mainstream consideration of migration across many different economic and developmental sectors in Egypt, through an analysis of the 2013–2017 UN Development Assistance Framework for the country. In doing so, the study sought to create value along three main dimensions of development planning. Firstly, it identified areas where a range of UN and other agencies could apply the analysis of migration and development in Egypt to their work. Secondly, the paper provided a foundation for the inclusion of migration-related issues in the development of Egyptian

governmental strategies, including macroeconomic, human capital development and industrialization strategies. Thirdly, in the context of the UN High-level Dialogue on International Migration and Development, the national consultations on the Post-2015 Development Agenda, and the establishment of an inter-agency Working Group on International Migration in the Arab Region, the paper fed into discussions on migration and development strategies at the regional level and at the level of the migration corridor with the aim of contributing to the harmonization of States’ migration policies.

‘Baseline Study on Trafficking in Persons in Tunisia: Assessing the Scope and Manifestations’

The Baseline Study on trafficking in persons in Tunisia was the first study addressing this issue in the country and aimed to provide a foundation to support the work of all the actors involved in the fight against trafficking. The study explored the characteristics and conditions of trafficking in Tunisia and the context within which it occurs. It also examined action in the country to achieve the 4Ps to combat trafficking in persons: Prevention; Protection; Prosecution; and, Partnerships. On the basis of this examination, the report formulates practical recommendations for the key actors working to combat trafficking and protect victims in Tunisia.



Focus on Gender in Cairo'

The World Migration Report 2013: Migrant Well-being and Development - the seventh report in IOM's World Migration Report (WMR) series - focused on the migrant, exploring the positive and negative effects of migration on individual well-being. By examining the impact of migration on individual well-being, the report aimed to go beyond traditional analyses focusing on economic development and, in particular, on the impact of remittances. In contrast, by exploring how migration affects human development, the report presented a more holistic picture of development. IOM in the MENA region contributed a regional background paper for the report which examined gender as a particularly important cross-cutting issue in the region which impacts the well-being of migrants from a broad range of social backgrounds. A case study of migrants in central and greater Cairo formed the focus of this examination and included an analysis of in-depth, primary data on well-being collected from 560 migrants. Significant gender discrepancies were found across nearly all of the migrant well-being indicators used. Finally, the paper examined how the relationships between gender and migrant well-being in the MENA region are associated with development outcomes and provided policy recommendations on this basis.

'Perspectives on Migration from Iraq: A Survey of Migrants and Potential Migrants in Iraq and the UK'

In January 2013, IOM, in coordination with the British Government, began to try to answer an important question: what do youth in Iraq think about migration? With support from the UK's Foreign and Commonwealth Office, IOM surveyed nearly 3,000 potential migrants, irregular migrants, and returnees in Iraq, as well as a small percentage of Iraqi migrants living irregularly in the UK. IOM focused on young males, between the ages of 18 and 35, and derived insights into youth perspectives on migration in Iraq. The majority of respondents in the south (99%) and high percentages of those in the Kurdistan region (75%) reported that they had seriously considered migration. However, there was a large gap between this desire to migrate and any real action towards it. Youths' knowledge of migration is largely anecdotal - most know someone who has migrated or tried to migrate irregularly, but are not well informed otherwise.

'Assessment of Unaccompanied Migrant Children in Egypt'

The report aimed to assess the situation and needs of unaccompanied migrant children in Egypt, with a focus on key gaps in child protection, examined in light of international and national standards. The research addressed the following questions: Who are the unaccompanied migrant children in

Comprehensive Assessment of **UNACCOMPANIED MIGRANT CHILDREN**

in Egypt



THE SITUATION & NEEDS OF LEBANESE RETURNEES FROM SYRIA

December 2013



Egypt? What are the protection gaps in systems aiming to protect unaccompanied migrant children in Egypt? What are the causes of these protection gaps and the corresponding consequences for unaccompanied children? How can the protection gaps identified be addressed? By whom, and how? The report offered recommendations for activities and services aiming to improve the situation of unaccompanied migrant children in Egypt in light of the issues addressed.

‘The Situation and Needs of Lebanese Returnees from the Syrian Arab Republic’

The scale of the crisis in countries neighbouring the Syrian Arab Republic is nowhere greater than in Lebanon. Among the huge numbers of vulnerable displaced persons in the country, Lebanese returnees represent an important and largely under-assisted group. These families, most of whom had been living in the Syrian Arab Republic for decades, began to return to Lebanon in large numbers in 2011 as a result of the conflict. In July 2013, the Lebanese High Relief Commission and IOM launched a project, supported by the UN’s Emergency Response Fund, to register Lebanese returnees and establish a detailed profile of their location, circumstances and needs. The report provided an important opportunity for donors and humanitarian actors to respond to the specific needs and vulnerabilities of Lebanese returnees in targeted and effective ways. The study confirmed that the conditions of the Lebanese returnee households are broadly similar to those of Syrian refugees: most came without their belongings, were

unemployed, and were either renting accommodation or being hosted by Lebanese families, while some were living in collective centres and tents. Returnees most frequently ranked food, health, shelter and access to work as their first or second priority.

Labour market assessments in Egypt

To facilitate the establishment of Information, Counselling and Referral Services (ICRS) offices and their effective operation in the Governorates of Monofeya, Qalyubiya, Fayoum, and Minya, IOM Egypt has undertaken two labour market assessments in 2013. The objectives of the assessments were to (i) understand and provide an analysis of the labour market needs by identifying priority and emerging economic sectors; (ii) understand and provide an analysis on the gaps between job-seeker needs and employer needs within and throughout the governorates with a focus on the emerging, prominent, and promising sectors of micro and small enterprises; and, (iii) formulate recommendations to enhance efficient and effective job matching and promote self-employment. The result of the assessments were recommendations such as the need to (i) ensure a wide geographical coverage of ICRS to all administrative centres; (ii) operate closely in collaboration with NGOs; (iii) focus on building the capacity and work ethics of employers and job-seekers; and, (iv) ensure a professional delivery of services to job-seekers. ■

8. Enhance migration partnerships and cooperation

International migration is a cross-border phenomenon; this is why any analysis of migration should be placed in a broader context of regional cooperation and regional policy developments. The rise in inter-State cooperation and sustained dialogue over the past two decades at the regional level in particular and, more recently, at the interregional and global levels, is clear evidence that governments know that isolated positions and policies on migration are no longer an option in today's world. A core part of IOM's strategy in the region is therefore to continue to work at the multilateral level to shape a common platform of cooperation and response among partners and governments in destination, origin and transit countries to address migration challenges.

In 2013, IOM continued to facilitate the engagement of States, international organizations, and civil society from the MENA region in global forums on migration, such as the UN High-level Dialogue on International Migration and Development (HLD), which took place in New York on 3–4 October 2013, and the preparations for the Post-2015 Development Agenda. IOM also ensures that outcomes and recommendations of these fora are translated into follow-up actions within the region.

In June 2013, IOM, ESCWA and the League of Arab States (LAS) convened a 'Regional Consultative Meeting on International Migration and Development in the Arab Region'. The purpose of the event, attended by over 70 participants, including

representatives from 15 Arab countries, was to prepare government officials from the region for the HLD and to work towards a common understanding of current and future migration and development challenges and opportunities for the region, as well as the actions required at the national, regional and global levels to maximize the benefits and minimize the potential negative impacts of migration. Arab States reaffirmed continued commitment to working together to address common challenges and take advantage of opportunities related to migration and development in the region. Arab States also expressed their desire to establish a non-binding, regional consultative process to serve as a forum for continued information exchange, dialogue and collaboration on issues related to migration and development, within the framework of the League of Arab States and supported by IOM.

IOM also continued to work with Gulf Cooperation Council (GCC) countries both as part of the Abu Dhabi Dialogue – a process for cooperation on labour migration between Gulf countries and 11 labour sending countries in Asia – as well as on a bilateral basis, in order to build capacity and provide technical and policy advice on the effective management of labour migration from the recruitment process through to employment; countering human trafficking and other rights

Facilitating Preparations for the Second UN High-level Dialogue on International Migration and Development IOM, UNESCWA, and the League of Arab States convene a Regional Consultative Meeting for the Arab Region.
© IOM 2013



abuses; and, the successful voluntary return and reintegration of workers in need of assistance and wanting to return home. IOM is also part of the Bali Process, which seeks to combat people smuggling and human trafficking. The Syrian Arab Republic, Iraq and Jordan participate in this process.

In 2013, IOM also continued to support bilateral dialogue and cooperation, as well as the exchange of best practice, through the organization of workshops and conferences; the facilitation of labour migration partnerships; and the organization of study tours for senior government officials to review the migration management systems of other countries, including some outside the MENA region. For example, on 9–12 December 2013, IOM co-organized with the League of Arab States (LAS) and UNHCR a ‘Workshop for LAS member States in areas of International Migration, Refugees and Human Displacement’. Bringing together government representatives from Egypt, Iraq, Lebanon, Occupied Palestinian Territory, Sudan, Somalia and Yemen, the three-day training provided an occasion for countries to share and build upon their experiences in managing migration in the region.

In an effort to improve inter-agency cooperation and harmonize the efforts among international and regional agencies and organizations working on different aspects of migration, IOM, the LAS and UNESCWA established the ‘Working Group on International Migration in the Arab Region’, which includes

all UN agencies working on migration in the MENA region. In 2013, IOM also established the Migration Coordination Task Force for the Eastern African Migratory Route and North Africa (MTF-NOAH). The inter-agency coordination mechanism jointly led by the United Nations High Commissioner for Refugees (UNHCR), the Office of the High Commissioner for Human Rights (OHCHR), the Danish Refugee Council (DRC) and the Regional Mixed Migration Secretariat (RMMS) will work closely with humanitarian partners and governmental authorities across the region, at the central, local and regional levels, to promote a human rights-based approach to ensure the protection of people moving in mixed and complex flows along the North-Eastern Africa migratory route and in North Africa. Through these coordinated efforts, key outputs will include the development of new policies, programmes and knowledge.

In the MENA region, IOM also continued to play a key role in supporting partnerships and the means to collaborate at national and regional levels for better and more effective migration management. IOM involves various stakeholders, including civil society and migrants, as both subjects and agents of migration. In helping to develop and strengthen partnerships on migration, IOM provides substantive, expert and organizational assistance to governments and other institutions. The kinds of partnerships outlined in Chapter 6 of this report, which IOM helps to forge between Arab expatriate

communities and their countries of origin for socioeconomic development, are a good example of this work.

IOM and civil society organizations (CSOs) cooperate on a broad range of migration issues. CSO partners in the region include non-governmental organizations; advocacy groups; migrants' organizations; trade unions and professional associations; media organizations; research institutes and universities; and philanthropic foundations. For example, IOM frequently collaborates with experts and researchers on migration to produce comprehensive and cutting-edge research, and to promote knowledge sharing among those working in the field of migration.

The private sector also has a significant and valuable role to play in realizing the benefits of migration and in minimizing its costs. IOM therefore forges partnerships with private sector actors in areas of mutual interest, combining valuable resources, expertise, knowledge, and skills. Successful partnerships involve information exchanges on best practices, in-kind contributions, and direct financial support. For instance, IOM continues to build upon its partnership with VFS Global to establish visa application centres (VAC) for the Canadian government. In 2013, 133 VACs were set up, with 45 launched and operated by IOM. Three VACs were established in the MENA region, in Tunis, Amman and Tripoli. These three centres processed over 7,000 visa applications in 2013 and began collecting biometrics from September 2013. ■



Yemeni Minister of Expatriate Affairs, Muhamed Al-Quahali, addressing the first global meeting of government ministers responsible for diaspora organized by IOM as part of IOM's International Dialogue on Migration - Diaspora Ministerial Conference in June 2013. © IOM 2013

Addressing complex migration flows and upholding the rights of migrants along the Central Mediterranean route

The tragic events of October 2013 in the waters between Libya, Malta and Italy drew and renewed attention to the plight of migrants – including refugees, asylum-seekers, victims of trafficking, and unaccompanied migrant children – drowning in the Mediterranean as they attempt to make their way to Europe on unseaworthy vessels operated by smuggling and trafficking syndicates. These tragedies strike within broader systemic challenges of migration management, the solutions to which are complex and require the engagement and cooperation of multiple stakeholders.

IOM is firmly committed to supporting the European Union, its Member States and countries of origin and transit in developing human rights-based responses to these complex migration flows across the Central Mediterranean.

In 2013, IOM identified two particular long-term priority policy areas in this regard:

- Shaping a common platform of cooperation among destination countries in the European Union and with origin and transit countries in the Southern Mediterranean region: While various regional migration dialogue structures exist within the Mediterranean basin, increased efforts are needed in the medium and

longer-term to build confidence between partners and to strike the right balance between law enforcement measures and responding to the root causes of migration. A shift in public and political discourse on migration, recognizing that migration is a process to be managed and not a problem to be solved, is essential to achieving this goal. States, the media, the private sector, civil society and migrants all have a fundamental responsibility to generate an accurate and constructive discourse on migration that addresses misperceptions. Solid policy and legislative frameworks should also be in place along the migration route to better regulate and manage migration, ensure the protection of the human rights of migrants, develop mechanisms for consular assistance, and establish contingency planning for crises.

- Making migration work for human development and promoting alternatives: concerted efforts are also required to make migration work for human development and to promote alternatives for those who face life-threatening journeys and lack of prospects in regions of origin. Mainstreaming migration into national development and poverty reduction plans, addressing both root causes of migration as well as

reintegration measures for returning migrants, has become imperative. Longer-term solutions for migrants in countries of transit and destination may include return and reintegration policies as well as regularization and integration. Related programmes must take into account the specific needs of particularly vulnerable migrants, offering effective and tailored support. Initiatives aimed at improving economic opportunities, social services and community infrastructure are needed in areas prone to economically induced migration.

Finally, policies and programmes that facilitate more avenues for safe and regular migration at all skill levels should be developed to respond to labour market realities and provide alternatives to irregular migration. Such programmes should also provide capacity-building and other technical assistance to improve educational outcomes to meet international labour market demand; to better match workers with employers domestically and internationally; to improve the integrity of international recruitment chains; to develop government capacity in labour migration management; and to promote intraregional labour mobility.



The vessel, Marine 1, was transporting 369 male Asian and African undocumented migrants to Spain's Canary Islands when it experienced engine failure. © IOM 2007

The Sana'a Declaration

Each year, thousands of Ethiopian migrants, Somali and other asylum-seekers and refugees make the journey from the Horn of Africa across the treacherous Gulf of Aden, the Arabian and Red seas, facing perilous conditions and serious risks of abuse and exploitation, resulting in thousands of them remaining stranded, destitute, sick and injured and in the hands of international traffickers. They use Yemen as a gateway to reach the Gulf countries and beyond, seeking better opportunities, or fleeing from persecution.

On 11–13 November 2013, IOM, along with UNHCR, jointly supported the organization by the Yemeni Ministry of Foreign Affairs of a three-day regional conference on Asylum and Migration from the Horn of Africa to Yemen. The conference brought together representatives from Bahrain, Djibouti, Eritrea, Ethiopia, Kuwait, Oman, Qatar, Saudi Arabia, Somalia, Yemen and the United Arab Emirates, as well as the GCC, the Arab League, IOM and UNHCR to review progress and challenges to-date by each participating country in the management of complex migration flows from the Horn of Africa, to, and through Yemen.

Participating countries adopted the Sana'a Declaration, which includes the following recommendations: addressing the root causes of asylum and migration; strengthening

law enforcement in cases concerning irregular migration; increasing support for irregular migrant return programmes; enhancing cooperation to create employment opportunities; raising awareness on the risks of irregular migration; enhancing protection systems; strengthening regional and international cooperation on asylum and migration issues; and, collecting and analysing data on refugees and migrants.

IOM will continue to cooperate with and support the parties to the Sana'a Declaration in implementing the Declaration's recommendations to address the root causes of irregular migration from the Horn of Africa, through the Gulf of Aden and the Red Sea to the Arabian Peninsula and beyond, and the immediate and long-term challenges posed by such complex migration flows in the area.

The first global meeting of government ministers responsible for diaspora was organized as part of IOM's International Dialogue on Migration - Diaspora Ministerial Conference in June 2013. More than 500 delegates from 143 different countries participated in the meeting and 55 high level government officials took the floor to share their experiences and good practices in engaging diaspora for development in countries of origin and destination.

IOM Yemen accompanied the Yemeni Minister of Expatriate Affairs, Mujahed Al-Quahali, to the conference, where he delivered a speech on 'Expatriates and Development in the Republic of Yemen'. "Migration is an old human phenomenon that has contributed to mixing cultures, bringing nations closer and the fusion of identities and races in the social tissue of the receiving country," he said. The Minister continued to speak on the potential contribution of Yemeni migration to domestic security and economic development while also alluding to serious concerns over the welfare of Yemeni migrants.

On the margins of the conference, IOM Yemen arranged bilateral meetings for the Yemeni delegation and counterparts in the region, including Saudi Arabia and Qatar. Discussions focused on means of improving coordination and the possibility of increasing flexibility in laws and procedures governing Yemeni labour migration.

Five major outcomes and recommendations emerged from the conference:

1. The participants recognize that expatriates can build bridges between States and between societies and call for the design of local and global strategies aiming to harness this potential.
2. The participants stressed that communication and outreach are key to the design and implementation of policies and programmes relevant to expatriate engagement.
3. Participants highlighted the importance of an enabling environment in both countries of origin and destination to maximize the potential of expatriate engagement.
4. The participants stressed the importance of strategic partnerships between States, international organizations, civil society and private sector to create the framework for expatriate engagement and thereby empower them to share and transfer their resources.
5. Finally, participants recognized the role that expatriates can play in crisis situations, both during and after. Appropriate frameworks and structures can enhance expatriate engagement in supporting post-crisis recovery processes.

From disaster and conflict prevention to emergency response and long-term solutions: IOM's operational approach to migration crises

The demographic and migratory context of the Middle East and North Africa, which has been undergoing extraordinary changes in recent years, underscores the need to analyse potential, ongoing, and post-crisis situations in the region through a migration lens, in order to properly prioritize sectors of activity and optimize crisis preparedness and response in the region. While many hope for a positive, long-term trajectory of change in the region, the interim period continues to put many communities under significant pressure, including those moving in crisis contexts.

The MENA region is witness to large scale, complex migration flows, either as a point of origin, transit or destination. Flows in the region often include migrants with significant and different vulnerabilities and needs, such as those escaping severe economic hardship, famine, drought or floods; victims of exploitation and trafficking; unaccompanied minors; or those who have become stranded. Waves of armed conflict that have taken place in Arab countries, most recently in the Syrian Arab Republic but also in Iraq, Libya, Sudan and Yemen, have led to mass displacement and refugee movements. In addition, the protracted emergency in Sudan continues with over 6.1 million people in need, of which 2.4 million are internally displaced persons (IDPs). Countries in the region have also been and

continue to be extremely generous in opening their borders to allow those with protection needs to enter their countries. The region is also unique in that it comprises some of the largest destination countries as well as countries of origin for foreign labour.

Crises in the Middle East and North Africa region therefore involve myriad, complex migration-related issues and represent a growing challenge for States and the international community. To improve and systematize the way in which the Organization supports its Member States and partners to better prepare for and respond to migration crises, IOM developed the Migration Crisis Operational Framework (MCOF). It integrates a number of migration management and development activities into crisis preparedness, response, and mitigation to supplement more traditional humanitarian response activities for a more holistic approach to human mobility in a crisis situation. The framework includes activities such as pre-crisis prevention of forced migration and preparedness as well as transition and recovery initiatives to mitigate and address the short- and long-term effects of a migration crisis.

Over the course of 2013, IOM undertook several roll-out activities in the MENA region to help systematically integrate the MCOF as part of IOM's operations and encourage States to use the MCOF as part of their emergency planning and preparedness. Internal and external roll-out activities comprised regional and country workshops, introductory



IOM Psychosocial Centre Abu Slim (Libya).
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presentations to governments and regional bodies such as the League of Arab States, and bilateral consultations.

Additionally, and in line with the above-mentioned phases of a crisis, IOM focused on capacity-building and awareness raising for States to prevent or mitigate crises, by providing timely operational support during emergencies and shifting to community stabilization during the transitional and post-crisis phase. Some of the main activities implemented in accordance with the MCOF in 2013 in the region are detailed below.

The following sub-sections briefly illustrate examples of IOM's work in the MENA region and how they fit into the MCOF.



A young Syrian refugee waits as his bus is being registered by IOM staff in Dahuk, 19 August.
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Pre-crisis phase:

“The implementation of Disaster Risk Reduction activities is a crucial measure to prevent forced migration and displacement resulting from environmental factors.”⁶

- Egypt is among the top ten most impacted developing coastal countries worldwide in terms of potential population displacement due to a 1m sea-level rise.⁷ During 2013 IOM contributed to building the Government of Egypt and the local communities' capacity to increase preparedness for sea-level rise and other potential crises and natural disasters. As an awareness raising tool, IOM produced the animation video “Tale of One city” to draw attention to the severity of this problem.

⁶ This and the below statements are taken from MCOF 15 sectors of assistance; full document available at: <http://www.iom.int/files/live/sites/iom/files/What-We-Do/docs/IOM-MCOF-Infosheet-10March2013-page2.pdf>

⁷ Dasgupta, S., Laplante, B., Meinsner, C., Wheeler, D. and Yan, J., 2009. The impacts of sea level rise on developing countries: A comparative analysis. *Climate Change*, 93(3-4): 379–388.

- In order to prevent further displacement due to water scarcity by conflicts and/or natural disasters, IOM intervened in Sudan to provide comprehensive WASH (water, sanitation and hygiene) assistance, including construction and rehabilitation of water points, training of communities and local authorities in managing water points, and promotion of hygiene practices, to vulnerable displaced and host populations, returnees, and nomads/pastoralists. Particular attention was paid to women and children to tackle water borne diseases. IOM also assists capacity-development through working closely with the government authorities.
- In the framework of a regional project aimed at stabilizing communities at risk, IOM carried out a series of five workshops in Tunisia to help improve national emergency preparedness by strengthening the capacity of key government and non-governmental entities in effective crisis management, examining floods, earthquakes, marine pollution, migration crises and wildfires as possible crisis scenarios.

“During this phase it is important to preposition non-food items and shelter material to allow for timely and efficient response during a crisis and ultimately improve the lifesaving component in the operation.”



WASH hygiene promotion campaign. © IOM 2011

- In Erbil, Iraq, IOM has significantly improved its supply chain management thanks to the logistics expertise provided by the Kuehne Foundation. IOM’s ability to respond to a crisis has been reduced from 72 to only 6 hours and the number of different types of items stored has increased from 14 to 2,000. In order to enhance IOM staff’s capacities to respond to crisis and to improve service quality, in April 2013, the Kuehne Foundation and IOM Iraq launched a one-year Master of Advanced

Studies in Humanitarian Operation and Supply Chain Management (MASHOM) at the University of Lugano, in Switzerland.

Crisis Phase:

“During a crisis it is crucial to support the delivery of targeted humanitarian assistance and protection services through the management of camps, monitoring of needs and tracking of population movement.”

- During 2013, IOM implemented its Displacement Tracking Matrix (DTM), which included tracking population movements of IDPs, returnees, migrants and other mobile populations, registration and verification of IDPs and village assessments which provided vital information on needs and services. IOM shared the data with other humanitarian agencies to provide life-saving assistances for the needy displaced persons. Responding to the nation-wide heavy rains started in

August and following floods, IOM promptly reported that 45,320 persons had been affected in North/South Darfur, participated in an inter-agency flood assessment in Khartoum’s “open areas” temporarily hosting affected people, and assessed damaged public facilities in North Darfur. On the basis of the data gathered, IOM provided non-food items to 400 families in Khartoum State and 650 families in South Kordofan State.

- The Kingdom of Saudi Arabia’s domestic labour market restructuring efforts resulted in massive returns of foreign migrant workers throughout 2013, mostly by plane. Most Yemeni migrants have been returned through the land Border Crossing Point of Al-Tuwal border, approximately 10km from Haradh, Hajjah Governorate. IOM established a dedicated enumeration and mapping system at the Al-Tuwal border in order to profile and assist Yemeni returnees. Between June and December 2013, IOM counted almost 250,000 Yemeni migrant workers as they were offloaded at the Al-Tuwal Border. The Organization also provided emergency food (63,319), healthcare (12,640) and material assistance (4,287) to the most vulnerable among the deportees.

- IOM also assisted third-country nationals stranded in Yemen in an unprecedented surge of irregular migrants stranded at the Yemen border with Saudi Arabia which prolonged their exposure to callous traffickers and border guards. IOM provided over 40,000 medical consultations to migrants in Sana'a, Aden and Haradh, in addition to non-food items, shelter and food assistance.
- In the last days of 2013, there was an outbreak of violence in Anbar province of Iraq, concentrated in the city of Fallujah. In the first half of 2014, this has resulted in the mass displacement of over 450,000 Iraqis fleeing their homes, seeking refuge in other areas of Anbar, in neighbouring provinces and in the North. IOM's Rapid Assessment and Response Team (RART) immediately responded to the crisis that began in 2013 by providing NFI kits and conducting rapid location and vulnerability assessments to inform the Organization and its partners' response.
- In Yemen, IOM responded to conflict affected areas of Abyan Governorate throughout 2013 with WASH emergency assistance reaching around 40,000 individuals and through rehabilitation of 21 water sites. In addition the floods of August 2013 completely destroyed infrastructure in Ahwar and Jayshan districts of Abyan, including roads, WASH, houses and agricultural

land. IOM provided shelter and distributed non-food items and hygiene kits to 464 affected households and water storage materials to 278 households between September and November 2013. Four water supply networks were also repaired.



Syrian children take part in activities led by IOM's mobile psychosocial support unit in Sarafand, South Lebanon. © IOM 2013

- Lebanese citizens living in the Syrian Arab Republic have joined the huge numbers fleeing the conflict there since 2011. As part of its response to the Syria crisis (see box below), IOM supported the Lebanese government to register and profile 17,510 Lebanese returnees in 2013, capturing their situation and needs. The findings of the exercise were published in a report, and are forming the basis of efforts to expand assistance to Lebanese returnees – a group often overlooked by other humanitarian actors – in coordination with UNHCR and other partners.

Post-crisis Phase:

“As crises have a considerable psychosocial impact on people who might develop long term complications, it is recommended to design long-term sustainable solutions such as the establishment of recreational and counselling centres, building national capacity for future response through academic and professional courses.”

- The events in Libya have had considerable psychological impact on people, leaving those who witnessed atrocities with stress, depression and feelings of insecurity. Through psychosocial programming in 2013, IOM established three community-based recreational centres in Tripoli, Benghazi and Misurata which served as hubs on the ground for direct support to communities training 30 psychologists to ensure sustainability by building the capacity of Libyan nationals.

“After a crisis activities focus on preventing further displacement and addressing displacement situations through conflict mitigation, peacebuilding and transitional justice programming aiming to reduce violence, re-establish community structures, and promote social cohesion.”

- In 2013, IOM supported the consolidation of Sudan’s democratization process through capacity-building and strengthening of the National Elections Commission (NEC), and enhancing an inclusive electoral participation specifically through increased engagement of pastoralist population. IOM provided 12 training sessions and



Burdab, Sudan. © IOM 2008

provided technical expertise on voter registration, Information and Communications Technology (ICT) and pastoralist engagement on electoral processes to governmental officials. Furthermore, IOM supported targeted peace dividends for stability and peaceful coexistence in targeted communities within South Kordofan and Blue Nile states and provided with basic light infrastructure through which 67,800 individuals were reached. IOM interventions also included capacity-building of community based civil society organizations and NGOs. A total of 19,500 people benefited from 19 peace building projects in both states.

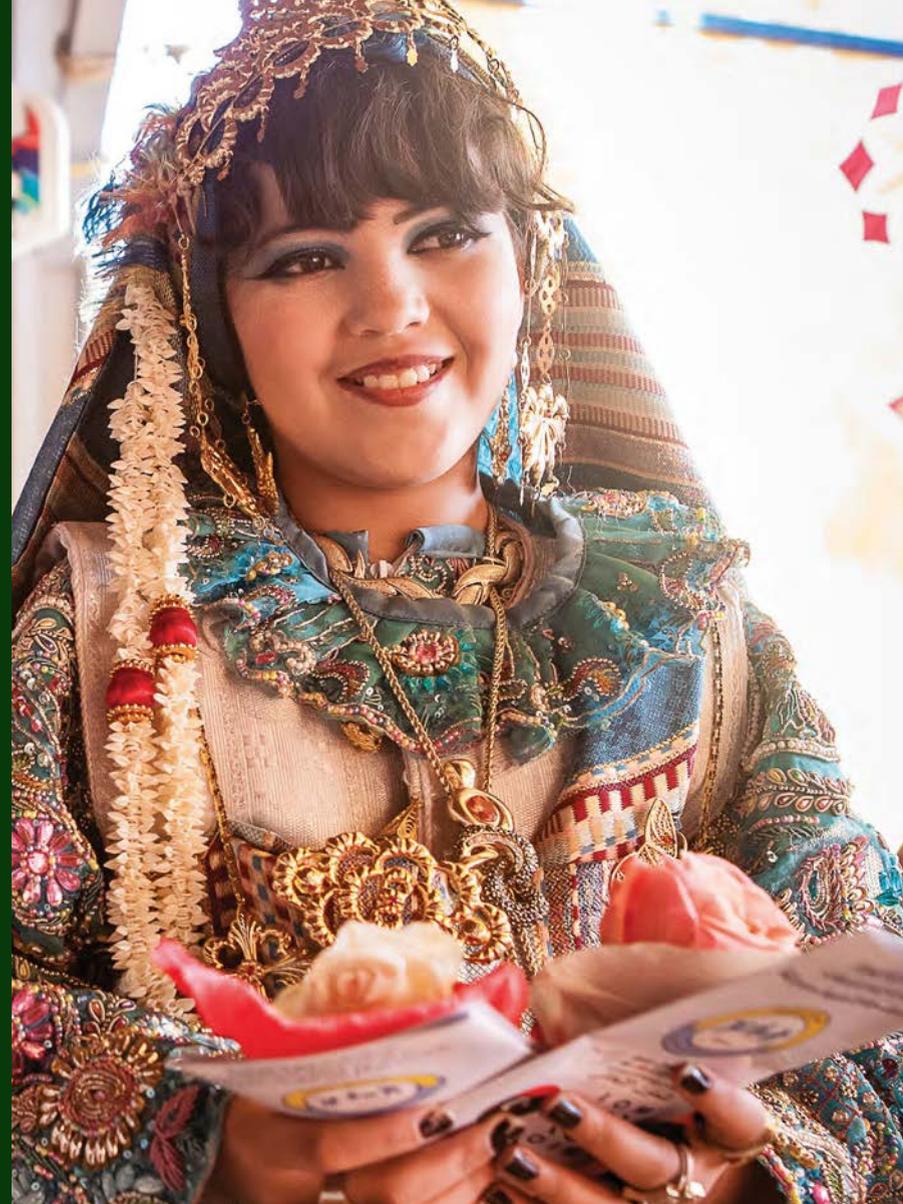
- Under the Yemen Stabilization Initiative (YSI) programmes, aimed at encouraging dialogue between disaffected communities and local administrations, IOM was instrumental in triggering a large number of micro-projects of public utility and civic engagement. In particular, IOM was critical in the inception and closure phases of the National Dialogue Conference in Sana'a and in encouraging public participation by establishing purpose-built tents across the country.
- In coordination with Food and Agriculture Organization, IOM provided essential restoration of agricultural livelihood assets of Yemeni returnees in Abyan Governorate, displaced due to conflict. Between April

and December 2013, IOM distributed seeds, tools and fertilisers to 2,000 households and farmers, animal feed to 530 households and fishing kits to 200 fisherman.

“To end displacement situations of individuals or groups displaced by a crisis it is important to provide operational, advisory and technical support to national authorities in devising and implementing holistic recovery and durable solutions strategies for the displaced”

- To track and facilitate return of internally displaced persons (IDPs) in Darfur, IOM conducted assessments in over 7,700 villages and rural areas, in order to map available basic services as well as to identify the needs in those villages. In addition, the Organization profiled stranded Southern Sudanese in Khartoum Open Areas to assess their numbers, their intentions to, and areas of, return and eventually assisted 709 individuals to return to South Sudan. Finally, IOM provided return and reintegration assistance to a total of 204 Sudanese returnees from Libya, Norway, Sweden, Italy, Netherlands and Tunisia and reception assistance for 249 Sudanese nationals returning from the Syrian Arab Republic.

- In the framework of the Community Revitalization Programme (CRP) IOM holistically supported vulnerable communities across Iraq via individual and community level projects to ensure successful integration of IDPs/ Returnees in host communities. Throughout the year a total of 2,852 beneficiaries received training and in-kind grants in order to facilitate self-employment, 61,074 beneficiaries benefitted from 58 Community Projects, and the capacity of 123 officials of the Iraqi government was enhanced.



IOM Psychosocial Centre Abu Slim (Libya).
© Stefano Fusaro 2013

The Syria crisis

Since the start of the armed conflict in the Syrian Arab Republic, it is estimated that more than 6.5 million persons have been displaced and 9.3 million are in need of humanitarian assistance. Many more Syrians have fled to neighbouring countries such as Lebanon, Jordan, Turkey, Iraq and Egypt, where a total of 2.2 million Syrians have been registered since the beginning of the crisis. The magnitude of the forced displacement caused by the protracted crisis is however larger given the non-registered Syrians and their movement across the whole region and beyond.

IOM has been working to respond to the immediate needs of the affected population in the Syrian Arab Republic and its neighboring countries by providing timely and tailored humanitarian aid and by designing and implementing programmes aimed at enhancing the coping mechanisms of refugees and their host communities.

Non-food item distribution in Alrayyash, Raqqa. © IOM 2013





Non-food item distribution,
Jdaidat Artouz. © IOM 2013

The Syrian Arab Republic

In 2013, IOM conducted relief operations within the Syrian Arab Republic and assisted almost 1 million individuals affected by the conflict inside Syria. Specifically, IOM provided basic lifesaving commodities (non-food items) to 714,890 IDPs and affected individuals and has rehabilitated 79 collective shelters to reaching 28,360 IDPs, distributed shelter kits to 1,479 IDPs, and started interventions to restore coping mechanisms of the most vulnerable groups through cash-for-work activities and skills trainings. In addition, IOM assisted almost 189,217 affected children, youth and their families with mental health and psychosocial support. IOM facilitated access to health-care services for 17,262 affected individuals. Overall, 992 stranded migrants were evacuated and 5,856 non-Syrian (primarily Iraqi) refugees assisted with resettlement services. IOM continues to build the capacity of its local NGO partners, a total 67 NGOs were trained on humanitarian assistance and shelter management and a total of 38 social workers trained on counter-trafficking (including identification of victims, protection aspects and specialized services needed for victims).

Lebanon

In Lebanon in 2013, IOM and assisted more than 57,000 individuals affected by the Syria conflict, including Syrian refugees, Lebanese returnees and host communities. The Organization provided those most in need with non-food items, shelter assistance and psychosocial support (both through mobile teams and at the Dari community centre in

Baalbek. IOM also began to support three primary health-care centres in South.

Lebanon, and provided capacity-building assistance to the Ministry of Public Health's National Tuberculosis Programme. In addition, the mission provided transit assistance (often including medical support and cultural orientations) for 5,544 non-Syrian refugees accepted for resettlement, 960 international migrants who had fled the Syrian Arab Republic and 803 Syrian refugees bound for Germany under the Humanitarian Admissions Programme.

Iraq

Throughout 2013, IOM assisted tens of thousands of individuals affected by the Syria conflict. Specifically, the Organization helped vulnerable refugees and Iraqi returnee families to build their coping mechanisms through vocational training, livelihood assistance programmes and the distribution of essential non-food items kits (for summer and winter). Over 600 Syrian refugees were direct beneficiaries of IOM's livelihood assistance in 2013, and 48,863 refugees and returnees both living in camps and among the local community received vital non-food items. From July through the end of the year, IOM also provided 50,160 individuals with transport assistance between camps, from border crossing points to reception centres, camps or places of refuge, and from camps to the border crossing for some families who wished to return to their homes in the Syrian Arab Republic.



Domiz Camp. © IOM 2013

Jordan

During 2013, IOM assisted more than 360,000 individuals with transport, health, and repatriation assistance through relief operations in Jordan. Due to the continued and conspicuous arrivals of population at the Syrian-Jordanian border IOM was appointed as the lead agency to ensure a safe and orderly onward transportation to different refugee camps.

Turkey

In 2013, IOM managed to provide 52,454 Syrians with non-food items and WASH (water, sanitation, and hygiene) as well as transportation assistance in close cooperation with the Disaster Management Presidency (AFAD). During the reporting period IOM also managed to repatriate 33 international migrants who had fled the Syrian Arab Republic to Turkey to their home countries. Additionally, in order to maintain an efficient, centralized registration system, IOM provided VSAT communication equipment for installation in all the camps.

Egypt

In June 2013, IOM Egypt participated for the first time in the coordinated interagency planning for the regional response to the Syria crisis. The country office planned for activities under the protection, basic needs and health sectors.

IOM provides transport assistance to Syrian refugees to Za'atri Camp, Jordan. © IOM 2013



FUNDAMENTALS OF THE IOM MIGRATION CRISIS OPERATIONAL FRAMEWORK

- The MCOF combines IOM humanitarian activities and migration management services. Migration management activities are not traditionally part of humanitarian responses, but can help tackle migration aspects of a crisis more effectively.
- The Framework is based on international humanitarian and human rights law, and humanitarian principles. In line with these obligations, States are responsible for protecting and assisting crisis-affected persons on their territory. Through the MCOF, IOM supports States to fulfil this responsibility, upon their request and with their consent.
- The MCOF complements existing international systems: specifically, it is designed to fit in with the Cluster Approach of the Inter-Agency Standing Committee and the international refugee protection regime. It also identifies opportunities and challenges related to migration in preparedness and resilience-building, peace-building, security sector reform, and in the transition from post-crisis recovery to longer-term development.

EXISTING INTERNATIONAL SYSTEMS

SYSTEMS

- Cluster System (OCHA)
- Refugee Regime (UNHCR)
- Development Actors (UNDP)
- Security and Peacebuilding Actors

CLUSTERS

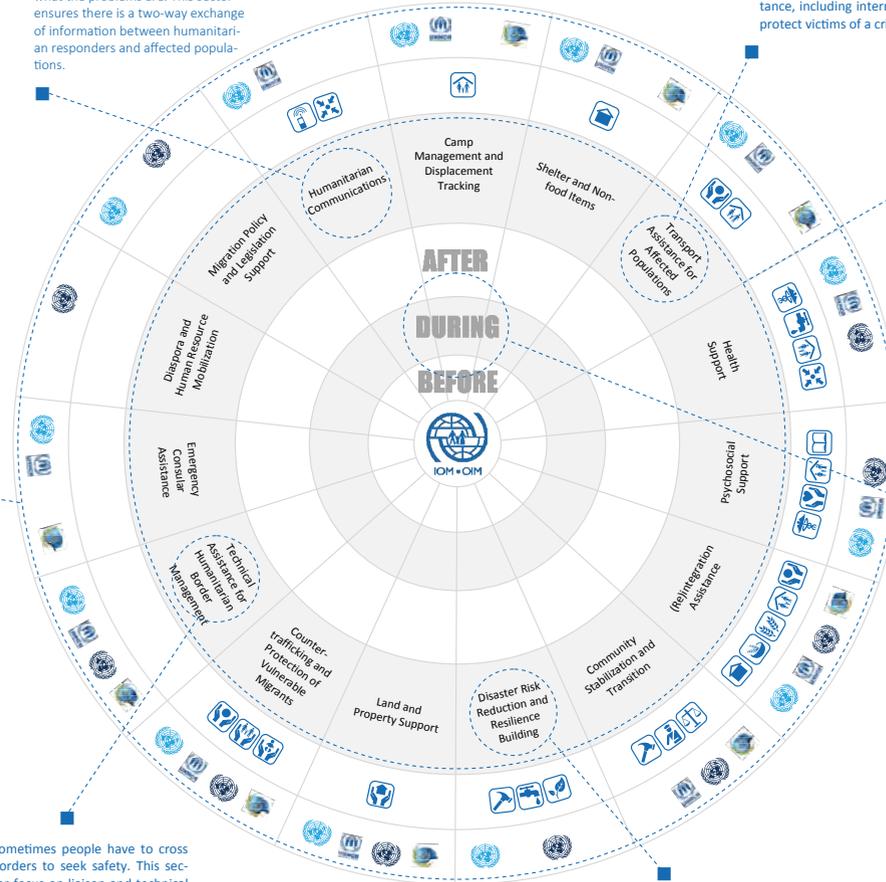
- Camp Coordination & Camp Management
- Early Recovery
- Water, Sanitation and Hygiene
- Education
- Protection
- Logistics
- Emergency Telecommunications
- Health
- Food Security
- Shelter

OTHER CLUSTERS/SECTORS/GROUPS

- Housing, Land and Property Rights
- Gender-based Violence
- Coordination
- Rule of Law and Justice
- Mental Health & Psychosocial Support
- Safety and Security
- Environment
- Child Protection
- Agriculture

People on the move often know best what the problems are. This sector ensures there is a two-way exchange of information between humanitarian responders and affected populations.

Sometimes the best way to be safe is to move out of harm's way. This sector focusses on transport assistance, including international evacuations, as a way to protect victims of a crisis.



SECTORS OF ASSISTANCE

The 15 sectors of assistance are sets of existing IOM activities in which IOM has a mandate to act and long years of experience. By way of example, see short descriptions of a few sectors.

Every crisis is different. Not all sectors of assistance will apply in all situations. The MCOF allows IOM to better assess and prioritize which activities are most useful and needed in a concrete situation.

PHASES

The MCOF focusses not only on the emergency response phase, but also pre-crisis preparedness and post-crisis recovery.

Understanding pre-crisis mobility patterns will help in addressing the migration dimension of a crisis – for example, if people have the habit of crossing a nearby border or going to the nearest city for work, these migration routes may also be used during crisis. Likewise, understanding post-crisis mobility patterns is also relevant for recovery and reconstruction – for example, how to manage large-scale return of displaced persons to areas recovering from a crisis.

Sometimes people have to cross borders to seek safety. This sector focus on liaison and technical assistance to ensure that border management authorities respond appropriately during a crisis, and that different groups have access to the right protection mechanisms.

The aim of the MCOF is to reduce forced migration as much as possible. This sector works to prevent displacement but also to prepare communities for disaster and to help them cope with shocks.

Promoting rights-based and effective migration governance and border management

In response to the complex migratory flows in the Middle East and North Africa region, IOM continues to support governments in the region in maintaining effective migration governance and in improving their immigration and border management (IBM) systems. IOM's IBM programmes promote a rights-based approach in handling regular and irregular migrants' cases and in upholding the integrity of borders.

In 2013, IBM programmes continued to support the efforts of law enforcement agencies across the region to ensure high performance and sustainable results in effectively handling migratory flows both in times of stability as well as in time of crises. These programmes supported governments in upholding the rule of law by establishing effective regulatory frameworks for standardized operations at the border and by promoting transparency and accountability among law enforcement agencies.

The main components of IOM's IBM programming in the region are: supporting the development of evidence-based policy and procedural frameworks through improved migration data collection and analysis, ensuring sustainable capacity-building for law enforcement agencies; mainstreaming a rights-based IBM approach into the development of migration strategies and policies across the region; responding to the needs of

governments through the provision of services and technical support; and, promoting Integrated Border Management and Humanitarian Border Management.

Supporting the development of evidence-based policy and procedural frameworks through improved migration data collection and analysis

Through tailored initiatives, IOM provided expertise to support the development of evidence-based policy and procedural frameworks through improved migration data collection and analysis. In addition IOM provided technical support through provision of the most urgent equipment and infrastructure improvements, as well as capacity-building initiatives to enhance skills and knowledge of border officials.

In an effort to facilitate the production of reliable and timely migration data, IOM continued to assist the Government of Libya in upgrading the data collection systems used in a number of retention centres for irregular migrants. In the course of 2013, initial assessments were conducted and

IOM organizes a study visit to Italy for senior officials of the Tunisian Ministry of Interior. © IOM 2013



software development began. At the end of the project the newly developed biometric migrant registration and case management system (BIMS), together with the related Standard Operating Procedures for officials working in the processing facilities, will help the Libyan government in better managing the entire cycle of irregular migrants processing, allowing the identification of migrants and of their specific needs and vulnerabilities.

To support the development of evidence-based policy and effective migration governance, IOM continued promoting the IOM-developed border management information system; the Migration Information and Data Analysis System (MIDAS). MIDAS is designed to support beneficiary countries in retrieving crucial migration data at the border to monitor and analyse migratory flows and provide statistics for policymakers.

Integrated Border Management

Integrated Border Management is defined as national and international coordination and cooperation among all the relevant authorities and agencies involved in border security and trade facilitation to establish effective, efficient and integrated border management systems, in order to reach the objective of open, but well controlled and secure borders. This approach is essential for the effective management of complex

migratory flows in changing scenarios. Throughout 2013, IOM conducted field visits and technical assessments to support governments in identifying operating modalities which would give border operations the greatest impact, and strengthening information sharing and coordination between border posts and headquarters, as well as among border agencies at the national, cross-border and international level.

In Iraq, IOM conducted a technical visit at the Trebil border post with Jordan to discuss the feasibility of the establishment of an Integrated Border Management mechanism at the border post. Assessments of border surveillance functions, including the organisational and technological aspects related to the control of the border and the prevention of specific cross-border crimes (such as trafficking of human beings, smuggling of migrants and terrorism) were also conducted in Tunisia and Lebanon.

IOM also organized workshops and study visits for border agency officials from Tunisia to promote coordination and cooperation between border agencies at national and international level, and to facilitate a common response to border and migration challenges.

In Jordan, thanks to the IOM Development Fund, a total of 186 Ministry of Interior staff received training on issues such as migration and border management, human trafficking,

document verification, English language, and sign language. The project built on the capacities of officials from the Ministry of Interior, primarily from the Directorate of Nationality, Arab and Foreign Affairs (DNAFA), which directly manages migratory movements, passport and visa issuance and data management on immigration and emigration.

IOM continued to actively contribute to international fora and dialogue to promote and establish effective migration governance frameworks at the multilateral level. Examples included the Dead Sea Conference “Irregular People Movement in the Middle East: Challenges and Responses,” the “African Union Workshop on Border Security,” and the “Workshop for Government Officials of Member States of LAS in areas of International Migration, Refugees, and Human Displacement”. Additionally, in November 2013, IOM, along with UNHCR, jointly supported the organization of a three-day Regional Conference on Asylum and Migration from the Horn of Africa to Yemen to which the Horn of Africa and GCC countries participated. Please refer to section eight.

Ensuring sustainable capacity-building for law enforcement agencies

Recent large-scale movements of people, such as those escaping the Syrian civil war or the Libyan uprising, have further demonstrated the vital need for IBM systems which ensure the protection of all vulnerable populations, in addition to the security of countries and migrants themselves.

In 2013, IOM continued to assist governments to establish rights-based IBM through enhancing the knowledge and skills of border officials, by reinforcing the training capacities of border agencies. In Iraq, IOM established three immigration training centres and conducted training needs assessments to develop contextualized training curricula. Based on the evidence provided by another training needs assessment conducted in Jordan, a set of priorities were identified and incorporated into the development of a training curriculum for Jordanian border officials, to be carried out in 2014 with funding by the European Union. IOM continued working alongside the Yemen Ministry of Interior, building capacity to better manage, register and assist (food and health) migrants at the Immigration Passport National Authority migrant section in Sana’a.

To ensure the sustainability of its training activities, IOM takes a Training of Trainers approach, which follows the principles of adult learning and incorporates content on adult teaching techniques to build both knowledge and skills of border officials. IOM training programmes cover topics such as migration and border management best practices, passport examination procedures, identity management, principles of integrated border management, human trafficking and smuggling of migrants, and humanitarian border management.

In 2013, IOM trainings benefited government officials in Egypt, Iraq, and Tunisia. For example, IOM conducted four trainings of trainers on migration and border management and advanced passport examination procedures, which took place in Sulaymaniyah, Iraq, and benefited 77 Iraqi border officials who enhanced their knowledge on international best practices to be used in the Iraqi context, as well as modern tools to support passport examination at the border. Training will be rolled out by the newly trained trainers to border guards in the immigration training centres established by IOM. In addition, IOM delivered training on human trafficking to Tunisian officials. In Egypt, 15 border officials were trained on identity management best practices. During 2013, discussions were tabled with Sudanese authorities to plan training on passport examination procedures, as well as an assessment and a study

visit for Sudanese senior officials to be organized in early 2014.

Mainstreaming a rights-based IBM approach into the development of migration strategies and policies across the region

IOM promotes and supports the reform of legislative and regulatory frameworks governing migration in the region, in a manner consistent with international law and which upholds the rights of migrants and the integrity of borders.

In Iraq, IOM worked with the inter-ministerial task force established to strengthen the intra- and inter-ministerial coordination among border agencies, to develop the draft of Iraq's national border management strategy. Similarly, in Sudan, the draft of a comprehensive national strategy was launched in cooperation with UNHCR, which aims to ensure synergies between IBM initiatives and international protection programmes. A five-year border management strategy was also produced to support the Sudanese government's efforts to enhance its IBM model.

Across the region, IOM also promoted community policing in

order to ensure that migration policies take into account the needs of all concerned stakeholders, including migrant and host communities. This approach provides a means for the major concerns and expectations of communities living at the border to be taken into account by policymakers to better address their needs. In Iraq, IOM launched a dialogue to enhance trust and cooperation between law enforcement authorities and civil society actors for the effective operationalization of community policing. In Egypt, IOM delivered training on community policing for the Egyptian Ministry of Interior. Finally, In Kuwait, IOM organized, in collaboration with the International Labour Organization, UNHABITAT and Forum Internazionale ed Europeo di Riccerche Sull'Immigrazione, a regional training on the "Principles of Community Policing" delivered to 26 Senior Police Officers from Bahrain, Kuwait, Oman, Qatar and United Arab Emirates.

Responding to the needs of governments through the provision of services and technical support

IOM's work in improving migration management includes the provision of ad hoc border management solutions and services for governments and migrants in the region.

In Iraq, IOM conducted a feasibility study for the development of a centralized visa system with bar-code technology, in line with the standards set by the International Civil Aviation Organization. The study thoroughly examined all the components of the visa system in terms of the IT standards and infrastructure necessary for the establishment of the E-Visa System and equipment needed; staff and training needs; the role of consular services abroad; and the case management processes and legal provisions required. An identity management assessment was also conducted to examine the integrity of Iraq's identity documents and provide recommendations on how to enhance the integrity and security of its national documents. The establishment of document verification procedures will further support document issuance and identity verification processes in Iraq. In Lebanon, IOM conducted technical visits and rapid needs assessments at the Beirut International Airport and at Al Masnaa border control post at the border with the Syrian Arab Republic, one of the most important border posts in terms of travellers registered daily. The technical visits aimed to identify the most urgent equipment and infrastructure interventions needed to respond rapidly and effectively to the influx of migrants and refugees from the Syrian Arab Republic. ■

Humanitarian Border Management

Humanitarian Border Management (HBM) aims to ensure appropriate border management responses at times of humanitarian crises. Through the analysis of the causal factors of a crisis, the identification of potential movement patterns, the development of contextualized contingency planning and the capacity-building of relevant government authorities, HBM enables appropriate humanitarian preparedness and response by border management agencies to protect those who cross borders in emergencies, while upholding local and national security settings and border integrity.

In Lebanon, to support the Government's efforts to ensure stability and security at the borders, in particular when responding to the mass movement of people crossing the border with the Syrian Arab Republic, IOM conducted technical study visits to air and land border posts to identify most urgent equipment and infrastructure needs to enhance the immigration and border management capacity of the border posts. IOM is committed to providing ad hoc support to the Government in rolling out a HBM approach to better handle the influx of refugees arriving from the Syrian Arab Republic.

A crowd of Syrian Kurdish refugees waits at the Sehela Border Crossing on 19 August. © IOM 2013



IBM in Tunisia

In 2013, IOM embarked on a long-term engagement to support the government of Tunisia in enhancing its IBM system. A joint assessment of Tunisian borders “Gestion des frontières: contrôle et surveillance, fraude documentaire et protection des migrants” was conducted by IOM, UNHCR and International Centre for Migration Policy Development, with the support of the European Union, to underpin the identification of institutional and operational needs to enhance current migration governance model and border control operations. The assessment covered land and maritime border posts as well as the international airport of Tunis-Carthage.

Trainings of Trainers on rights-based migration management and advanced passport examination procedures were delivered by IOM experts to Tunisian police officers and the Garde Nationale, in order to build capacities to appropriately distinguish between different categories of migrants and identify victims of human trafficking and smuggling. Border officials also familiarized themselves with the correct use of magnifiers, ultra-violet and infra-red lamps to support passport examination procedures. Training of trainers approach and sessions on communication and training techniques built a pool of 21 trainers qualified to train other officers across the country.

A study visit to Italy was also organized to allow a delegation of Tunisian officials to learn best practices in the field of Integrated Border Management, to better respond to the challenges of irregular migration and transnational crime. During the field visit to the cross-border Customs and Police Cooperation Centre established at Ventimiglia, at the border between Italy and France, officials learned from concrete and fruitful cross-border cooperation practices. A visit to the international airport of Rome allowed the Tunisian delegation to examine best practices in the collection, management and analysis of migratory data through the airport, as well as measures and best practices put in place by the Italian Police to manage migration through airports in line with international standards. ■

Key statistics for IOM activities in the Middle East and North Africa for 2013



Beneficiaries of IOM development and humanitarian assistance activities in 2013

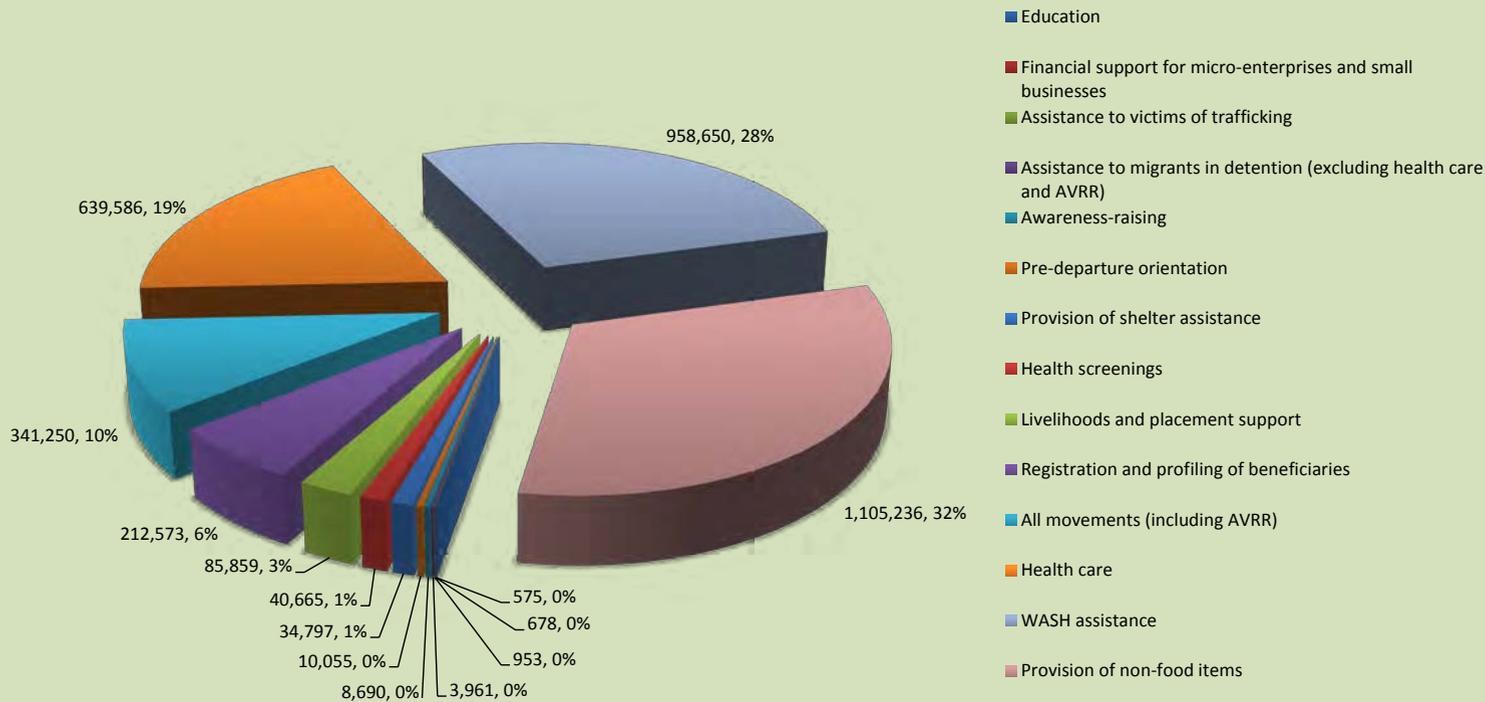
IOM standardised tents being prepared in Baharka camp in Erbil governorate.
© IOM 2013

Type of Programme	Number of Beneficiaries
Education	575
Financial support for micro-enterprises and small businesses (micro credit and small business loans and grants)	678
Assistance to victims of trafficking	953
Assistance to migrants in detention (excluding health care and AVRR)	3,961
Awareness-raising campaigns	8,690
Pre-departure orientation trainings	10,055
Provision of shelter assistance (through rental subsidy, management and/or rehabilitation of collective shelters)	34,797
Health screenings	40,665
Livelihoods and placement support (including the provision of livelihood counselling; vocational tools and equipment; vocational training; income generation initiatives; and, grants, incentives and other kinds of material support)	85,859
Registration and profiling of beneficiaries	212,573
All movements to and from MENA (migrants, IDPs, and refugees provided with movement assistance, including for return, resettlement, and repatriation assistance as well as within emergency, pre-and post-crisis contexts)	341,250
Health care	639,586
Water sanitation and hygiene (WASH) assistance	958,650
Provision of non-food items	1,105,236
Total	3,443,528

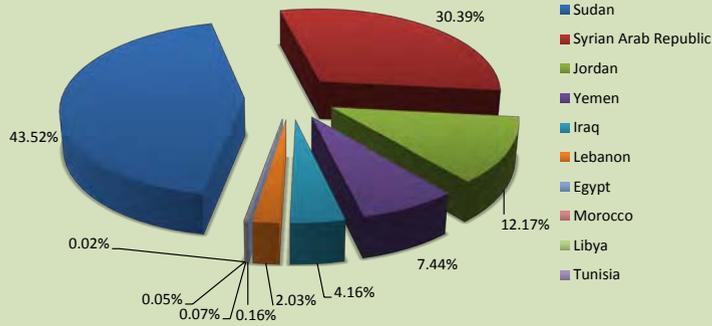
Nationality	Number of Beneficiaries
Other	2,570
Cameroonian	1,633
Eritrean	2,124
Ethiopian	38,430
Iraqi	93,863
Lebanese	25,071
Somali	3,194
Sudanese	1,367,088
Syrian	1,027,754
Yemeni	195,073

Total beneficiaries of IOM development and humanitarian assistance activities in 2013: 3,443,528

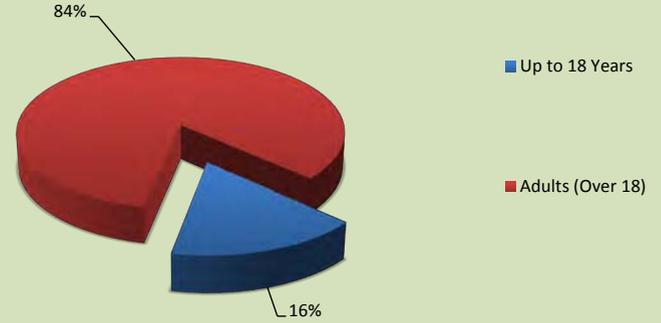
Breakdown of total beneficiaries, by type of activity



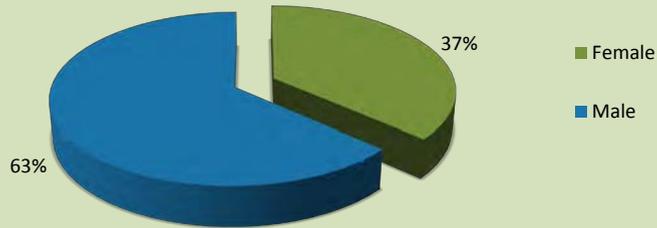
Breakdown of total beneficiaries, by country of implementation



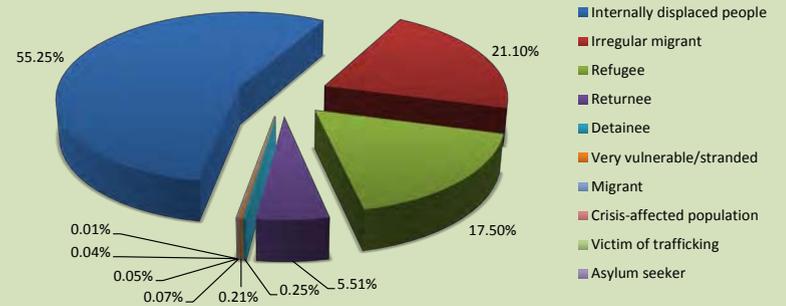
Estimated breakdown of total beneficiaries, by age



Estimated breakdown of total beneficiaries, by gender



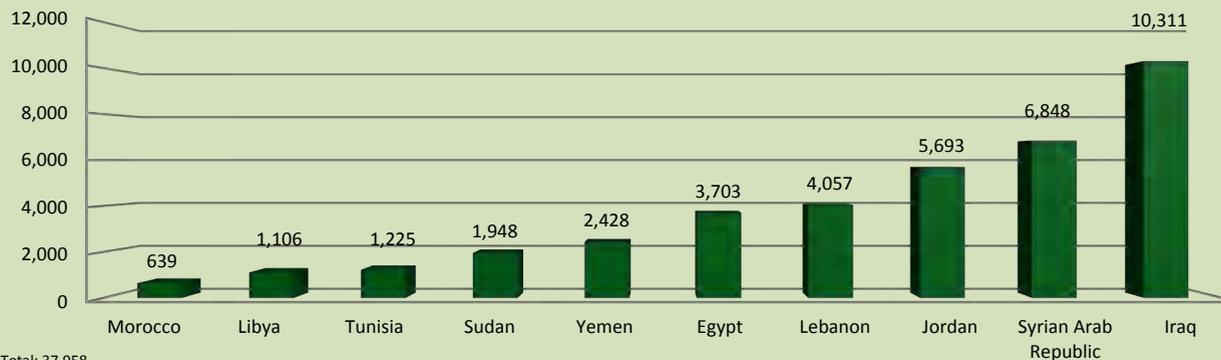
Estimated breakdown of total beneficiaries, by type of beneficiary



Beneficiaries of IOM movement assistance to and from the MENA region in 2013: 43,199

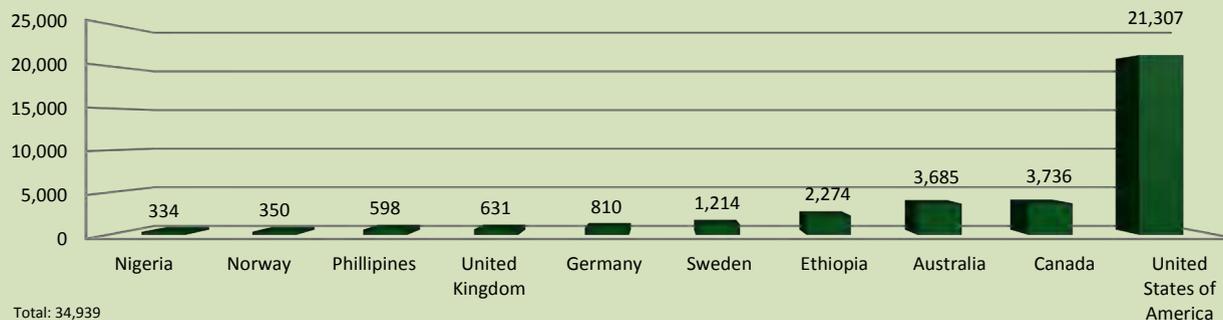
Total excludes movement assistance provided to 298,051 Syrian refugees from the Syrian-Jordanian border. The following movement data includes all other migrants, IDPs, and refugees provided with movement assistance, including for return, resettlement, and repatriation assistance as well as within emergency, pre-and post-crisis contexts.

Number of movements undertaken from top ten countries of departure in the MENA region in 2013



Total: 37,958

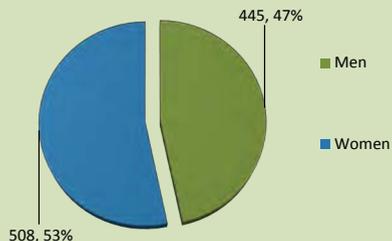
Number of movements undertaken to top ten countries of destination from the MENA region in 2013



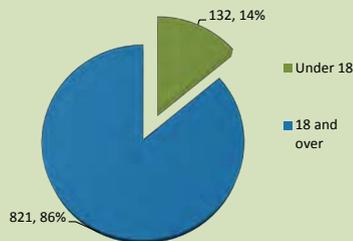
Total: 34,939

Total beneficiaries of assistance to victims of trafficking in 2013: 953

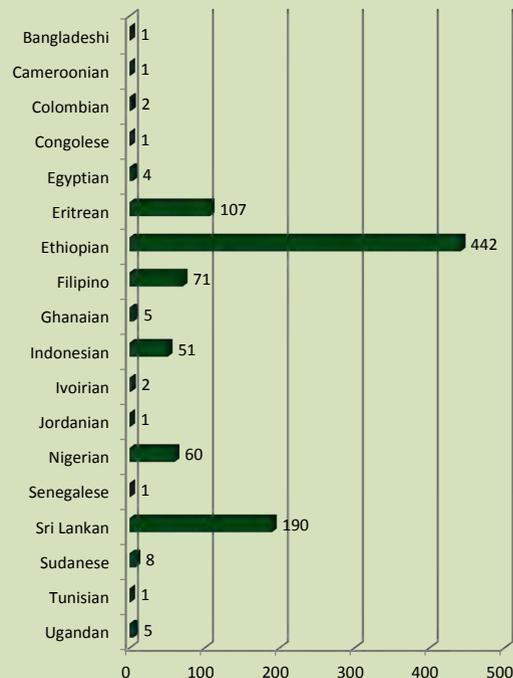
Breakdown of trafficked persons assisted, by gender



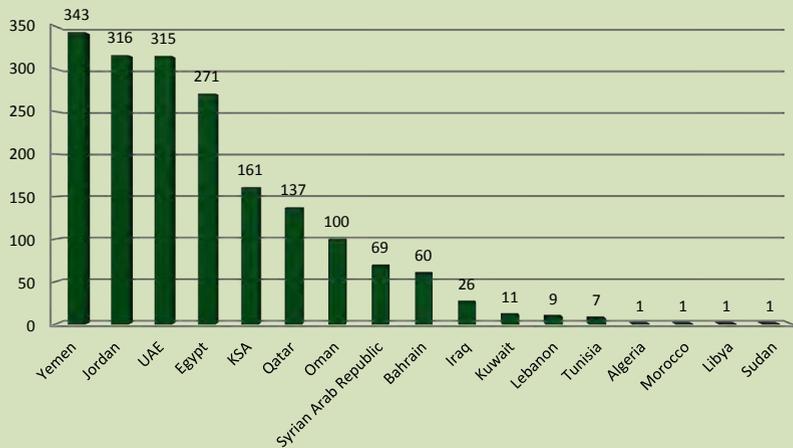
Breakdown of trafficked persons assisted, by age



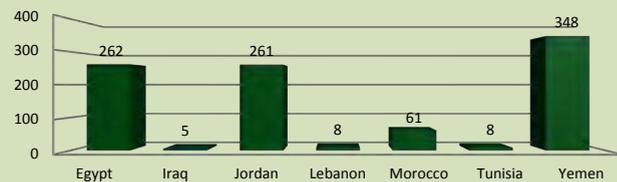
Total cases assisted in MENA, by nationality of victim



Total cases assisted globally who reported their destination as MENA, by country of reported destination

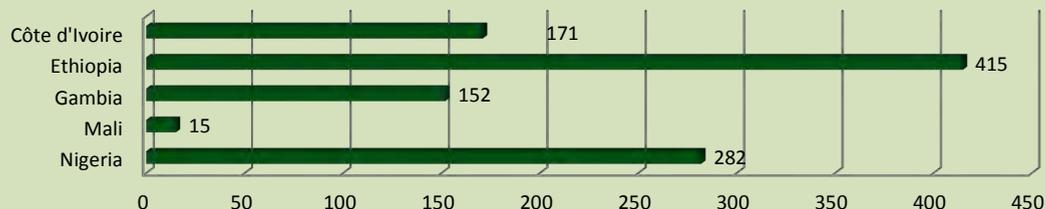


Total cases assisted in MENA, by country of assistance

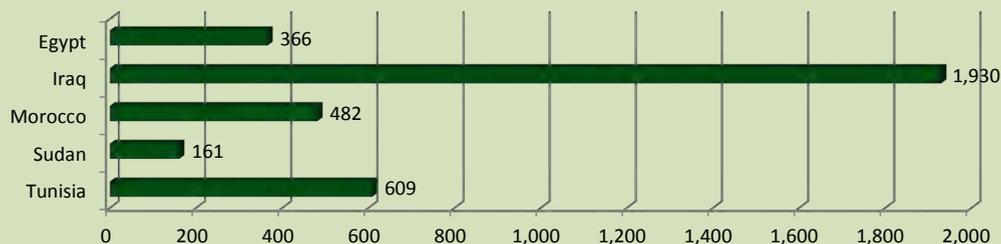


Total assisted voluntary return and reintegration beneficiaries in 2013: 6,124

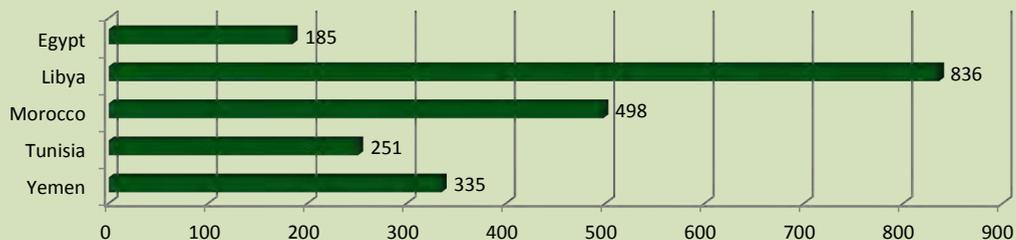
Top five nationalities requesting assisted voluntary return from the MENA region in 2013



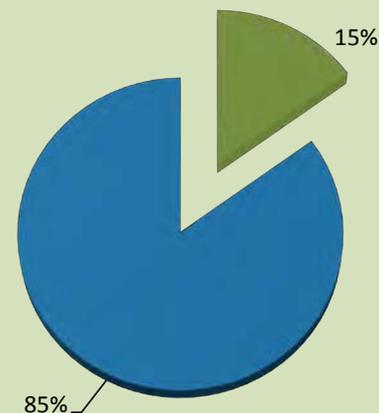
Top five nationalities requesting assisted voluntary return to the MENA region in 2013



Top five host countries for assisted voluntary return requests from the MENA region



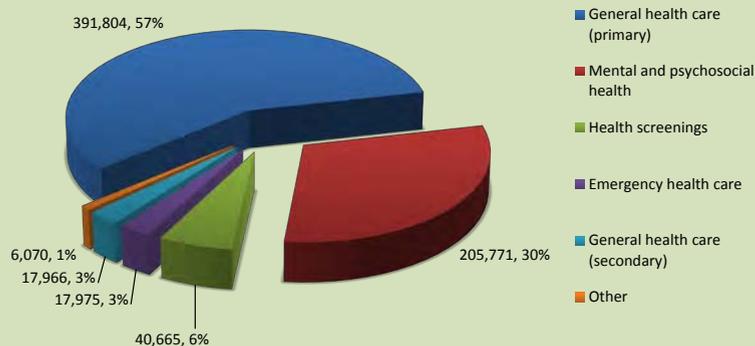
Estimated age breakdown of assisted voluntary return beneficiaries in 2013



- Children (Under 18 years old)
- Adults (18+)

Total beneficiaries of migration health services in 2013: 621,779

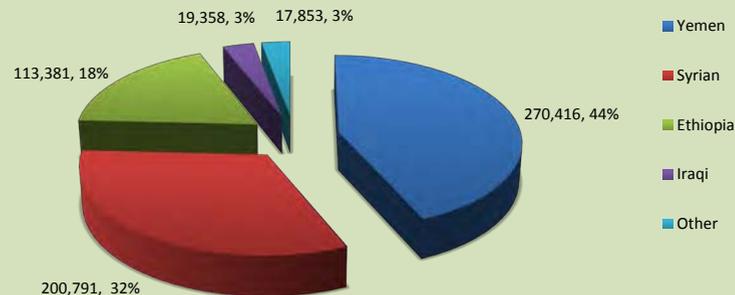
Breakdown of health-care activities, by type of service



* Other health-care activities include: HIV/AIDS, Disease Outbreak Control, Supplementary and Therapeutic Feedings, Drugs Supply, Medical Tests and Screenings, Nutrition, Other Emergency Migration Health Assistance, and Reproductive Health.

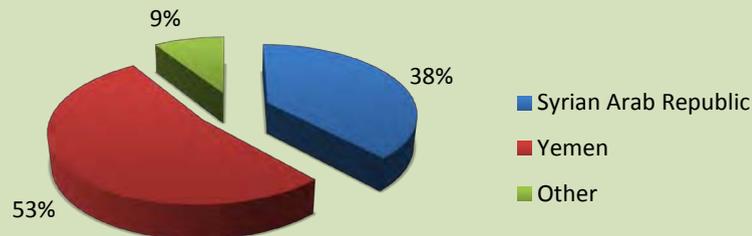
** Beneficiaries may have received more than one kind of health service.

Estimated breakdown of health-care beneficiaries, by nationality



* Other nationalities include: Algerian, Bahraini, Cameroonian, Egyptian, Filipino, Guinean, Iranian, Jordanian, Lebanese, Malian, Moroccan, Omani, Saudi Arabian, Senegalese, Sudanese, Tunisian and Turkish.

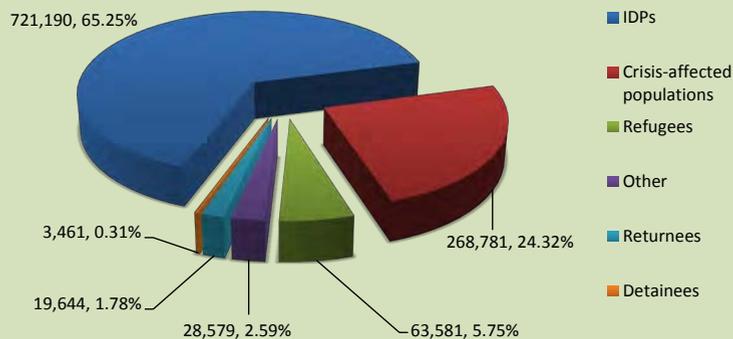
Breakdown of health-care activities, by country of implementation



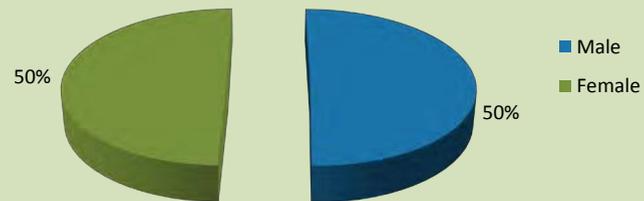
* Other countries include Algeria, Bahrain, Egypt, Islamic Republic of Iran, Iraq, Jordan, Lebanon, Morocco, Oman, Saudi Arabia, Sudan, Tunisia, Turkey.

Total beneficiaries of non-food items (NFI) in 2013: 1,105,236

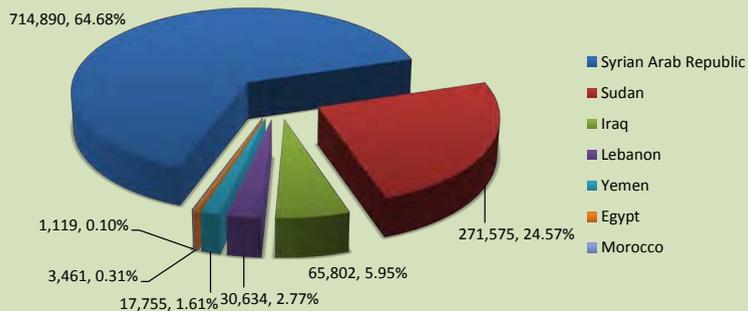
Breakdown of NFI beneficiaries, by type of beneficiary



Breakdown of NFI beneficiaries, by gender

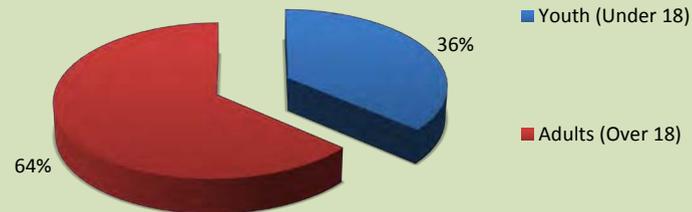


Estimated breakdown of NFI beneficiaries, by nationality

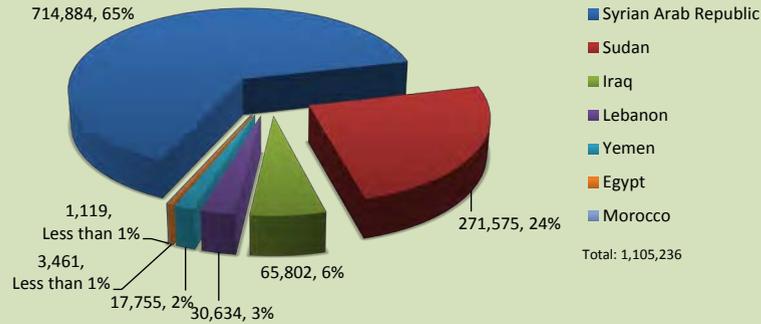


*Other includes Bangladeshi, Cameroonian, Egyptian, Eritrean, Ethiopian, Guinean, Lebanese, Libyan, Nigerian, Palestinian, Senegalese, and Somali.

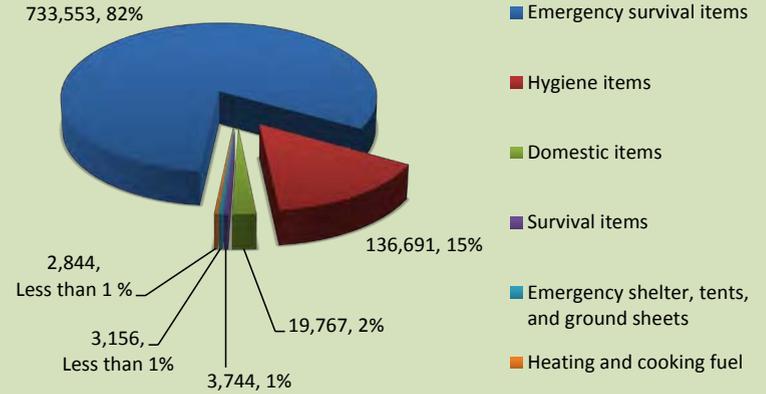
Estimated breakdown of NFI beneficiaries, by age



Breakdown of NFI beneficiaries, by country of implementation

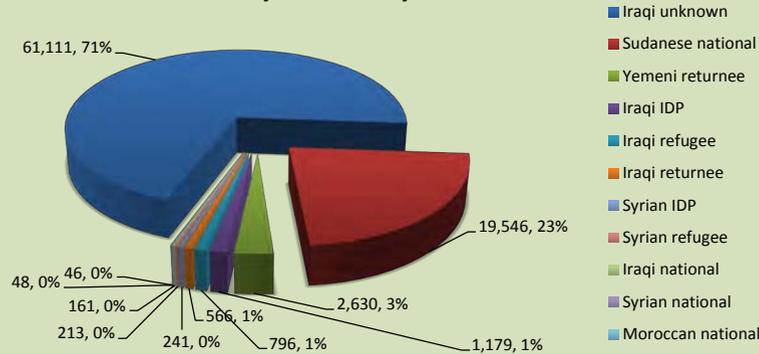


Breakdown of NFIs distributed to beneficiaries, by type of NFI



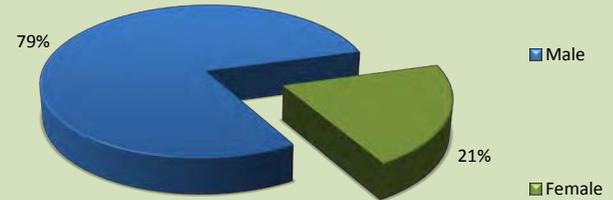
Total beneficiaries of livelihood and placement support and financial support for micro-enterprises and small businesses in 2013: 85,859

Breakdown of livelihood and placement support beneficiaries, by nationality and status

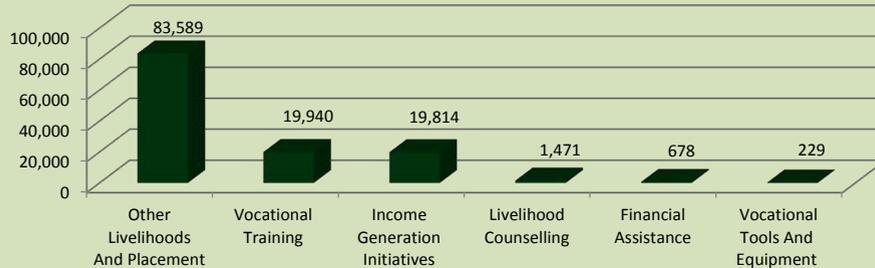


* Beneficiaries may have received more than one type of assistance.

Breakdown of livelihood and placement support beneficiaries, by gender

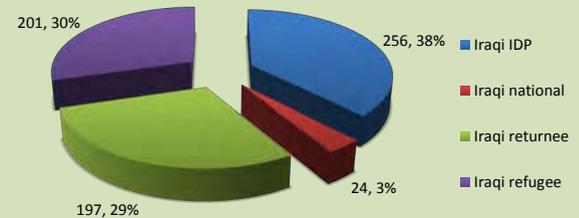


Breakdown of livelihood and placement support beneficiaries, by type of support received



* Some beneficiaries may have received more than one kind of assistance.

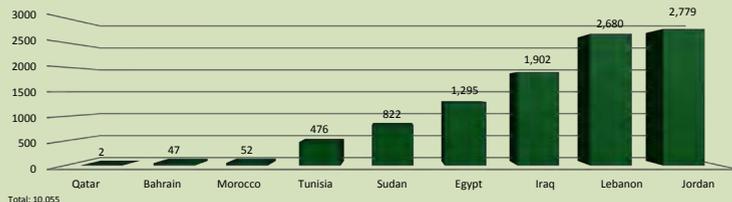
Breakdown of beneficiaries of financial support for micro-enterprises and small businesses, by nationality and status



Total value: USD 865,114

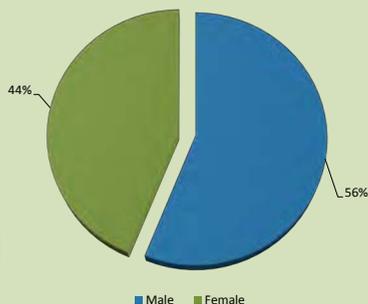
Total beneficiaries of pre-departure programmes in 2013: 10,055

Total beneficiaries of pre-departure cultural orientation, by country of departure



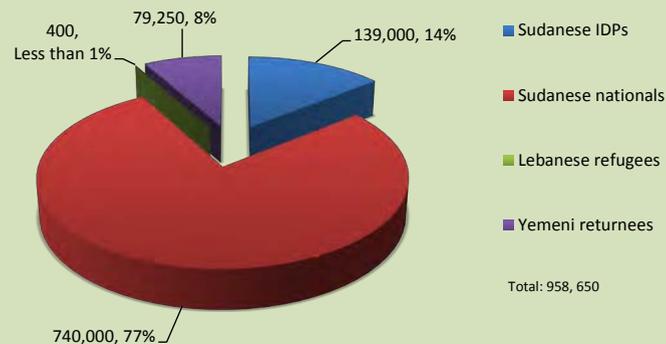
Title of programme	Number of beneficiaries
AUSCO (Australian Cultural Orientation)	1,221
COA (Canadian Orientation Abroad)	2,797
DECO (Cultural Orientation - Germany)	527
NLCO III (Netherlands Cultural Orientation)	16
NORCO (Norwegian Cultural Orientation)	157
PDO (Italy)	43
PDO (Tunisia-Canada)	22
PDO (Tunisia-Belgium)	41
USCO RSC Middle East and North Africa	5,231

Breakdown of beneficiaries of pre-departure cultural orientation, by gender

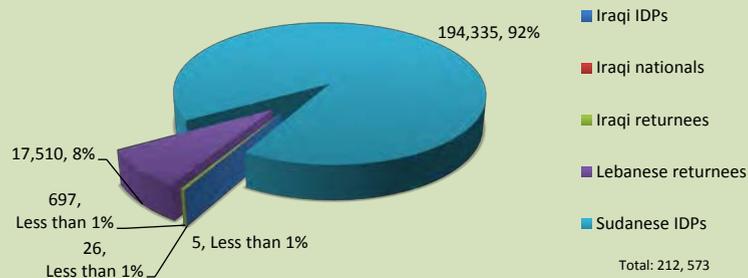


Total beneficiaries of registration and profiling (212,573) and water, sanitation and hygiene assistance (WASH) (958,650) in 2013

Breakdown of WASH assistance beneficiaries



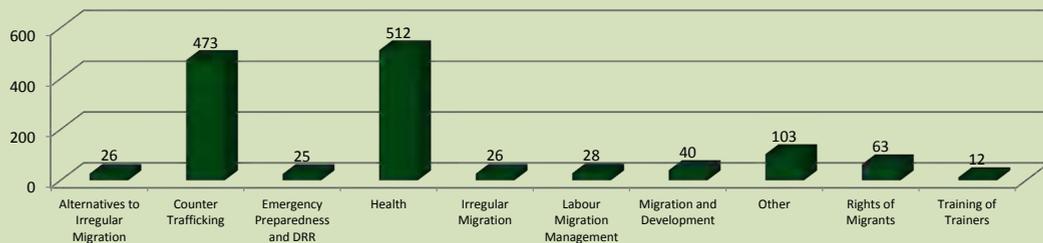
Breakdown of registration and profiling provided to beneficiaries, by nationality and status



IOM capacity-building, technical support, conference and media activities in 2013

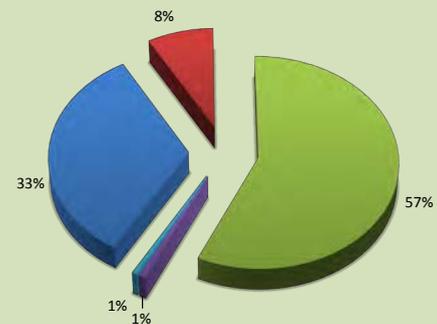
Total workshop participants in the Middle East and North Africa in 2013: 1,191

Distribution of workshop participants, by topic of workshop

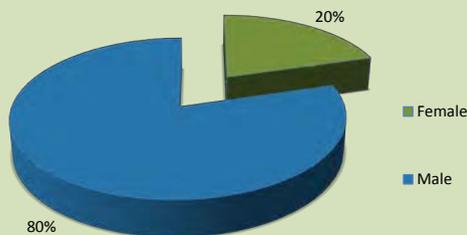


* Some participants may have participated in more than one workshop.

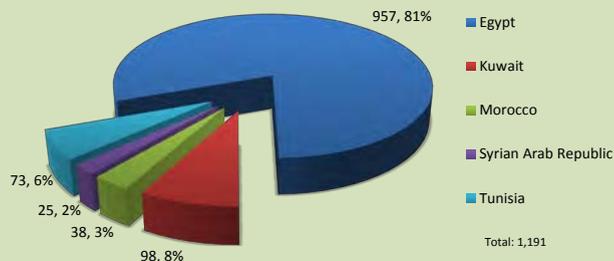
Estimated breakdown of workshop participants, by type of participant



Estimated breakdown of workshop participants, by gender



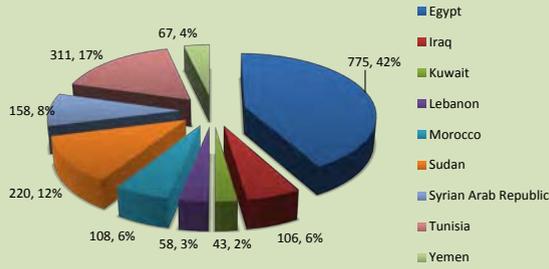
Breakdown of workshop participants, by country of workshop implementation



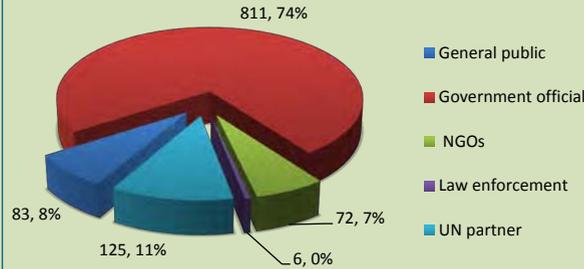
- Civil society organizations and NGOs
 - General public
 - Government officials
 - Member of the press
 - UN partner
- Total: 498

Total training participants in the Middle East and North Africa in 2013: 1,846

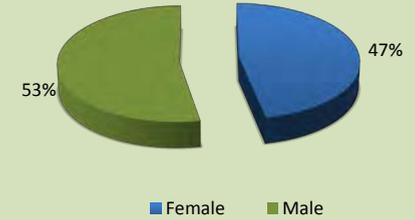
Breakdown of participants in trainings, by country of implementation



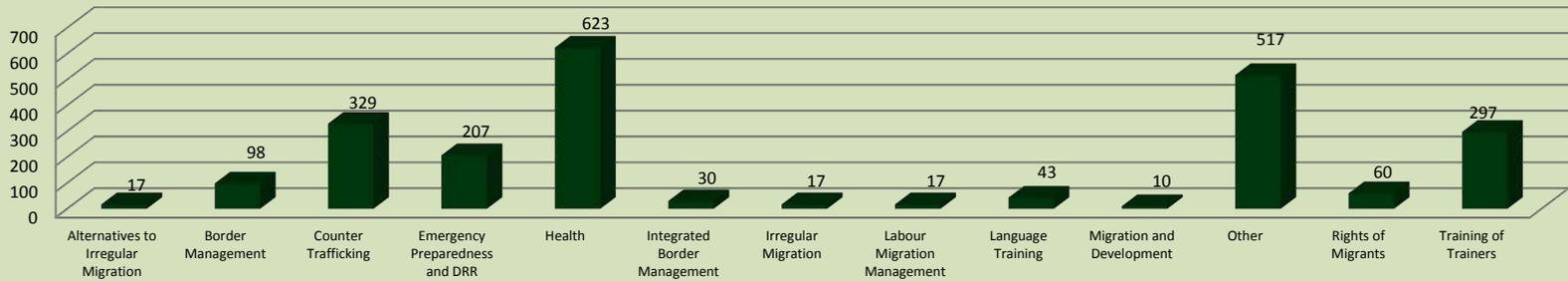
Estimated breakdown of training participants, by type of participant



Estimated breakdown of training participants, by gender



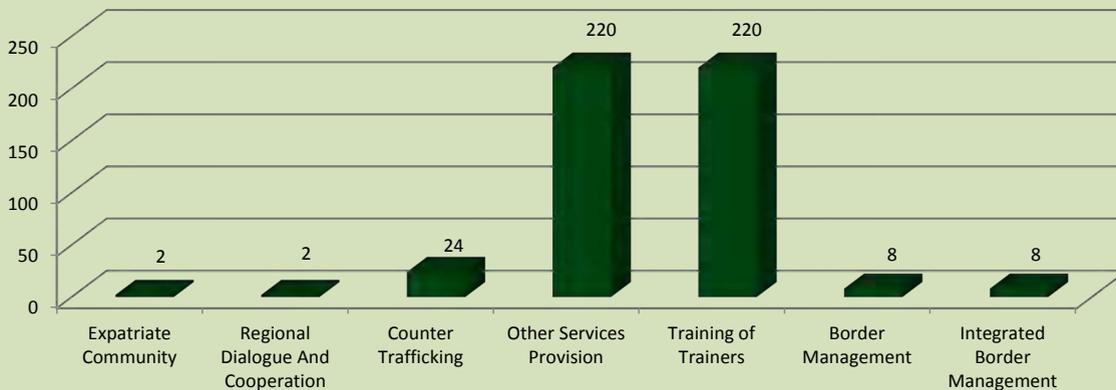
Distribution of participants in trainings, by topic of training



* Participants may have attended more than one training.

Total study tour participants from the Middle East and North Africa in 2013: 278

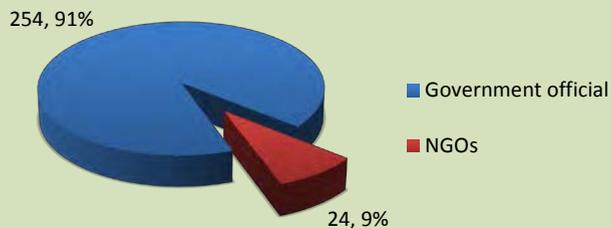
Distribution of study tours participants, by topic



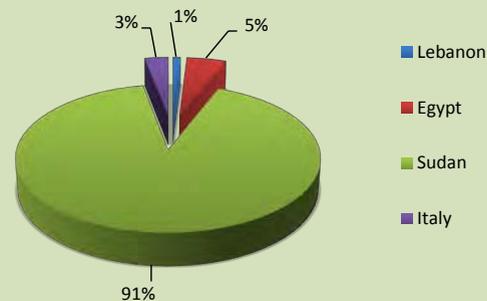
Total: 484

*Participants may have attended more than one study tour.

Breakdown of study tour participants, by type of participant

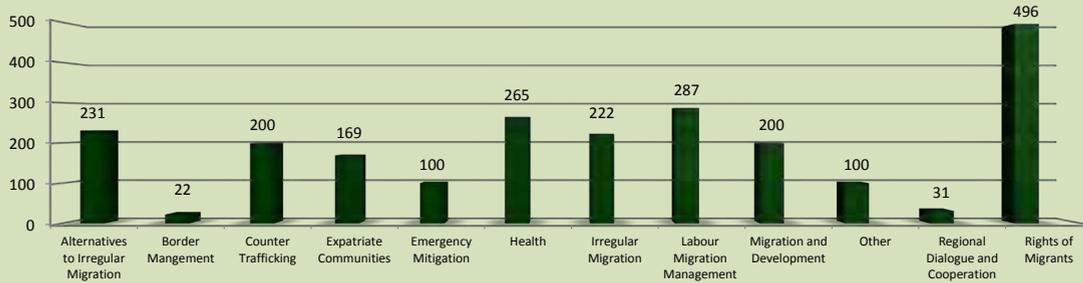


Breakdown of study tour participants, by type of participant



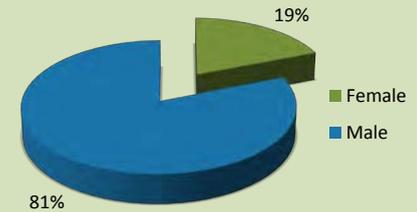
Total conference and media activities participants from the Middle East and North Africa in 2013: 627

Distribution of participants in conferences and media events by topic

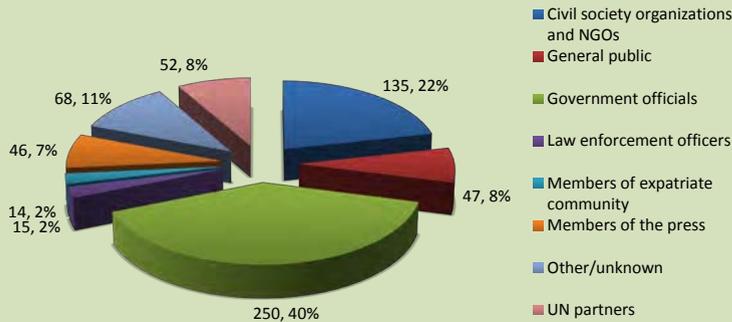


* Participants may have participated in more than one media activity.

Estimated breakdown of conference and media event participants, by gender

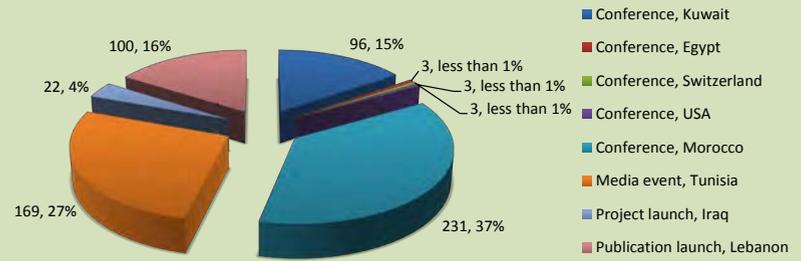


Breakdown of media event participant, by type of participant



Total: 627

Breakdown of conference and media activity participants, by type and place of activity



Total: 627

Breakdown of 2013 expenditures, by country and project sectors



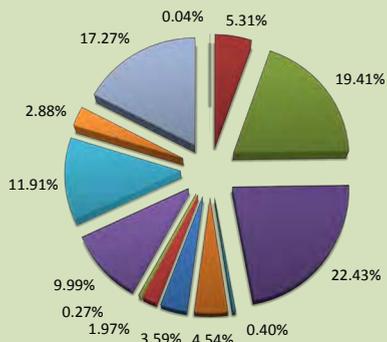
Country	Total expenditures (USD)	Type of Project	Expenses	Number of projects
Algeria	59,856	Emergencies	31,247,467	47
Egypt	8,640,392	General Programme Support	742,456	18
Iraq	31,588,281	Immigration & Border Management	2,620,418	10
Jordan	36,505,005	Labour Migration & Human Development	7,239,953	34
Kuwait	643,260	Migrant Assistance	13,843,275	54
Lebanon	7,382,129	Migration Health	12,651,933	32
Libya	5,835,306	Migration Research and Publications	5,837	3
Morocco	3,202,969	Movements	50,236,713	24
Saudi Arabia	433,193	Post-Crisis	44,137,245	21
Sudan	16,251,835	Grand Total	162,725,295	243
Syrian Arab Republic	19,382,673			
Tunisia	4,690,287			
Yemen	28,110,109			

* Some projects are executed in more than one country

IOM transports Syrian refugees who have fled through Peshkhabour border crossing to safe locations in Iraqi Kurdistan. © IOM 2013

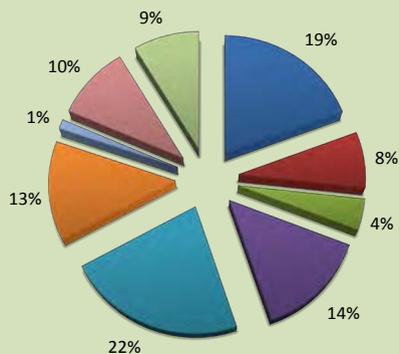
Financial data for IOM activities in the MENA region in 2013

Proportion of total expenditures, by country



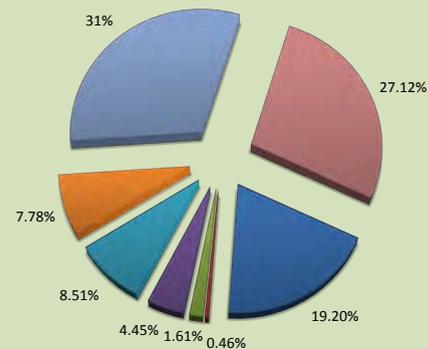
- Algeria
- Egypt
- Iraq
- Jordan
- Kuwait
- Lebanon
- Libya
- Morocco
- Saudi Arabia
- Sudan
- Syrian Arab Republic
- Tunisia
- Yemen

Proportion of total projects, by sector of activity



- Emergencies
- General programme support
- Immigration and border management
- Labour migration and human development
- Migrant assistance
- Migration health
- Migration research and publications
- Movements
- Post-crisis

Proportion of total expenditures, by sector of activity



- Emergencies
- General programme support
- Immigration and border management
- Labour migration and human development
- Migrant assistance
- Migration health
- Movements
- Post-crisis

Thanks to our partners:

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