



International Organization for Migration (IOM)

The background image shows a group of people, likely migrants, walking along a dusty road in a desert-like environment. In the foreground, two men are walking away from the camera; one is wearing a light-colored shirt and the other a dark blue t-shirt. Further back, a woman in a white headscarf and patterned dress is walking, followed by a woman in a black headscarf and a small child in a red shirt. A white car is visible in the background on the right side.

# **The Middle East and North Africa**

ANNUALREPORT2012

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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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# **The Middle East and North Africa**

**Annual Report 2012**



International Organization for Migration (IOM)


# Foreword

Last year, amidst the events of the Arab uprisings and unprecedented social upheaval in the region, the International Organization for Migration (IOM)'s Regional Office for the Middle East and North Africa released a report on IOM's activities and response in 2011 to these extraordinary events.

We are now one year on and the historical events of 2012 look no less extraordinary by comparison. New governments took office after landmark sets of elections in Egypt, Tunisia, and Libya but often struggled with the difficult political and economic challenges they faced whilst engaging simultaneously in institutional struggles with opposition. Across other parts of the region too, communities continued to be politically active in the streets. In the short-term this political situation has served in many cases to exacerbate some of the underlying socioeconomic problems that led to the uprisings in the region, including high rates of youth

unemployment; persistent fiscal deficits and an inability for the public sector to absorb new labour market entrants; trade deficits and worsening balances of payments; and, in some cases, stagflation.

Tragically, elsewhere in the region, previously acute humanitarian emergencies continued to develop into larger-scale, critical humanitarian crises. Ongoing conflicts in Yemen, combined with recurrent drought and high levels of poverty, continued to create displacement, hunger and barriers to accessing basic services. The conflict in Syrian Arab Republic continued to deepen into a regional crisis, with hundreds of thousands of displaced spilling over the border into Turkey, Lebanon, Jordan, and Iraq. Millions of Syrians inside the country need humanitarian assistance, including many women and children, and other vulnerable populations such as migrant workers and refugees were thrown into more desperate situations.



Stranded migrants awaiting IOM-chartered vessel at Misurata port, Libya. © IOM 2011.

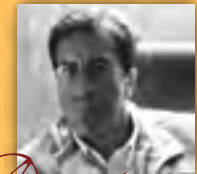
This year's report will be an opportunity to present eight areas of strategic priority for IOM's work to meet the needs of the region in this challenging context:

- addressing youth employment and protecting minors;
- making migration work for development;
- protecting migrant workers against exploitation and trafficking;
- addressing irregular migration flows and upholding the human rights of migrants;
- responding to the regional crisis resulting from the unrest in the Syrian Arab Republic;
- providing support to countries in transition;
- facilitating durable solutions for refugees, migrants and internally displaced persons (IDPs), and supporting communities of return, and;
- promoting regular migration and effective border management within an integrated border management approach.

It is our firm belief that, ahead of the UN High-level Dialogue on Migration and Development, which will take place in October 2013 in New York, IOM's strategic, cross-sectoral response in the MENA region further illustrates the power

and necessity of analysing and responding to developmental and humanitarian challenges from a migration perspective. Indeed, the activities carried out by IOM and its partners in the MENA region in 2012 represent a case in point for the recognition of the contribution of migrants and migration to all three pillars of sustainable development (economic, social and environmental); a renewed commitment to protection of the human rights of all migrants; a systematic inclusion of migration issues in the post-2015 UN development agenda; a strengthened Global Migration Group, including greater IOM leadership; and, due recognition of IOM's role as the global lead agency on migration.

It is our sincere hope that by continuing our long-term work to enhance migration management as well as migrant support and continuing to coordinate with our partners to address urgent humanitarian needs, IOM will help to maximize the positive impact of migration to, from and within the region, and contribute to a safer migration experience for those who leave their homes to make a better life for themselves and their families.



Pasquale Lupoli  
*Regional Director*





## 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 151 Member States and 12 Observer States, as well as more than 7,800 staff working on over 2,300 projects in 470 field locations. IOM's expenditures in 2012 amounted to USD 1.2 billion.

IOM is dedicated to promoting humane and orderly migration for the benefit of all. It does so by providing services and advice to governments and migrants.

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, policy debate and guidance, protection of migrants' rights, migration health and the gender dimension of migration. IOM

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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, UAE, and Yemen. It provides policy, technical and administrative support to 1,400 staff working on 335 projects in 13 countries in the region.



IOM staff assisting Syrian migrants at the transit centre along the Syrian-Jordanian border.  
© IOM 2012.

# 1. Addressing youth employment and protecting minors

**T**he issue of youth unemployment in the Arab region made headlines across the world in 2012 and was raised to the top of the political agenda for many governments in the region. Youth unemployment rates have increased to alarming levels with 31 per cent of youth aged between 15 and 24 in Tunisia listed as unemployed, 25 per cent in Egypt and 22 per cent in Morocco. The statistics do not improve for the resource-rich countries in the region, with youth unemployment rates of 20 per cent in Bahrain and 28 per cent in Saudi Arabia. Unemployment rates also do not show the whole picture, with many more youth remaining inactive in the labour market or underemployed.

Youth unemployment has been identified as one of the key factors triggering the Arab Spring. Its persistence in the region continues to generate trends of concern to the region's socioeconomic development and political stability including marginalization of disenfranchized youth, tendencies towards crime and delinquency, and pressure towards irregular migration in precarious and unsafe conditions such as across the Mediterranean to Europe.

A number of factors have contributed to this regional crisis: in some countries, economic growth has simply not been strong enough to absorb the number of youth entering the labour market, leaving many new labour market entrants either


without a job or working precariously in the informal sector. A second factor is the mismatch that has occurred between the skills developed within national education and training systems and the skills demanded by employers within the labour market. Antiquated training curricula and inadequate quality of training have left many graduates in the region without the skills they need to successfully enter the labour market either domestically or internationally. A third factor is that salaries and working conditions in some economic sectors and occupations are simply not sufficiently attractive to draw in national workers, with foreign workers instead taking on these roles. A final factor is the hard reality that Europe continues to appeal to youth, who see the region as a panacea not realizing the risk associated with migrating there irregularly nor the diminishing opportunities for regular employment.

Labour mobility has been a key component of the proposed response to the crisis by many governments within the region. For countries struggling with weak economic growth and a youth bulge, expanding foreign employment opportunities for workers has been identified as a means of easing domestic labour market pressures. For countries with large foreign worker populations but also suffering from high youth unemployment, initiatives to rationalize labour migration programmes and restructure labour markets to better promote employment of nationals have accelerated.





Awareness-raising extra curricular activities for students of Hassan II High School in Tangier, Morocco.  
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Awareness-raising extra curricular activities for students of Hassan II High School in Tangier, Morocco.  
© IOM 2012 (Photo: Jalila Dahane).

IOM's work in addressing youth unemployment issues in the region includes five main components:

### **Improving educational outcomes to meet labour market demand**

Improving the employability of youth through better education programming and skills upgrading is essential to both address unemployment and improve productivity within the region. IOM works with training institutions and employer associations to develop training programmes that meet employer needs nationally and internationally and to deliver tailored short-term training programmes that improve youth employability. In Egypt, for example, IOM continues to work with training institutions in the tourism sector to improve the curriculum and training programmes to meet international standards, while in Morocco and Tunisia IOM partners with training institutions to deliver tailored short-term training programmes to enhance employment prospects.

### **Developing capacity to match workers with employers domestically and internationally**

IOM is engaged in a number of projects throughout the region to improve systems for matching job-seekers with employment opportunities at home and abroad. In Egypt, IOM has enhanced the services of career guidance counsellors in schools and improved linkages with employers in order to

support successful school-to-work transitions. IOM Egypt also continues to work extensively with the Ministry of Manpower and Migration to improve the functionality of database systems to match job-seekers with employers both domestically and internationally. In 2012, IOM Tunisia continued to work closely with public employment agencies to enhance capacity and support international job placement opportunities. In future, it is hoped that such schemes can be expanded to other countries.

### **Building government capacity in labour migration management**

IOM has been engaged with governments of both countries of origin and countries of destination in the region in order to build capacity in the management of labour migration as well as to support development and implementation of effective labour migration policy. In Tunisia, IOM has delivered training programmes to build government capacity in migration data management and its integration into policy development. In Libya and Kuwait, IOM's programming supports development of labour migration policy to better align with labour market needs, with an emphasis on supporting youth training and employment opportunities for youth. IOM has also been engaged in studies in Yemen and Tunisia to support government strategy and initiatives to expand international employment opportunities.

### **Raising awareness on the risks of irregular migration among vulnerable youth**

Economic hardship and lack of job prospects are key push factors for migration and can drive youth to migrate in precarious and irregular situations without understanding the risks and dangers they may be facing. IOM projects in Morocco, Tunisia, and Egypt aim to raise awareness among vulnerable youth on the risks involved in irregular migration both within the journey and at the point of destination, while providing positive alternative options for youth development. In 2013, IOM will be partner to an innovative project with local Italian authorities to demonstrate 'solidarity with minors from the Maghreb and Mashreq' (SALEMM).

### **Promoting opportunities for regular migration within the MENA region**

IOM continues to be involved in a number of studies and workshops across the region to support the development of intraregional labour mobility schemes. IOM's projects developed in cooperation with the League of Arab States, the Arab Labour Organization and the African Arab Labour Organization and the African Development Bank have highlighted the mutual economic benefits generated by greater regional integration of labour markets and facilitation of labour mobility within the MENA region as well as the potential positive impact of enhanced regional labour mobility in addressing regional labour challenges such as youth unemployment.





## Education and training for Egyptian youth in Fayoum Governorate

### *Activities to Promote Regular Migration and Positive Alternatives – Addressing Youth Employment and Protecting Minors*

The project aims to increase access to technical education and vocational training for vulnerable youth in rural communities with high-migration pressure in order to enhance employment prospects both at home and abroad and reduce the tendency towards irregular migration. The project is implemented by IOM in cooperation with the Egyptian Ministry of Education and the National Council for Childhood and Motherhood and funded by the Italian Ministry of Labour and Social Policies.

IOM's innovative approach evolved from the reality of high unemployment and migration aspirations among youth around Egypt and especially in the Fayoum Governorate. Instead of migrating irregularly and exposing themselves to the hazardous journey and the risks of exploitation and abuse faced by

unaccompanied minors, through this project, young people are encouraged to benefit from training opportunities at the Fayoum School which will enhance their employment opportunities. A positive alternative to irregular migration is promoted that will provide future economic prospects to youth and support local socioeconomic development.

In order to meet the education and training needs of youth in Fayoum and enhance their employability and competitiveness in the tourism sector, the school facilities were renovated and furnished with state-of-the-art modern equipment; the school's educational and vocational training system and curricula were updated according to the Italian model; pedagogical training was delivered to the school's teachers; counselling and support services for school-to-work transition were introduced into the school system, and; social and cultural events as well as training opportunities are now organized for the wider community. Through media and information campaigns, information about the school's programmes is disseminated with messages that encourage youth to believe in and build on their potential.

## 2. Making migration work for development

The MENA region is unique in that it comprises some of the largest destination countries for foreign labour as well as some of the most important countries of origin whose communities abroad contribute to economic development not only through sending remittances but also through their investments, the transfer of their skills to build capacity in their home countries, and their ability to build trading networks that contribute to economic growth. An estimated 22 million foreign workers live in the GCC sending home over USD 80 billion in remittances in 2012, making it the source of one-fifth of the world's remittances. Meanwhile, Egyptians abroad alone contributed almost USD 18 billion in remittances last year, while Moroccans and Tunisians abroad remitted the

equivalent of 7.2 per cent and 4.2 per cent of their countries' GDP respectively.

These statistics demonstrate the importance of migration to the region's development as well as global development both with regard to the foreign workers within the region and Arab migrants abroad. However, the numbers do not tell the whole story. Migrants to and within the region as well as Arab communities abroad contribute to the region's social and economic development in ways that cannot be captured by statistics. Arab communities abroad volunteer their time everyday to mentor young entrepreneurs in the region, provide assistance and health services to the poor and those



Monia Boukhili, a Tunisian returnee from Libya who set up a sewing workshop with support from IOM.  
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## Engaging Moroccans in Belgium for Morocco's development

The number of Moroccans living in Belgium is estimated to be between 250,000 and 300,000, with the majority living in and around Brussels and originating from the regions of North Morocco and Oriental. The impact of this large scale migration is significant with both positive and negative impacts on communities of origin. Inspired by the results and recommendations of the research project conducted through the MEDMA project in 2007, MEDMA 2 aims to enhance the positive impacts of migration for communities of origin and destination as well as for migrants themselves by promoting development of economic and trade opportunities available through transnational community networks.

With the support of the Belgian government, the MEDMA2 project aims to enhance investment and trade linkages

between Moroccan diaspora in Belgium, and communities in Morocco. Through an innovative partnership between IOM, the Ministry for Moroccans Resident Abroad, the Belgian Development Agency and the Solvay Business School in Belgium, among others, the project provides financial and technical support over a 24-month period for 15 Moroccans resident in Belgium, selected through a comprehensive project vetting process, to establish businesses in Morocco. IOM is working with partners in Morocco and Belgium to facilitate the process for business establishment and support selected candidates in the development and implementation of their business plans.

The project also supports research in the field of Migration and Development, with a study on the impact of migration on socioeconomic development in Morocco, as well as the publication of a study on Moroccans abroad.

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in need, and help new Arab migrants adjust and integrate into their new communities in countries of destination.

Probably at no other time is the support of Arab communities abroad more visible and more vital than in times of crisis and hardship. We have seen this in abundance in the MENA region over the past few years, not only through the disproportionate rise in the size of remittances which may be a response, at least in part, to the economic challenges many have been facing in the region throughout this period of transition, but also through the humanitarian missions and support that many associations have provided.

Recognizing the potential value of engaging their expatriate communities in development initiatives, particularly given the revitalized activity and interest of expatriate associations in the post-Arab Spring era, a number of governments in the region have redoubled their efforts to engage with their communities abroad and to develop initiatives to better harness the potential development impact of expatriates.

IOM's role as an organization engaged in linking migration with development for the benefit of all, has been to work with governments to promote effective engagement with their communities abroad, to develop the macro-level policies that support expatriate engagement in economic development and the micro-level programmes that foster positive collaboration between expatriates and their communities of origin; as well

Amor Ouni, a Tunisian returnee from Libya who set up a pizzeria with support from IOM.  
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as to work directly with expatriate communities to build on their good work and to open opportunities for their further engagement in development initiatives.

### **Capacity-building on migration and development**

Developing the capacity of governments and other stakeholders at the national and local levels to maximize the role of migration to support local development represents an important part of IOM's work to support sustainable initiatives that effectively link migration with development and encompasses several activities. In Tunisia, IOM initiated a two-year project to support the mainstreaming of migration into the government's development planning and there are plans to launch a similar project in Morocco in 2013; at the regional level, IOM has launched a project to develop training modules on migration and development that will act as supporting resources to train government officials and other stakeholders on migration and development issues; at the same time, IOM has developed research projects to support governments across the region in their initiatives to better engage their expatriate communities.

### **Engaging expatriate communities in development initiatives**

Recognizing the valuable work expatriate communities engage in to support development of their home communities as

well as the potential for their further engagement, IOM's initiatives in the region have aimed to partner with relevant expatriate communities to support and enhance their engagement in development. In Morocco, IOM launched a project to support Moroccan expatriates living in Belgium to invest and establish small businesses in their communities of origin through financial and technical support using innovative partnerships with Belgian and Moroccan stakeholders. At the regional level, IOM partnered with the League of Arab States to develop a workshop bringing together associations of Arab health professionals. The workshop allowed associations to network and learn of one another's initiatives in the region; the event concluded with a plan to develop an umbrella group to enhance communication and collaboration between the various associations as well as regional and international organizations in order to improve the sustainability and impact of each group's work. The scale of the support these associations have provided for the region is truly inspirational: from organizing a shipment of emergency medical supplies into Misrata as the conflict was unfolding in Libya, to providing health services to Syrian refugees, to organizing medical convoys to rural communities in Upper Egypt. The support these types of organizations provide to the Arab community cannot be overstated.



### 3. Addressing complex migration flows and upholding the rights of migrants

Complex migratory flows presented one of the key challenges in the MENA region in 2012. Diverse and complex in scope, formation, manifestation, and geographical occurrence, meeting the needs of migrants within these flows was henceforth a priority for IOM offices and staff in the region.

Traditionally, the primary passage for both regular and irregular migration from sub-Saharan African countries to Europe was through Maghreb countries; rather recently however, several major sub-routes have emerged flowing north. Structural factors and, in some cases, conflicts, compel people to leave their countries of origin (including Sudan, South Sudan, Ethiopia, Eritrea, Somalia and many West African countries) and migrate to North Africa and onward toward Europe or neighbouring countries.

Whether concerning migrants from the Horn of Africa, crossing the Gulf of Aden through Yemen and en route to Saudi Arabia; or migrants from the Horn of Africa, moving along the North-Eastern African migratory corridor through Sudan, Egypt and onwards to Israel, Libya, Europe or other Middle Eastern



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countries; or migrants from West Africa transiting through the Maghreb towards Europe, all face similar challenges.

Irregular migrants transiting through, and often stranded in, the MENA region are vulnerable. In 2012, IOM continued to obtain considerable insight into the ever heinous exploitation and abuse that has been inflicted upon migrants who are smuggled and in several instances end up being trafficked while trying to reach a better life abroad.

Take, for example, the plight of migrants who are smuggled, kidnapped and trafficked from the refugee camps in Ethiopia and Sudan and extorted for up to USD 40,000 in Egypt's Sinai while trying to reach Israel. Or, equally as concerning, Ethiopians crossing the Gulf of Aden who are exploited and extorted upon arrival in Yemen. Subjected to forced labour, sexual exploitation, slavery-like practices, servitude, torture, and increasingly, rape, the needs of these migrants are acute. Others incur injuries, including gunshot wounds, in their efforts to cross borders.

Another worrying trend that manifested towards the end of 2012 related to the increase of unaccompanied minor children identified after having been exploited along the migratory routes. In other contexts, migrants are stuck in transit in the north of Morocco or in reception facilities in Libya and remain in an increasingly vulnerable situation.

Under ongoing programmes in the MENA region in 2012, IOM engaged with Government authorities at the central, local and now regional levels, while providing awareness raising and direct assistance to migrants and authorities along the migratory routes and in North Africa to ensure a holistic approach in addressing irregular migration and upholding migrants' rights.

IOM's response to addressing irregular (and complex) migration flows and upholding the rights of migrants stranded in transit in 2012 has five main components:

### **Enhancing the knowledge-base on migration flows and migrants' needs and vulnerabilities**

As migratory movements shift and change, together with the needs and vulnerabilities of those on the move, it is important that new data are collected and knowledge remains accurate so that policies and programmes can be developed or adapted accordingly. To this aim, IOM continued to support the Regional Mixed Migration Secretariat throughout 2012 in the production of new research and tools as related to migratory movements and migrant exploitation from the Horn of Africa, across the Gulf of Aden. A priority for IOM in 2013 will be to expand this knowledge base to better understand migratory flows, migrant vulnerabilities, and needed responses as related to the flows through, to and from North Africa.



### **Developing the capacity of government and civil society to protect migrants, through the identification of vulnerabilities and the provision of direct assistance and durable solutions**

The provision of direct assistance to migrants caught in transit scenarios remained a key priority for IOM in 2012. This included the provision of medical care, psychosocial support, shelter, legal and consular assistance, and eventually voluntary return and reintegration services to sub-Saharan migrants stranded, in particular, in Yemen, Egypt, Libya, Tunisia and Morocco. At the same time, IOM delivered targeted trainings to government officials and civil society actors across the region on the anti-trafficking framework, protection-sensitive border management responses, international human rights law, and migrant-friendly health responses.

### **Providing innovative awareness raising and alternative livelihoods strategies among communities at risk and local communities**

Noting that prevention is better than the cure, IOM also continued to undertake key awareness raising activities in countries of origin and destination. Messages were tailored around concepts of safe migration and the risks associated with irregular migration. Towards the end of 2012, and to supplement awareness raising activities, IOM also launched an innovative livelihood scheme in Egypt targeting communities at-risk of irregular migration and those involved in migrant

exploitation. Such activities will remain a particular area of focus for IOM throughout 2013.

### **Promoting the rule of law in migration and border management, through national and regional advocacy and technical assistance**

The political situation in the region, unstable throughout the 2012, was further aggravated by the deterioration of the crisis in Syrian Arab Republic and the increased security situation in Libya. To contribute to the stability of the region in 2012, IOM remained to support Governments' efforts to strengthen state authority at the border, by evaluating the effectiveness of the border and migration management infrastructure; enhancing the capacities of law enforcement officers to provide more efficient migration management; training and equipping police officers at border posts to enhance border management and combat cross-border crimes, particularly trafficking in persons and smuggling; and engaging counterparts in crime prevention at the border including counter terrorism. New areas of technical cooperation were embarked upon in Iraq to support human rights and the rule of law through activities aimed at enhancing cooperation between law enforcement agencies and communities in 2012. IOM also continued to engage Governments in a dialogue on migration and border management programming in Egypt, Libya and Tunisia (among others), to benefit from increased understanding of

the complex dynamics of migration and border management challenges.

### **Facilitating dialogue and cooperation within and between countries along the migratory route**

While the migratory flows within the MENA region are diverse, the challenges – and thereby needed responses – are often shared. Throughout 2012, IOM therefore

continued to facilitate regional information-sharing, dialogue, and cooperation within and between countries and regional bodies along the migratory route to protect migrants' rights. This included, for example, a knowledge exchange visit between Yemen and Egypt. Engagement with the League of Arab States, the African Union, the European Union, and other actors such as UN bodies was also critical and will remain so.



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## IOM launches the Regional Migration Coordination Task Force for the North-Eastern Africa Migratory Route and North Africa (MTF- NOAH)

Migrants transiting along the Eastern African Migratory Route and in North Africa are often vulnerable; over the past years, IOM has obtained considerable insight into the exploitation and abuse that has been inflicted upon migrants who are smuggled and in several instances end up being trafficked in transit in Egypt and Libya in particular.

To respond to these complex and multifaceted challenges, IOM's Regional Office for the MENA region closed the end of 2012 with the launch of the MTF-NOAH. The goal of the Task Force is to promote and ensure that the human rights of migrants along the North-Eastern Africa Migratory Route and in North Africa are upheld, through coordinated efforts to develop new policies, programmes, interventions, and knowledge. It will do this by improving dialogue and information sharing; establishing priority areas for cooperation and joint programme responses; and disseminating innovative/good practices and lessons learnt.

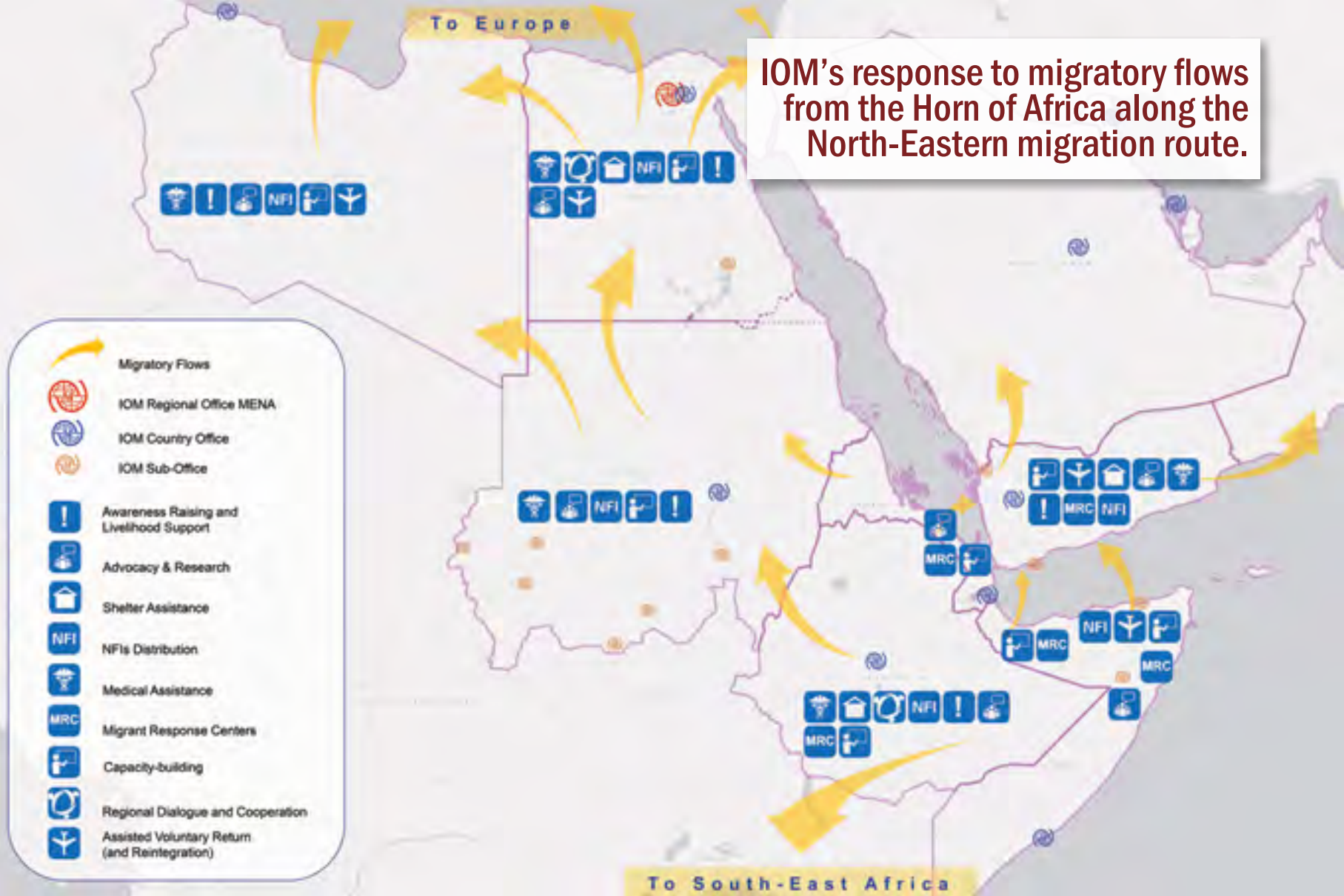
Regional programming has five objectives: (1) enhancing the knowledge-base on irregular migration flows and migrants' needs and vulnerabilities; (2) developing the capacity of government and civil society actors to protect migrants, through the identification of vulnerabilities and the provision of direct assistance and durable solutions to migrants; (3) to provide 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; (4) to promote the rule of law in migration and border management, through national and regional advocacy and technical assistance; and (5) to facilitate dialogue and cooperation within and between countries along the migratory route.



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**IOM's response to migratory flows from the Horn of Africa along the North-Eastern migration route.**



## 4. Protecting migrant workers against exploitation and human trafficking

**T**he Middle East and North Africa represents 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. Indeed, since the Arab Spring of 2011, which continued into 2012, intraregional labour mobility appears to be on the increase.

And while labour mobility is a positive sign of development, regrettably these movements, particularly in the Middle East and North Africa, can occur in a chaotic and uncontrolled manner, with unethical recruitment and exploitative labour practices being of key concern.

Many migrant workers within the MENA region became increasingly vulnerable throughout 2012. Continued conflict and instability in some countries in the region, such as in the Syrian Arab Republic, further exposed migrant workers to exploitation and human trafficking as pre-existing national anti-trafficking and labour market structures became increasingly impacted. At the same time, the demand for cheap labour and cheap goods has most significantly impacted migrants

working in the unskilled and semi-skilled sectors; such as the agricultural, textiles, construction, and domestic sectors.

Many migrants are employed 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 kept migrants in positions of vulnerability, dependent upon their sponsor and often not in possession of their identity documents.

Labour violation and human trafficking cases assisted by IOM offices throughout the MENA region in 2012 reveal that exploitation is multifaceted: common abuses include denial of salary/overtime allowances, undertaking of risky work, lack of rest and vacation days, poor or no compensation, ill treatment, physical torture, denial of medical help and reduction of benefits, such as home-leave, accommodation, air fare, even cancelling visas against which the workers have no access to legal redress.

Highly vulnerable therefore to exploitation during recruitment, travel and employment abroad, many migrants become trapped in a nationally defined 'illegal' situation which exposes them to the risks of irregular migration, and in particular to human trafficking and smuggling. This is particularly the case of young female migrant workers, many of whom are forced



to accept vulnerable employment as domestic workers and have little to no rights as a consequence of exploitative work practices. IOM's response to protecting migrant workers against exploitation and human trafficking in 2012 was orientated around four pillars:

**Protecting the most vulnerable, exploited and trafficked migrant workers through the provision of comprehensive direct assistance and capacity-building efforts**

During 2012, IOM offices in the region provided comprehensive direct assistance to 746 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. One particular highlight included the critical screening and assistance to abused and exploited female domestic workers from Sri Lanka, Indonesia and the Philippines who, thanks to an amnesty by the Government of Jordan and with the support of IOM, were able to return to their countries of origin and embark upon new vocational or

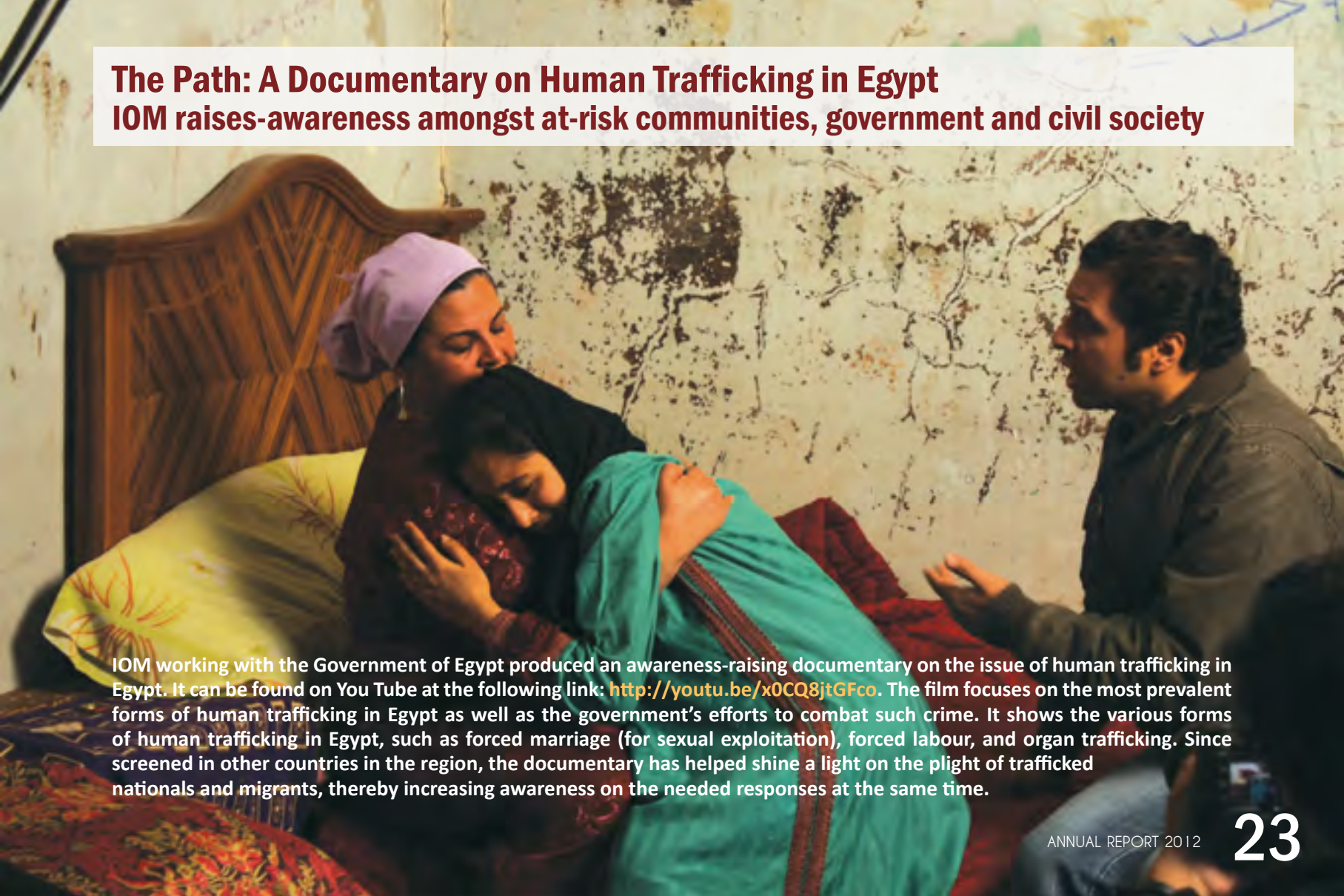
educational opportunities. IOM offices in Morocco, Tunisia, Libya, Egypt, Sudan, Yemen, Jordan, Iraq, Lebanon, Syrian Arab Republic and Kuwait further responded to protect trafficked individuals in their respective countries.

**Preventing migrant exploitation through capacity-building, awareness raising and research**

While efforts have been made to increase the understanding of labour exploitation and human trafficking in the MENA region, the knowledge-base amongst migrant workers, local communities, and key responders can be improved. In 2012, IOM Egypt worked with national anti-trafficking counterparts to produce a comprehensive documentary on human trafficking, *The Path*. Since screened in other countries in the region, the documentary has helped shine a light on the plight of trafficked nationals and migrants, thereby increasing awareness on the needed responses at the same time. In terms of capacity-building, 2,496 actors working in the field of migrant protection, anti-trafficking, and migration management benefitted from a diverse range of trainings, seminars, workshops, awareness raising sessions, and knowledge exchange tours. These were split between governmental actors (75%) and civil society actors (25%). IOM also continued to provide technical expertise to support the "Arab Initiative to Combat Human Trafficking", a joint approach by the Qatar Foundation to Combat Human Trafficking (QFCHT), the League of Arab States and UNODC.

## **The Path: A Documentary on Human Trafficking in Egypt**

### **IOM raises-awareness amongst at-risk communities, government and civil society**



IOM working with the Government of Egypt produced an awareness-raising documentary on the issue of human trafficking in Egypt. It can be found on You Tube at the following link: <http://youtu.be/x0CQ8jtGFco>. The film focuses on the most prevalent forms of human trafficking in Egypt as well as the government's efforts to combat such crime. It shows the various forms of human trafficking in Egypt, such as forced marriage (for sexual exploitation), forced labour, and organ trafficking. Since screened in other countries in the region, the documentary has helped shine a light on the plight of trafficked nationals and migrants, thereby increasing awareness on the needed responses at the same time.

### **Enhancing efforts to prosecute those involved in human trafficking and labour exploitation, including through support to legislative reform**

Convictions of human traffickers and those involved in labour exploitation are regrettably low. While not contained to the MENA region, IOM sought to focus its efforts in 2012 on working with national and regional bodies to ensure that criminal justice actors are provided with the knowledge and tools to prosecute cases. In Egypt, Morocco and Yemen combined, for example, IOM trained over 500 hundred judges, prosecutors, and law enforcement officials. At the regional level, IOM also supported the League of Arab States in the development of a model Arab anti-trafficking law, and supplementary Arab anti-trafficking strategy. Containing strong human rights-provisions, such achievements mark a significantly positive step for the region.

### **Fostering dialogue and cooperation between labour sending and labour receiving countries to protect the rights of migrant workers**

In 2012, IOM continued to work with 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, to employment, and the successful return and reintegration of workers. Abuses and irregularities within the recruitment process and during employment are an ongoing concern in many GCC countries; IOM's work in the region continues to promote respect for human rights and the application of good recruitment practices, working conditions, and labour standards for foreign workers. IOM also works to support the Bali Process on Smuggling and Trafficking, to which the Syrian Arab Republic, Iraq and Jordan were members.



IOM Sudan training on irregular migration, smuggling and trafficking. © IOM 2012.



## **“A Long Journey Home” - The story of the voluntary return of a victim of child trafficking assisted by IOM**

**M**ariam (not real name) was sold at the age of ten by her father to work as a domestic aide for an Egyptian doctor. Once in Egypt, treatment turned abusive. Mariam was made to work excessive hours, never received any salary and her passport was confiscated. She was locked in the house, physically and emotionally abused. The employer insulted her and her loved ones. In all these years, she was not allowed to speak to her mother. Every time her relatives tried to call, the employer hung up the phone. By a flash of luck, she was able to steal the house keys, six years after being sold. She quickly packed some clothes, retrieved her passport and snuck out of her prison.

But detention was not over yet. Mariam was arrested on the ground of migration law infringement. Thanks to the good cooperation of the Egyptian authorities, she was soon released in compliance with the Egyptian anti-human trafficking Law 64/2010. Mariam was recognized as a victim of trafficking and assigned to a government shelter run by the National Council for Children and Motherhood. The Public Prosecutor started investigating her case.

Under the EU-Italy funded IOM project RAVEL (“Assisted Voluntary Return and Reintegration Programme for Migrants Stranded in Egypt and Libya”), Mariam was provided with a

one way flight and airport assistance upon departure, transit and arrival. In compliance with her rights as an unaccompanied minor, IOM made available an operational travel escort during her trip home. Reintegration support will help her establish an income generating activity or pay education and medical fees.

Once she arrived in her country, Mariam was received by the child protection police and by the designated receiving shelter, in coordination with UNICEF. After a couple of weeks at the shelter, she was finally reunited with her long lost family. Mariam will have the chance to attend professional courses (tailoring, hospitality or catering). When she left the Egyptian shelter the other girls asked her: ““Who’s going to cook for us now?””, Mariam remembers with a smile. She wants to open an Egyptian restaurant in her country, because cooking is her passion.

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## 5. Responding to the Syria crisis

Since March 2011, the violent crackdown of the protests in the Syrian Arab Republic and the ensuing civil unrest has progressively developed into a widespread armed conflict, with severe humanitarian consequences in the Syrian Arab Republic and neighbouring countries. At the close of 2012, it was estimated that around 60,000 Syrians had lost their lives in the conflict, nearly 3 million were internally displaced, and more than 700,000 had fled across international borders. Women and children were increasingly being targeted and a peaceful resolution seemed some way off.

Inside the Syrian Arab Republic, severe shortages of medicine, food, gas and access to Damascus, and other areas in the country reached critical stages in 2012. The Syrian currency depreciated, having dire consequences on an already unstable economy, food shortages forced food prices higher, and access to essential services including water, food, shelter and health care became more and more difficult. There are many constraints that affect the humanitarian response in the Syrian Arab Republic, particularly taking into account the complex patterns of mobility generated by the crisis. Distribution of most of the aid is coordinated through the Syrian Arab Red Crescent, as they remained the only humanitarian organization mandated by the Government of the Syrian Arab Republic and with access to nearly the whole country.



Distribution of non-food  
items in Lebanon.  
© IOM 2012.



## In this tent we call 'home'

Shaha grimaces as she looks across Domiz Camp in Northern Iraq and begins her story. She fled Damascus with her family of six and her son's family in December 2012, bringing nothing but the clothes on her back. Widowed for many years, Shaha is no stranger to adversity and yet, life in Domiz Camp has tested her will.

"Back home, Damascus was getting worse and worse. Every night before bed my family and I would pray just to wake up again and live another day. We were all scared, but our life was there; I didn't want to leave. Yet finally, the war came to our doorstep - one night, shelling completely destroyed our home. Thank God none of our family was hurt, but we couldn't wait any longer.

We escaped to Iraq only with our lives, moving here at the beginning of January. My family and I started the new year in Domiz Camp.

Here, I don't own my own tent. We are guests; the 10 of us live with another family in an old tent that barely holds up against this weather. We have nothing here. We sit on plastic sheets and wonder what tomorrow will bring.

Before today I didn't even have a fan. This summer has often been over 40 degrees Celsius; how can we sit in a tent and cope in this heat? Now IOM has given us a fan, and many other things. This is my first time receiving items from IOM, and I am so thankful. I don't have the money to

buy such things myself, a fan, soap, and hygienic items. Until now, IOM was my only hope to provide them to my family.

I still want for many things, especially for my children. My kids have skills and degrees, but they can't find work and it is expensive to travel outside the camp. My oldest daughter is nurse; she was at her best when serving patients back in Syria. It breaks my heart to watch her sit idly, in this tent we call home. Thank God my oldest son started working, but he isn't making enough to support all of us.

I don't own anything except my clothes and some plastic sheets. Back in Syria we weren't rich, but it was much better than here. I still picture the ruins of my home; sometimes when I sleep, I dream we're back and living our old life. I am grateful to IOM for helping us hold on until that dream can be realized."



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Populations – national and migrant – in the most affected cities were immediately impacted, and to a large extent were forced to leave their homes and seek protection in less affected neighbourhoods, regions or beyond the borders.

The countries neighbouring Syria experienced large influxes of Syrian refugees. As of the end of December 2012, UNHCR reported that 117,321 Syrians had crossed into Jordan, 129,106 into Lebanon, 148,411 into Turkey and 67,625 into Iraq.

There was ample goodwill from neighbouring governments to immediately assist crisis-affected populations. However, a protracted situation may compromise the ability of host governments and communities to adequately absorb these populations and accommodate their varying needs for assistance and protection while maintaining local and national stability. It is likely that refugees housed in camps or temporary and makeshift settlements and shelters, where security is a challenge and resources are scarce, will become increasingly frustrated. These conditions may push Syrians to seek alternative livelihood strategies in third hosting countries where conditions are more favorable.

Aside from the immediate neighbouring countries, Syrians increasingly sought shelter within North Africa, where many countries such as Libya, Morocco, Egypt, Algeria and Tunisia do not require Syrians to obtain an entry visa. This visa-free

regime offered those Syrians fleeing the conflict an alternative to Syria's over-burdened neighbouring countries. UNHCR had registered 11,740 Syrian refugees throughout North Africa as of 2 December 2012.

Refugees slowly made their way towards parts of Europe in an attempt to find asylum, often taking risky journeys in the process across land and sea. The EU countries, Switzerland and Norway received a total of 16,474 asylum-seekers from Syria between January 2011 and August 2012. Many Syrians also left for the Gulf States. However, there is very little information available on the number of Syrians entering Kuwait, Saudi Arabia and Qatar, where historically high numbers of Syrians emigrated for work every year.

Among those caught in the crisis in Syria were international migrants, many of whom were female migrant workers, who saw their often already difficult pre-crisis situation deteriorate further. Migrants in Syria were faced with problems in getting to safety due to their legal status in the country, their lack of travel documents, the high penalties they were required to pay their employers for breaking their contracts, and their inability to afford air tickets and exit permits. In addition, they have also suffered from the same vulnerabilities and deprivations as the population around them, caused by the violence and the conflict.



Syrian refugees in Domiz Camp, Iraq. © IOM 2012.

IOM provided repatriation assistance for migrant workers and will soon provide capacity-building to actors on human trafficking and migrant protection. IOM's repatriation assistance includes screening and referral for any identified victims of trafficking, in-country transportation, pre-departure health checks, and liaison with the Government of the Syrian Arab Republic for the issuance of exit visas. As of the end of 2012, IOM had provided repatriation assistance to over 3,223 stranded migrants from 35 different countries.

Working closely with international and local humanitarian partners and authorities, IOM's priority activities inside the Syrian Arab Republic also included the distribution of non-food items; the provision of health-care services and medical equipment; psychosocial support and emergency shelter for displaced persons; cross-border movement monitoring; needs assessments, and; profiling and registration of vulnerable mobile populations.

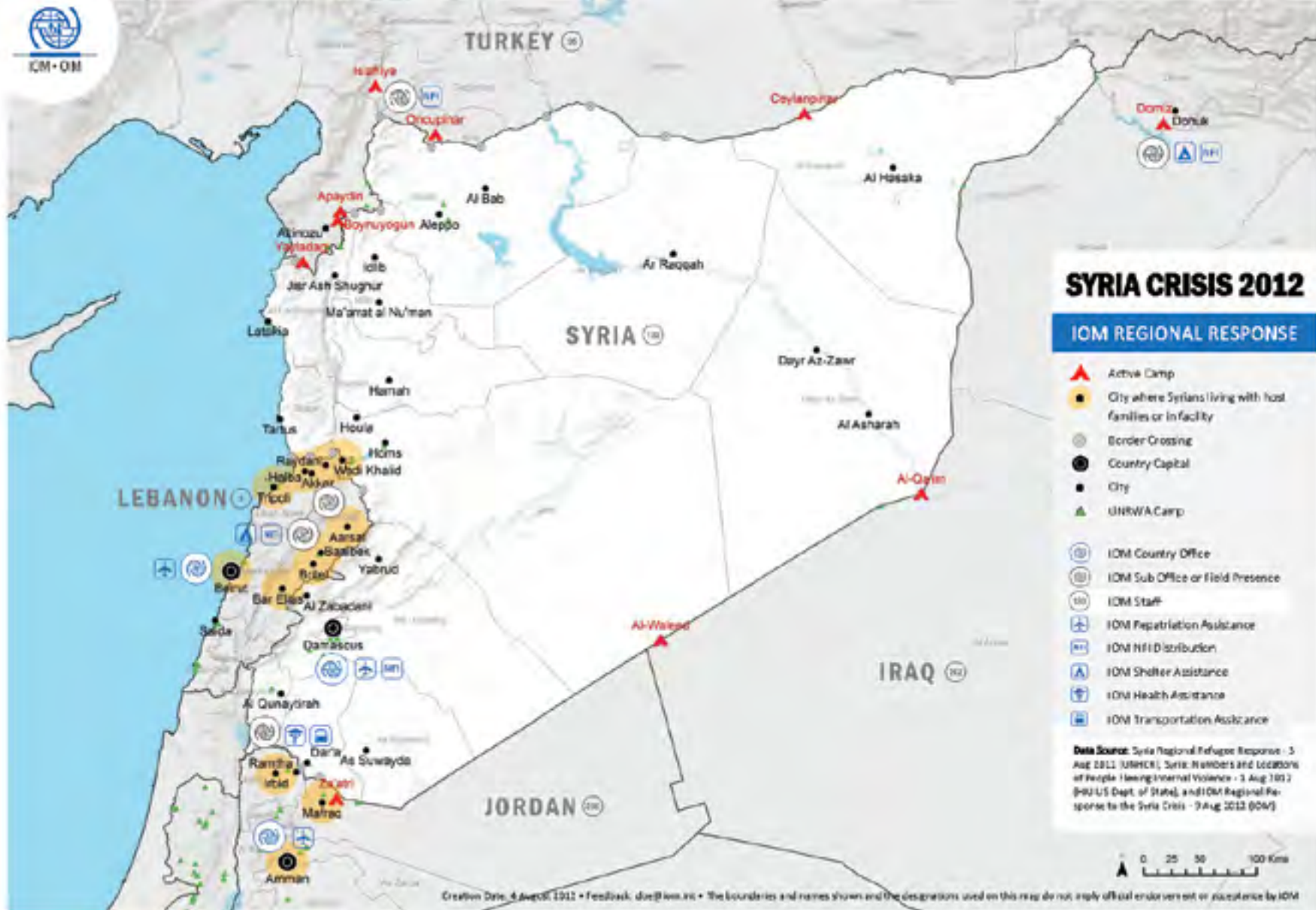
In Jordan, as of the end of October 2012, 20,000 registered refugees were living in the Za'atri Camp, which opened in late July 2012. In coordination with the Government and UNHCR, IOM Jordan has been responsible for transporting Syrian refugees that have crossed over into Jordan to the camp. As part of the processing and reception services, IOM provided initial health screenings, referrals, and basic hygiene items as needed. By the end of 2012 IOM has facilitated the

transportation of 59,042 Syrian nationals and provided 743 health referrals for refugees requiring immediate medical attention. IOM's also implemented active TB screening for a total of 39,164 beneficiaries. In 2013, areas of focus will include awareness-raising against exploitation, including sexual exploitation, forced marriage and forced labour.

By the end of 2012 the number of Syrians fleeing the conflict to Lebanon was nearly as numerous as those fleeing to Jordan. Most of the unregistered refugees have been living with family, friends or in hotels or rented apartments across the country, as well as in makeshift shelters and small settlements. In coordination with government authorities and other service providers, IOM ensured the provision of emergency shelter materials, psychosocial support as well as delivery of non-food items to displaced Syrians and Lebanese returnees. IOM paid particular focus to returning Lebanese nationals exiting the Syrian Arab Republic who arrived without a sufficient social safety net, and is currently mapping and profiling newly arriving Lebanese returnees.














Syrian refugees began entering Turkey in significant numbers around June 2011, with the volume increasing rapidly in 2012. The Government of Turkey, through the assistance of the Turkish Red Crescent, has established 14 camps across seven provinces, with construction underway for additional camps.





## SYRIA CRISIS 2012

### IOM REGIONAL RESPONSE

-  Active Camp
-  City where Syrians living with host families or in facility
-  Border Crossing
-  Country Capital
-  City
-  UNHCR Camp
-  IOM Country Office
-  IOM Sub Office or Field Presence
-  IOM Staff
-  IOM Repatriation Assistance
-  IOM NFI Distribution
-  IOM Shelter Assistance
-  IOM Health Assistance
-  IOM Transportation Assistance

**Data Source:** Syria National Refugee Response - 3 Aug 2012 (UNHCR); Syria: Numbers and Locations of People Living Internal Violence - 3 Aug 2012 (PR/US Dept. of State); and IOM Regional Response to the Syria Crisis - 7 Aug 2012 (IOM)

In coordination with local authorities, IOM delivered critical winter and household items, and installed toilets and water containers in the camps.

Though border crossings into Iraq were open intermittently through 2012, the conflict in Syria sent a steady stream of both refugees and Iraqi returnees, who had taken refuge in Syria in previous years, fleeing across the border. By mid-December 2012, the number of Syrian refugees in Iraq had risen to over 66,000, the vast majority of which resided in the Kurdistan Region. In coordination with local authorities, IOM conducted site visits and assessments to monitor numbers, circumstances, and needs of Syrian refugees and Iraqi returnees. In April 2012, soon after large numbers of Syrians began entering the country, IOM started livelihood assistance in Domiz Camp, Dahuk, having noted access to work as a priority need for arriving Syrians. As well during 2012, IOM distributed 5,958 kits of non-food items to 26,942 individual beneficiaries, including both refugees and returnees, to better equip families in their transition to life in displacement.



Za'atri Camp, Jordan. © IOM 2012.

## 6. Supporting countries in transition

**D**uring the past two years, unprecedented social movements have transformed the political culture in several countries in the region. New democratic structures and processes are being built in Tunisia, Egypt, and Libya, and calls for meaningful political reform echo throughout the Middle East and North Africa.

These rapid changes have brought about economic turmoil and uncertainty, causing millions of people to cross borders seeking safety or economic opportunity, as some national economies falter and others continue to attract migrant workers. At the same time, new migration-related opportunities have arisen, as governments and their expatriate communities have begun to move from a position of mutual suspicion under previous regimes to a position of mutual cooperation within an inclusive political process.

IOM was quick to provide humanitarian assistance to migrants caught in the crisis in Libya and in the countries where they sought refuge. In 2012 IOM focused on its long-term priority of providing support to countries in transition by advocating for a coherent, coordinated migration management approach that respects the human rights of migrants throughout the Southern Mediterranean region.

In Libya, for example, IOM supported community stabilization and transition, in order to promote stability and security in vulnerable communities, prevent further forced migration,

and lay the foundations for durable solutions, peace, and sustainable development. IOM's programme to support Libya's transition is based on a three-fold strategy, which aims to: (i) strengthen rule of law in migration- and border management, by addressing the challenges of irregular migration, meeting the acute humanitarian needs and upholding the rights of migrants, combating transnational organized crime and consolidating regional mechanisms for the voluntary and orderly return of migrants; (ii) provide tangible and immediate dividends to stabilize at-risk communities and neutralize threats and short- to medium-term disruption during the transition period through, inter alia, quick-impact income-generating activities, enhanced service provision and assistance to IDPs; and (iii) promote long-term stability, through activities to support good governance and socioeconomic development.

IOM's projects in Libya have sought to promote human capital development and regular channels for labour migration to meet the labour market needs of the country's recovering economy including, in particular, in areas and sectors critical to the country's recovery such as health, agriculture, and construction. In 2012, IOM also supported the Libyan High National Election Commission to implement the out-of-country voting component of the Libyan General National Congress election in the capital cities of Canada, Germany, Jordan, the United Kingdom, the United States of America, and the United Arab Emirates.





Maritime medical evacuations from Libya on board an IOM-chartered vessel. © IOM 2011.



## IOM introduces psychosocial course with the university of Tripoli to aid victims of war

**O**n 26 September, 2012, an opening ceremony inaugurating the academic programme “High Studies Diploma in Psychosocial Responses in War-Torn Societies” took place at the University of Tripoli. A group of 35 Libyan health, education and social experts have become the first intake of a six-month IOM psychosocial course offered at the University of Tripoli. Participants on the Italian-funded diploma course, “Psychological Intervention in War-Torn Societies,” will be taught to devise emergency psychological programmes to tackle the long term emotional and social effects of the Libyan crisis. The course, which has been designed specifically for the Libyan context, is part of a wider IOM psychosocial response to the Libyan crisis, which started with the provision of psychosocial assistance at transit centres for thousands of migrants fleeing Libya. The 35 participants will be taught the first modules of the training by experts from IOM, the University of Tripoli and the UK’s Essex University. This builds on a similar course organized by the IOM in 2007 in Lebanese universities in the aftermath of the war there. Other similar IOM courses have been held elsewhere in the Middle East.

As in all major crises, the events in Libya have had a considerable psychosocial impact on people. Those who witnessed atrocities

have suffered emotional problems including stress, depression and feelings of insecurity. Without psychosocial assistance, individuals may develop long term complications, negatively impacting Libyan society. “When an open crisis ends, the inner crisis starts. Often, aid agencies leave the victims behind at the end of the open crisis. We are here to help people cope better with the inner crisis; because war victims can either become energetic war instigators, or energetic peace builders,” says Guglielmo Schinina, Head of IOM’s Psychosocial Response Section.

The Italian government’s donation of EUR 1.5 million has also enabled IOM, in coordination with the Libyan Ministry of Social Affairs and other government bodies, to provide psychosocial counselling to families in Tripoli, Misurata and Benghazi, and to build three recreation centres in those cities. IOM is also implementing a number of other psychosocial programmes targeting people affected by the war, including the internally displaced.

According to IOM’s recently concluded Assessment of the Psychosocial Needs of Families and Children Affected by the 2011-12 Libyan Crisis, which was carried out in Tripoli, Benghazi and Misrata, half of the 3,300 people who took part in the assessment said that they needed psychological assistance and over 60 per cent said that their social lives had worsened because of the crisis.

Activities to provide support to Egypt and Tunisia were also a priority in 2012. Amongst those who fled Libya were tens of thousands of Egyptian and Tunisian workers who were sending remittances to dependents in their communities of origin; they have now returned and joined the ranks of the local un- or underemployed. Left unaddressed, their return could render thousands vulnerable and have a highly destabilizing impact, as well as lead to re-migration efforts. In 2012, IOM continued to support returnees and their home communities, through quick-impact socioeconomic initiatives and the provision of livelihood opportunities.

To address longer-term challenges and, recognizing that the uprisings in Egypt and Tunisia were fuelled by a widespread sense of political, economic and social exclusion (particularly amongst the youth), IOM's programmes to address youth

un- and underemployment detailed in Section 1 have had important synergies with our work to support countries in transition. In addition work was undertaken in 2012 with the Egyptian and Tunisian governments to enhance national capacities to analyse and respond to international labour market demand and facilitate regular migration.

Building upon Tunisian and Egyptian expatriate communities' renewed interest to invest in and sometimes return to their countries of origin, as well as IOM's extensive work over the past few years in the field of mapping expatriate communities, community engagement, and remittance issues, IOM also continued to build government capacity to productively engage with expatriate communities and to mainstream migration into national economic and social development plans.



## Study on the dynamics of Arab expatriate communities

### Promoting positive contributions to socioeconomic development and political transitions in their homelands

**T**his collection of research papers focuses on specific aspects of the complex relationships that exist between expatriate communities and their home countries in the Middle East and North Africa, highlighting in particular the various kinds of social, political, and economic engagement that define these relationships. The collection was a collaborative endeavour between IOM and the League of Arab States.

The kinds of relationships that these expatriates have with their home countries and the pace of development in the region have become increasingly interlinked in recent decades. This research comes at a time when the Arab uprisings in 2011 have created new opportunities for recasting and reinforcing these

relationships. Arab expatriates may therefore not only become increasingly engaged in the development of their countries of origin but may also contribute to the political transitions that are underway as well.

As well as the contribution that this collection makes to academia, the analyses and recommendations put forward serve as a foundation for future work which aims to realize the developmental potential of expatriate communities. Such communities, mobilized by the unique bonds they have with their home countries and their desire to see those countries enjoy socioeconomic growth, may be one of the most important driving forces in development in the 21st century.



## 7. Providing humanitarian assistance and durable solutions for IDPs, refugees, and migrants

Since the start of the Arab uprisings in early 2011, displacement across the region has escalated at significant pace. Complex crises triggered by man-made or natural causes generate disorderly and predominantly forced movements of people, either internally or across borders. These crises not only engender significant vulnerabilities amongst IDPs, refugees and migrants but also have lasting implications for host communities and communities of origin.

Most IDPs in the region, particularly those newly displaced, live in precarious conditions. Very few live in camp-like situations, with the vast majority residing with host communities, in

rented accommodation, overcrowded housing and makeshift shelters. This occurs mainly in urban centres where they have better employment opportunities but limited access to humanitarian assistance.

While there is a deep-rooted tradition of hospitality and protection of those seeking asylum in the Middle East and North Africa region, an absence of legislative and administrative frameworks in some countries makes it difficult to respond adequately to protection needs and complex migration movements. Additionally, limited prospects for resettlement and integration into local communities can



Syrian makeshift shelter in Lebanon. © IOM 2012.



exacerbate refugees' vulnerabilities within host countries. This can lead refugees pursuing risky survival strategies such as irregular migration. In other cases, and especially during times of economic hardship, protracted refugee crises may result in increased tensions over already scarce resources and services, as well as fuelling xenophobia.

As a final group, various crises in the region continue to impact labour migrants, including notably in Libya (Section 6) and the Syrian Arab Republic (Section 5). Labour migrants can be highly vulnerable and are often overlooked by national and international humanitarian response mechanisms. Additionally, a humanitarian crisis may cause labour migrants to return en masse in a short amount of time, placing enormous strain on their communities of origin.

Durable solutions for migrants caught in crises need to be sought by adopting a more inclusive approach which examines all phases related to crisis response from the standpoint of human mobility. The events in North Africa, in particular the Libya crisis, highlighted the need of looking at all the aspects of a 'migration crisis' - before during and after - in order to be prepared for potential displacement and increase the resilience of the affected populations.

The most dramatic increase in the number of IDPs in 2012 was in the Syrian Arab Republic, where the figure rose more than five-fold to at least 3 million IDPs. Ongoing unrest in the Syrian Arab Republic has also forced hundreds of thousands

of refugees to flee to neighbouring countries, while smaller groups of Syrians have sought protection in the Gulf, North Africa, Europe and beyond.

In Yemen, the conflict forced another 132,000 people to flee their homes in 2012 and become internally displaced. Yemen also hosts some 270,000 registered refugees, mainly from Somalia. While the flows of new arrivals from the Horn of Africa continues, with 107,000 arrivals reported in 2012, these flows are now mainly comprised of Ethiopian labour migrants fleeing poverty and seeking economic opportunities in the GCC. Addressing the vulnerabilities and long term consequences of this new flow of arrivals will require different durable solutions to those designed for previous flows.

The number of Iraqi refugees registered in the region stands at some 148,000, with nearly 53,000 having returned to Iraq as of September 2012. The majority of these refugees were residing in the Syrian Arab Republic before the crisis in addition to many more unregistered Iraqis. The estimates of the Syrian Arab Republic's total Iraqi population before the crisis vary between 1 and 1.5 million. As well as facing a second round of displacement, many of these Iraqis were already living in precarious situations and have few resources left to cope with crisis. Iraq itself contains large crisis-affected populations as a result of the Iraq War and sectarian conflict. In 2011, IOM identified 520,253 IDPs and 168,632 returnees in Iraq.

## Small victories from Iraq: Idriss the beekeeper

Idriss told us that back in 2006, his family began receiving threats from Al Qaeda. Over time, the situation in Diyala worsened, and many of Idriss' friends and family members began to disappear, or worse, be killed. Terrorists were frequently demanding bribes for protection one Monday in November 2006, Idriss' older brother was kidnapped.

"My hands turned white, I was so frightened," Idriss recollected. "And approaching the police was not an option. At the time they were powerless, and some even corrupt. It was just too risky," he explained to us. "But I had to do everything I could to save my big brother." Idriss and his family had to use all of their savings and sell their family gold and Idriss' taxi in order to meet the ransom demand.

With the sale of the taxi, Idriss finally had enough money to free his brother, and Kussai was let go the following morning. "He was beaten up and had bruises all over his body, but he was alive," Idriss stated.

In early 2011, Idriss was selected to receive an in-kind grant by IOM's Programme for Human Security and Stabilization. Because he had experience with beekeeping and already owned two beehive boxes for personal use, Idriss was given an IKG to start a honey production business. It contained ten beehive boxes, three honey separators, a bee pump, protective clothing, pesticides, and insecticides.

IOM also provided Idriss with a three-day training and general orientation on beekeeping. "It was very useful," he stated. "Especially the part on how to use pesticides and insecticides to protect bees. I had heard of this but had never done it before; IOM's expert teachers taught me a lot." Within a year's time, Idriss has been able to start and run a profitable honey business.

After years of struggle and destitution, the family is almost back on track. Idriss and Kussai are also currently both saving to help their youngest brother, Muhaned, start a fish farming business.

"My hands turned white, I was so frightened," Idriss recollected. "And approaching the police was not an option. At the time they were powerless, and some even corrupt. It was just too risky," he explained to us. "But I had to do everything I could to save my big brother."



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In Sudan, inter-communal violence and fresh clashes between government forces and armed opposition groups forced around 90,000 to flee their homes in Darfur. Additionally, rainfall in North Darfur was the heaviest in eight years, with many localities suffering massive flooding and major damage. A total of 18,115 flood-affected persons were registered by IOM. Severe limitation of access to water and underdeveloped livelihood opportunities have been among the most prevalent causes of communal instability in Southern Kordofan, Blue Nile, Abyei and Kassala, particularly the re-occurring seasonal conflicts between nomadic and sedentary tribes.



Beneficiary of  
livelihood project, Iraq.  
© IOM 2012.



Libya remains a destination and transit route in the region, with refugees and economic migrants, mainly from sub-Saharan Africa, continuing to arrive in the country. Libya is not a signatory to the 1951 Convention and as such there are few mechanisms in place for the protection of those escaping situations of strife and persecution. Many therefore attempt onward movements to Europe. The complex and often irregular nature of these flows makes it difficult to target assistance to the most vulnerable and provide durable solutions. Additionally, many IDPs remain displaced following the crisis in 2011. While some IDPs are in camps, many more are in temporary settlements and urban centres, making them another group which is difficult to track and provide assistance to.

In 2012, IOM continued to assist IDPs in Yemen, Iraq, Syrian Arab Republic, Libya and Sudan with the provision of humanitarian and health assistance, including psychosocial support, community stabilization programmes, and return and reintegration. In Sudan, IOM also continued to provide extensive and updated information on displacement in Darfur's

rural and urban areas by conducting village assessments and urban areas assessments.

In addition to the delivery of much-needed emergency relief to crisis-affected individuals and communities throughout Iraq, IOM continued to carry out community initiatives to stabilize vulnerable IDP, returnee, and host communities by providing livelihood support and restoring or improving sanitation, health, and education facilities. Additionally, IOM is providing assistance to both migrants returning home and those resettling to third countries through services such as vocational training, in-kind grants, and business development support.

Through the Amman-based Regional Resettlement Support Center for the Middle East and North Africa, IOM continues to prepare and process eligible refugee cases in Egypt, Jordan, Syrian Arab Republic, Iraq, Bahrain, Saudi Arabia, Oman, Qatar, Libya, Morocco, Algeria, and Tunisia for resettlement to the United States.



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## Responding to the needs of internally displaced persons in Yemen

Yemen is currently facing one of the world's most significant humanitarian crises directly impacting more than half the country's population, of which 8.1 million people are being targeted for urgent humanitarian assistance. The latter comprises various groups with different vulnerabilities, including an estimated 431,000 IDPs, 105,000 returnees, 269,000 refugees and 37,150 vulnerable migrants.

Since late 2010 IOM has been one of the very few organizations to operate directly in Al Jawf and Abyan Governorates. In Abyan, IOM began assisting displaced and non-displaced conflict-affected communities at the onset of the conflict in mid-2011, providing life-saving health, water, sanitation and shelter assistance. IOM was the first agency to have access to areas within the epicentre of the conflict in Abyan and provided humanitarian assistance in Zinjibar, Ja'ar, Lawdar and other areas where families were previously inaccessible.

Intervention plans must be comprehensive, taking into account the political, security, social, economic and environmental factors that drive displacement and migration. Life-saving assistance must be implemented in parallel with longer-term reintegration and migration management support. At a minimum, this includes community stabilization and livelihood initiatives which are fundamental to building resilience and reducing chronic vulnerabilities.



Distribution of non-food items in Abyan Governorate, Yemen. © IOM 2012.

## 8. Promoting regular migration and effective border management with an integrated border management approach

In 2012, in a bid to improve bilateral and regional cooperation on migration management in the Middle East and North Africa, IOM worked with governments to build their capacities to develop and implement policies, laws, regulations and border monitoring systems at the national level and strengthen cross-border cooperation by developing joint or harmonized operational procedures at regional level.

Over the past two years, the migration dynamics of the MENA region have evolved considerably. Events in 2012, following the 2011 uprisings, have contributed to the deterioration of the security situation in the region as a whole and have led to a range of different outcomes that challenge the capacity of countries to respond efficiently to border management issues, including humanitarian and security needs.

It has therefore been increasingly necessary for countries in the region to enhance their border procedures, implement more secure border control mechanisms and ensure that their facilities are adequate to enable them to respond to these challenges. Technical support aimed at promoting and facilitating coordination among border agencies at the national as well as the cross-border level has also been required in order to create an environment conducive for information and data exchange between countries, as well as for the protection of the rights of migrants.

The 2011 conflict in Libya caused one of the largest migration crises of modern times. In the aftermath of the conflict, there has been a need to strengthen the capacities of border agencies to address the risk of an increase in trafficking and smuggling along the Mediterranean migratory route. To respond to the situation in Libya, IOM has been working with the Department to Combat Irregular Migration to enhance protection services for irregular migrants passing through official migrant processing and detention sites. In 2012, IOM laid the groundwork for the establishment of biometric migrant registration and case management systems and for the development of a context-specific Operational Procedures Manual for the Libyan Ministry of Interior's migrant processing facilities, which will help the Government uphold the rights of migrants.

The fallout from the Libya crisis also continues to have repercussions in neighbouring countries. IOM continues to engage with governments, particularly in Egypt and Tunisia, to ensure protection-sensitive border management.

The Government of Iraq has recognized the need to develop a comprehensive border management strategy sensitive to regional migration dynamics. Within the framework of its initiatives in capacity-building in migration management, IOM supported the Government of Iraq in improving its capacity to receive and process the increased number of returnees in a

safe and dignified manner. IOM performed an immigration training needs assessment, which encompassed the legal framework, documentation and human rights standards specifically relating to Iraq's minorities and other vulnerable groups. With the aim of enhancing the training capacities of the government, a document examination training, addressed to high-level officials from the Border Crossing Points Directorate of the Ministry of the Interior as well as from the Council of Ministers, was conducted as well as an Inter-Immigration Training Centre Curriculum Standardization Workshop. Finally, an interministerial Policy Task Force was established for the purpose of drafting a National Border Management Strategy for Iraq, which will place particular emphasis on migration and border management information systems.

IOM also launched a community policing initiative, together with the government, aimed at supporting overall efforts to advance democracy, human rights and the rule of law through measures to promote democratic governance in the security sector. To ensure the support of local communities for such

an intervention, IOM engaged in an extensive local-level consultation in 30 communities across Ninewa, Baghdad, Basra and Babylon which will participate in this project.

In Yemen, while IOM and the international community continue to provide assistance to migrants stranded in the country and vulnerable host communities, IOM's longer term priority remains to implement a comprehensive migration management approach, including border management.

In order to contribute to the improvement of protection of refugees, asylum-seekers and migrants in Yemen, IOM launched an initiative in Yemen and Somalia to enhance the institutional and legal capacities of relevant authorities to deal with mixed migration flows and help ensure that their practice in doing so is in accordance with international human and migrant rights frameworks. IOM provided trainings on border management to 220 government officials, social workers, NGO representatives and Yemeni journalists.





## Capacity-building in migration management for Iraq

In 2012, IOM assisted the Government of Iraq in developing a holistic strategy to enhance its border and migration management and border control services. Border management information systems, identity management and capacity-building initiatives for border guards were identified as key areas to be addressed in 2012 and activities included the following:

- The development of a programme management study to implement a centralized VISA system with bar codes responding to the standards set by ICAO (International Civil Aviation Organization), as part of a National Border Management Strategy. The study outlined the structure necessary for the establishment of the Visa System, including physical infrastructure, equipment, security measures, staffing, training, role of consular services abroad, processes and finally legislation.
- An identity management assessment was conducted to examine the integrity of Iraq's identity management system and provide recommendations on how to enhance this system with internationally recognized standards and good practice. More specifically, the study focused on the key national documents: nationality certificate, identity card, residency card, passport, laissez passer, birth certificate, marriage certificate, divorce certificate, and death certificate.
- A training needs assessment was undertaken for the Immigration Training Centres (ITCs) established by IOM in Iraq since 2008. Regular assessments are essential ensure that border guards receive up-to-date knowledge and modern operational training.



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Document examination  
training to strengthen migration  
management in Iraq. © IOM 2012.



# Key statistics for IOM's activities in the Middle East and North Africa for 2012

## Beneficiaries of IOM activities in the MENA region in 2012 at a glance

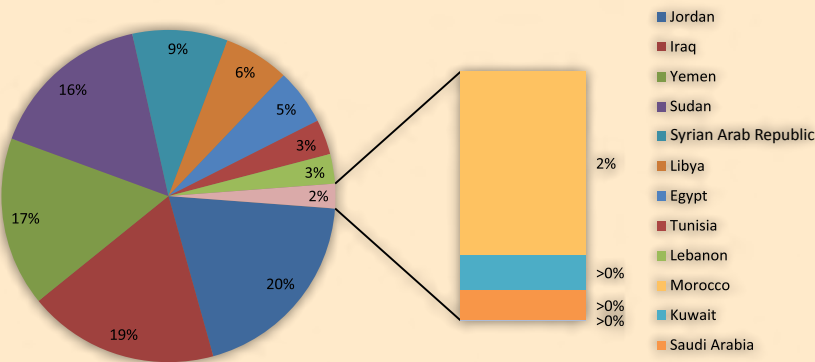
<b>9,869</b>	Migrants assisted, including vulnerable migrants stranded in transit or caught in irregular situations; assisted medical cases; victims of trafficking; and, unaccompanied minor children
<b>8,859</b>	Migrants provided with pre-departure cultural orientation training
<b>22,395</b>	Beneficiaries of employment facilitation services
<b>510,045</b>	Beneficiaries of IOM health programmes
<b>574,317</b>	IDPs provided with emergency support, including shelter, non-food items, and water and sanitation
<b>55,000</b>	Migrants, IDPs and refugees transported from and to the MENA region for return, resettlement and repatriation assistance
<b>2,648</b>	Government officials, NGOs and civil society members trained
<b>15,401</b>	Individuals reached through grass-roots information campaigns to promote the human rights of migrants; safe migration; and protection, prevention, and prosecution of trafficking



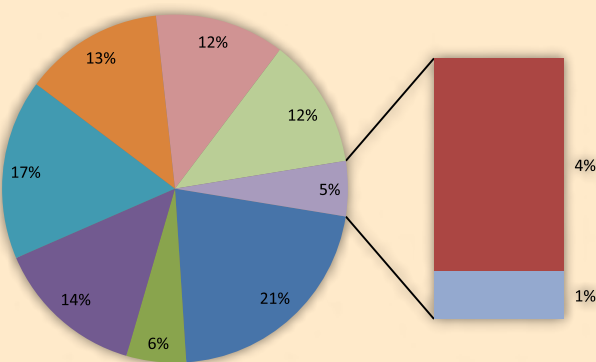
Za'atri Camp, Jordan. © IOM 2012.

# Financial data for IOM activities in the MENA region in 2012

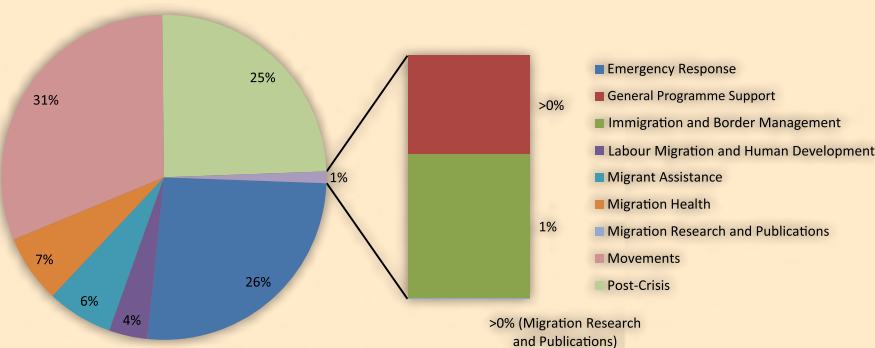
Proportion of total expenses, by country



Proportion of total expenses, by sector of activity



Proportion of number of projects, by sector of activity



- Emergency Response
- General Programme Support
- Immigration and Border Management
- Labour Migration and Human Development
- Migrant Assistance
- Migration Health
- Migration Research and Publications
- Movements
- Post-Crisis



Country	Expenses (USD)	Number of projects
Algeria	5,927	1
Egypt	8,056,222	50
Iraq	27,339,708	48
Kuwait	511,564	6
Jordan	28,820,572	40
Lebanon	4,232,299	21
Libya	9,378,120	13
Morocco	2,616,965	14
Saudi Arabia	422,983	6
Sudan	23,520,285	56
Syrian Arab Republic	13,648,874	32
Tunisia	5,050,836	21
Yemen	24,347,005	27
<b>Grand Total</b>	<b>147,951,366</b>	<b>335</b>

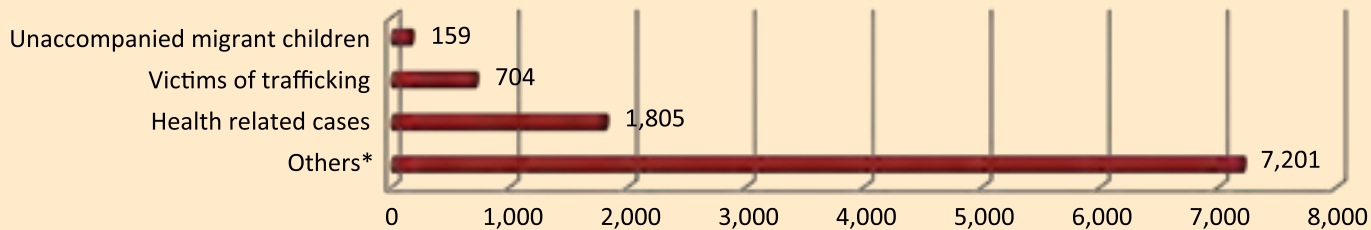
Sector of activity	Expenses (USD)
Emergency Response	38,577,547
General Programme Support	699,943
Immigration and Border Management	1,019,733
Labour Migration and Human Development	5,634,917
Migrant Assistance	9,667,980
Migration Health	9,981,259
Migration Research and Publications	7,000
Movements	46,006,912
Post-Crisis	36,356,073
<b>Grand Total</b>	<b>147,951,366</b>

\* Some projects are executed in more than one country.

# Migrant assistance

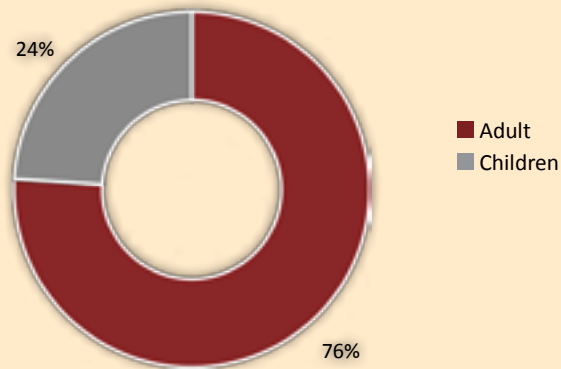
IOM works with States and other stakeholders to ensure that migrants receive both case-specific and sustainable assistance. Beneficiaries include asylum-seekers, stranded migrants, migrants with health concerns, victims of trafficking, exploitation or other forms of abuse, and those considered highly vulnerable to such abuse, such as unaccompanied migrant children. They benefit from a wide range of direct assistance, including voluntary return and reintegration assistance.

## Profile of migrants assisted in the MENA region in 2012

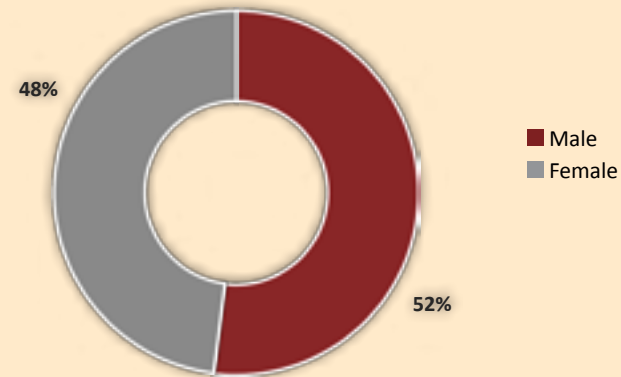


\*Stranded, in transit, or caught in irregular situations

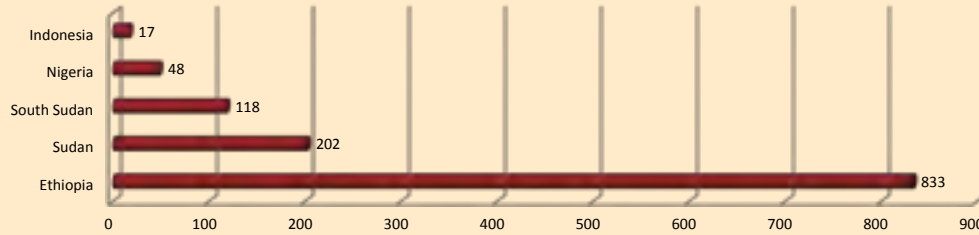
## Age breakdown of migrants assisted



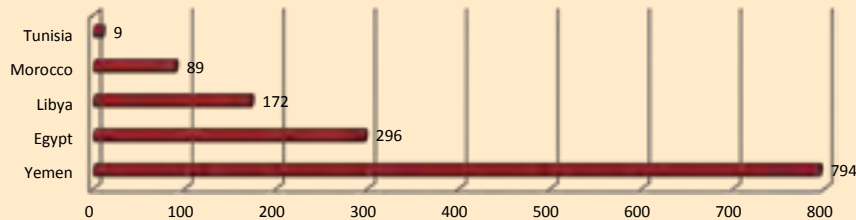
## Gender breakdown of migrants assisted



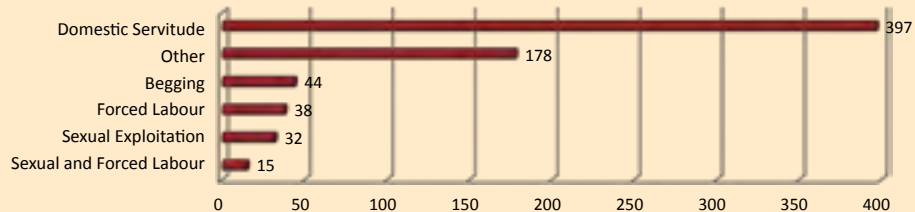
### Top five nationalities for assisted voluntary return and reintegration from the MENA region in 2012



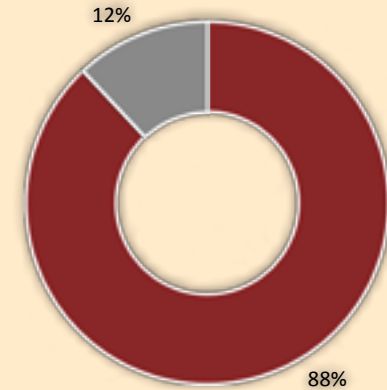
### Top five host countries for assisted voluntary return and reintegration from the MENA region in 2012



### Type of exploitation of trafficked persons assisted in the MENA region in 2012



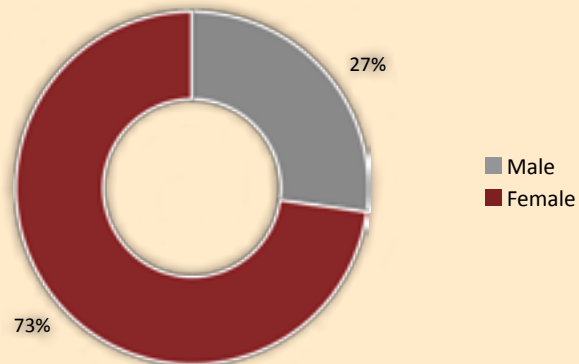
### Age breakdown of assisted voluntary return and reintegration beneficiaries returning from the MENA region in 2012



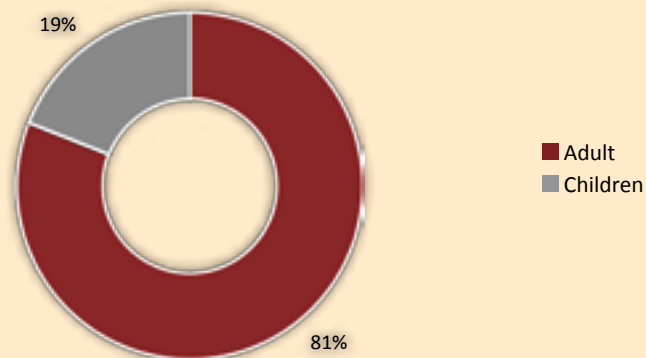
■ Adult  
■ Children

Total assisted: 1,360

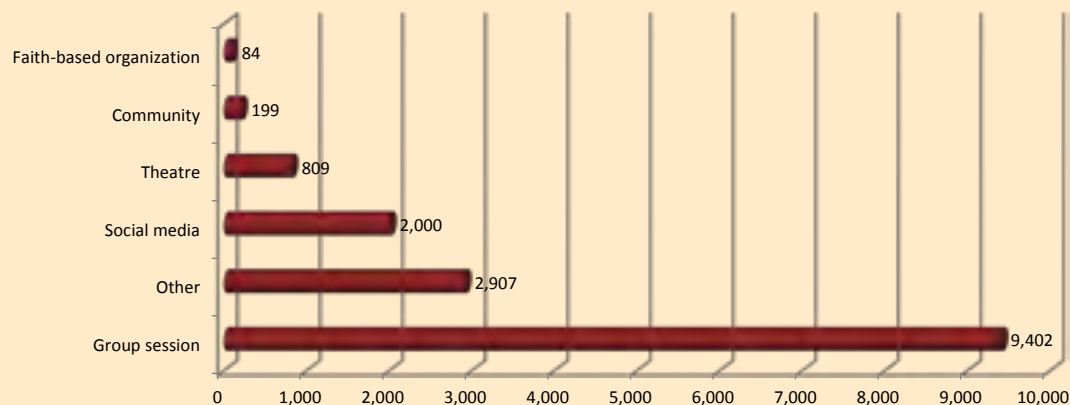
**Gender breakdown of trafficked persons assisted**



**Age breakdown of trafficked persons assisted**

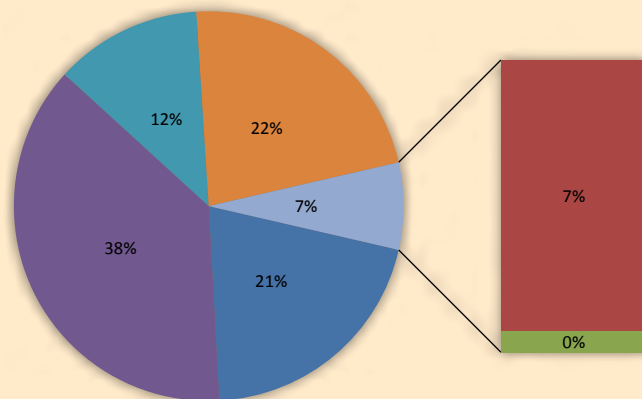


**Individuals reached through grass-roots information campaigns to promote the human rights of migrants; safe migration, and; protection, prevention and prosecution of trafficking.**





## Profile of individuals trained in protection, prevention and prosecution of trafficking



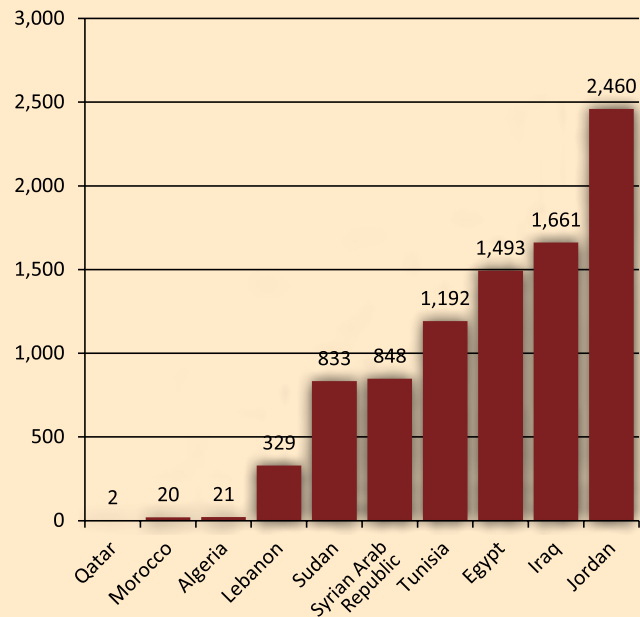
Total trained: 2,664

- Criminal Justice: 21%
- Immigration Services: 7%
- Media/Journalist: 0%
- Non Governmental: 38%
- Other Governmental: 12%
- Social Services/Health: 22%

## Labour migration and human development

IOM supports governments in their efforts to mobilize resources generated through human mobility for development within three thematic areas of work: labour migration; migrant training and integration; and migration and development.

### Number of beneficiaries of pre-departure cultural orientation training programmes by country of departure



### Pre-departure cultural orientation provided in the MENA region in 2012

Title of programme	Number of beneficiaries
AUSCO (Australian Cultural Orientation)	785
COA (Canadian Orientation Abroad)	1,097
DECO (Cultural Orientation - Germany)	156
NLCO II (Netherlands Cultural Orientation)	15
NORCO (Norwegian Cultural Orientation)	158
PDO (Italy)	5
UKCO (United Kingdom Cultural Orientation)	135
USCO RSC Middle East and North Africa	6,508
<b>Total</b>	<b>8,859</b>

### Workshops and trainings conducted on labour migration management in the MENA region in 2012

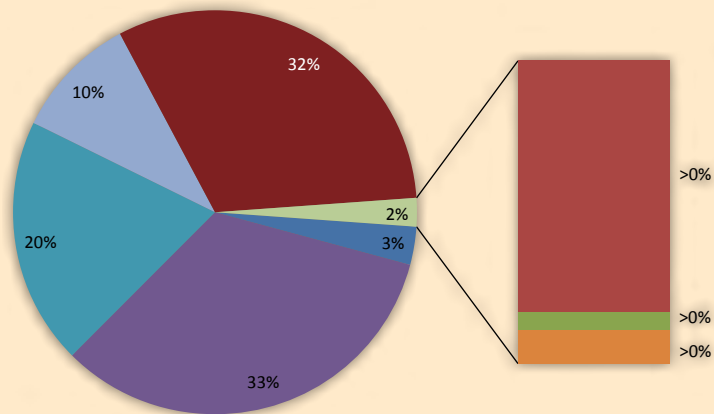
Type of participant	Participants
Government officials	109
Representatives of international organizations	7
NGOs and civil society	286
IOM Staff	102
<b>Total participants</b>	<b>504</b>

### Recruitment and employment facilitation services provided in the MENA region in 2012

Type of service	Number of beneficiaries
Information dissemination on opportunities for safe labour migration	701
Job placement	429
Post-arrival assistance	31
Pre-departure and transit assistance	7,597
Provision of business startup kits	4,518
Registration of interested potential labour migrants and population of database	57
Return and reintegration assistance in country of origin	2,263
Skills upgrading	7,228
<b>Total number of services provided</b>	<b>22,824</b>

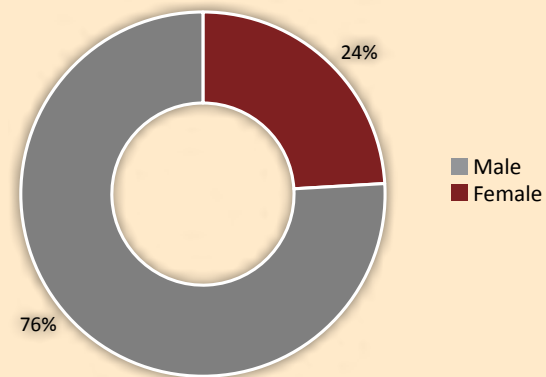
© IOM 2012.

### Type of service as proportion of total employment facilitation services

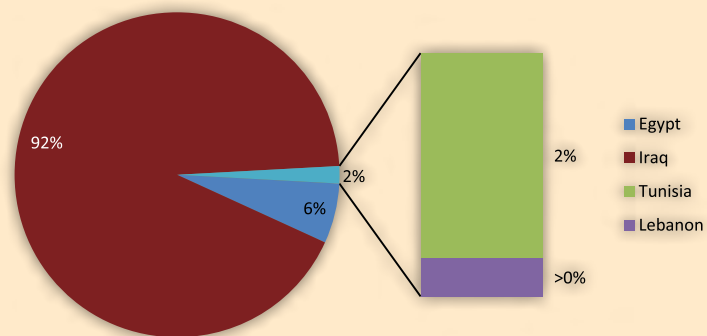


- Information dissemination on opportunities for safe labour migration
- Job Placement
- Post-Arrival Assistance
- Pre-Departure and Transit Assistance
- Provision of Business startup kits
- Registration of interested potential labour migrants and population of database
- Return & Reintegration Assistance in CoO
- Skills Upgrading

### Recipients of employment facilitation services by gender



### Proportion of employment facilitation services delivered by country





# Migration health

IOM's vision on migration health is grounded on the premise that migrants and mobile populations that benefit from an improved standard of physical, mental and social well-being substantially contribute towards the social and economic development of their home communities and societies. IOM's work is focused on promoting access to health information and services at all stages of the migration process.

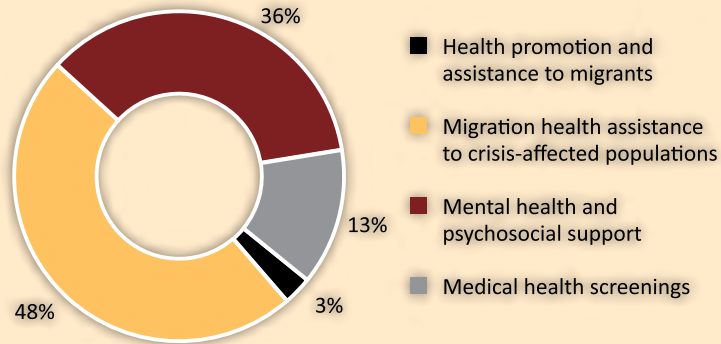
## Health services provided in the MENA region in 2012

Type of service	Number of beneficiaries
Health promotion and assistance to migrants	14,346
Medical health screenings conducted	68,327
Health and psychosocial support	181,823
Health assistance to crisis-affected populations	245,549
<b>Total</b>	<b>510,045</b>

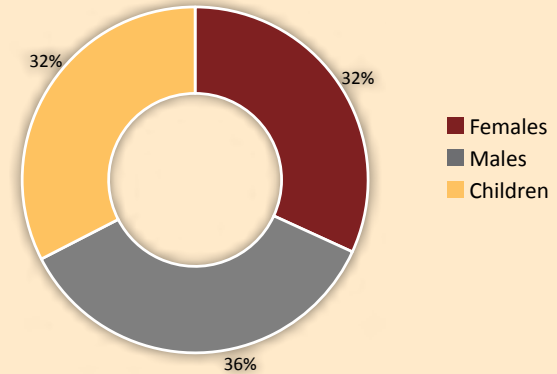
## Migration health capacity-building activities undertaken in the MENA region in 2012

Profile of individuals trained	Total trained
Government officials	141
IOM staff	56
NGOs and civil society	619
Representatives of international organizations	12
<b>Total</b>	<b>828</b>
<b>Value of health equipment provided USD</b>	<b>196,466</b>

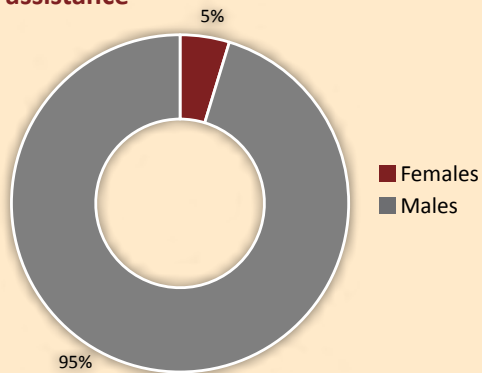
### Type of migrant health service provided by proportion of total



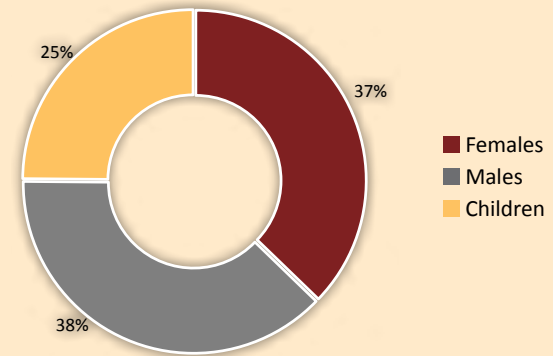
### Estimated breakdown of recipients of health assistance to crisis-affected populations



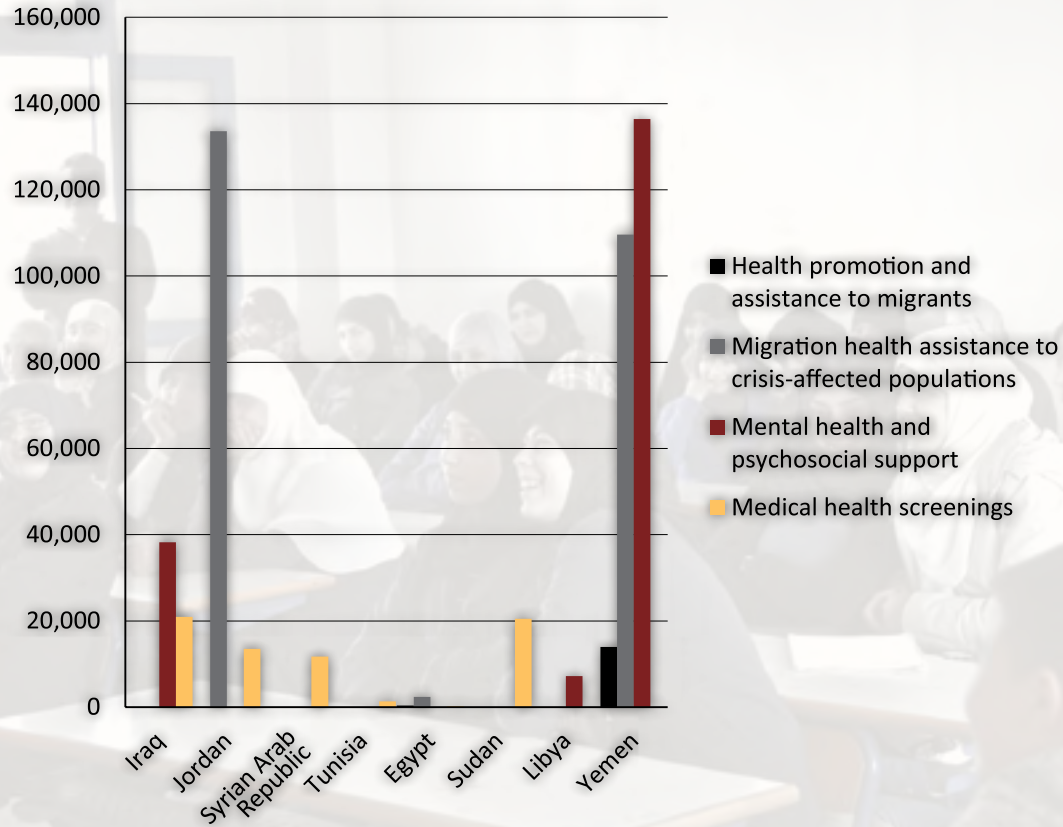
### Estimated breakdown of recipients of migrant health promotion and assistance



### Estimated breakdown of beneficiaries of mental health and psychosocial support services



Number of health services provided, by type and by country, for the eight largest operations







## Immigration and border management

IOM is increasingly called upon by States to assist in addressing complex immigration and border management challenges, thereby contributing to national and global migration governance. IOM offers guidance and expertise to governments aspiring to improve their migration and border management processes.

### Activities for integrated border management programmes undertaken in the MENA region 2012

Immigration and border management assessments conducted	4
Days of workshops facilitated on integrated border management conducted	4
Participants in border management workshops	38
Days of trainings for migration and border management officials conducted	24
Participants in trainings for migration and border management officials	176

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# Emergency and post-crisis

IOM's activities focus on mitigation, preparedness, response and recovery, covering emergency relief, return, reintegration, capacity-building and protection of the rights of affected populations. IOM programmes in the post-emergency phase bridge the gap between relief and development by empowering communities to assist in the reconstruction and rehabilitation of affected areas as one of the ways to prevent forced migration.

## Emergency support provided to displaced persons in the MENA region in 2012

Nationality of beneficiary	Number of beneficiaries
Syrians	378,353
Yemenis	136,512
Iraqis	35,867
Lebanese	17,006
Other nationals	4,079
Libyans	2,500
<b>Total</b>	<b>574,317</b>

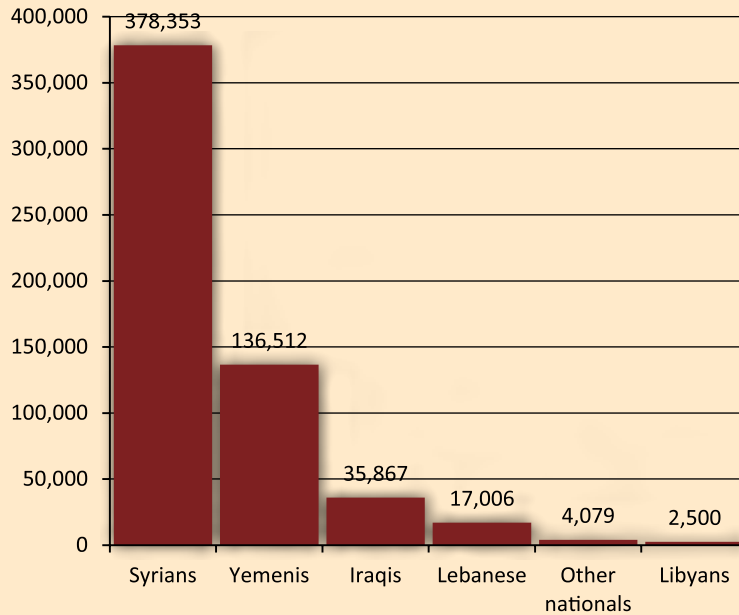
## Trainings delivered to enhance response to humanitarian crises and post-crisis situations in the MENA region in 2012

Training name	Females	Males	Participants
High diploma in psychsocial responses in war-torn societies	27	4	IOM staff, civil society
Collective shelter management and relief activities coordination during emergency	35	30	Local and International NGOs
Hygiene and sanitation awareness in situations of displacement/hosting, and protection and referrals systems	6	6	Hygiene promoters
Mine risk education	20	20	IOM field staff
<b>Total trained</b>	<b>88</b>	<b>60</b>	

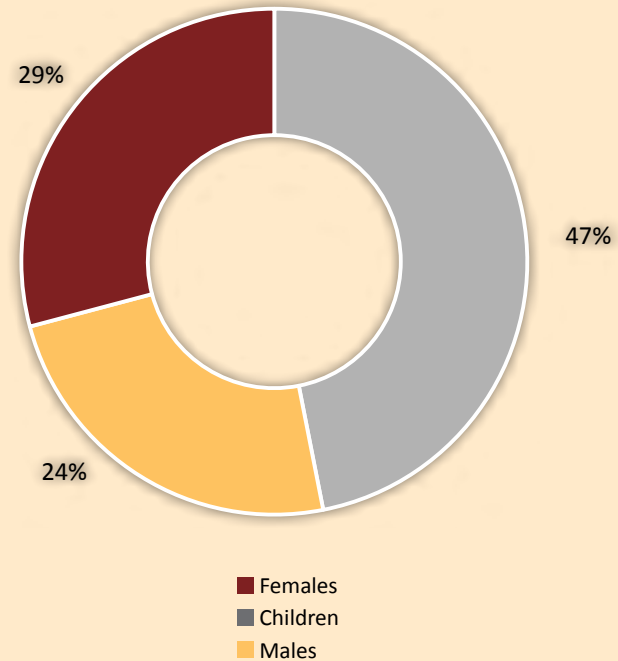


Syrian makeshift shelter in Lebanon. © IOM 2012.

### Number of beneficiaries of emergency support to displaced persons

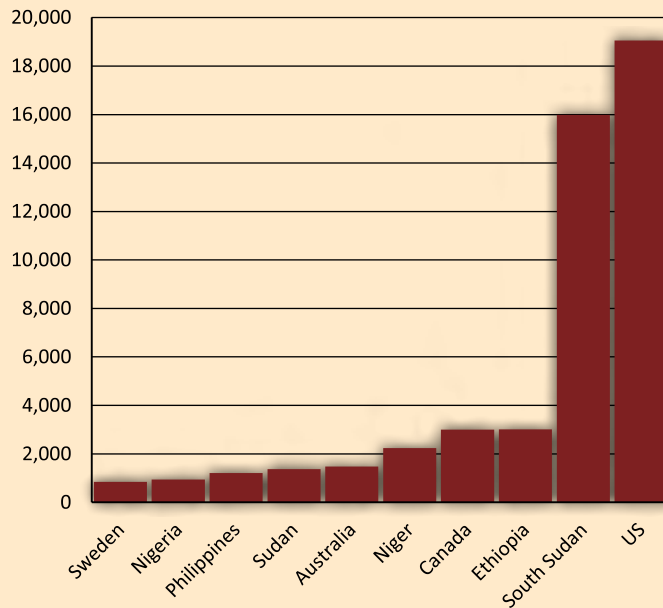


### Estimated breakdown of beneficiaries of support to displaced persons

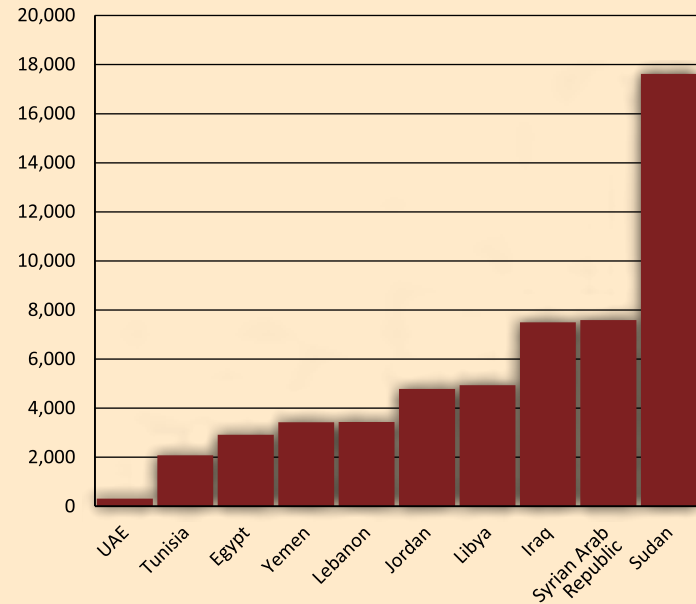


# Movements

Number of movements undertaken to top ten countries of destination from the MENA region in 2012



Total movements undertaken from top ten countries of departure in the MENA region in 2012





# Thanks to our partners:

African Development Bank • Government of Australia • Government of Austria • Government of Bahrain • Bait El Zakat • Government of Bangladesh • Government of Belgium • Government of Brazil • Government of Canada • Government of Chad • Government of Chile • Government of the Czech Republic • Danish Refugee Council • Government of Denmark • Government of Egypt • European Union • Government of Finland • Government of France • Government of Germany • Government of Greece • IOM Development Fund/1035 Facility • The International Foundation for Electoral Systems (IFES) • Government of Ireland • Italian Council for Refugees • Government of Italy • Government of Iraq • Government of Japan • Government of Jordan • Government of Kuwait • Government of Lebanon • Government of Libya • Government of Morocco • Government of the Netherlands • MDG Achievement Fund • Michael David Clark / Vox Relief Group Dubai and AOG USA • Mohamed bin Rashed Al Maktoum Charity • Government of New Zealand • Government of Norway • Government of Poland • Government of Qatar • Resettlement countries and those funding AVR(R) programmes • Government of the Kingdom of Saudi Arabia • Government of South Korea • Government of South Sudan • Government of Sudan • Government of Sweden • Government of the Syrian Arab Republic • Government of Switzerland • Government of Tunisia • Government of the United Arab Emirates • Government of Yemen • Tokyo International Conference on African Development (TICAD) • The League of Arab States • The Arab Labor Organization • UN Assistance Mission for Iraq (UNAMI) • UN Central Emergency Response Fund (CERF) • UN Democracy Fund (UNDEF) • UN Development Program (UNDP) • Donors to the UNDP Elections and Referendum Basket Fund • UN Education, Scientific and Cultural Organization (UNESCO) • UN Electoral Assistance Division • UN Emergency Response Fund (ERF) • UN Office for Project Services (UNOPS) • UN High Commissioner for Refugees (UNHCR) • UN Humanitarian Response Fund (HRF) • UN Peacebuilding Fund • UN Economic and Social Commission for Western Asia • Government of the United Kingdom • Government of the United States of America • World Food Programme (WFP)



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