IOM MIDDLE EAST AND NORTH AFRICA
Regional Strategy
2017–2020

International Organization for Migration (IOM)

The UN Migration Agency

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.

Cover photo: Syrian family from Aleppo living in Gaziantep. IOM provided support to care for an illness suffered by the little girl. © IOM 2016 (Photo: Muse Mohammed)

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IOM assisted stranded Nigerian migrants to return home to Nigeria from Libya. © IOM 2016 (Photo: Jawashi)

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IOM staff does another round of cultural orientation at the airport in Lebanon for refugees bound for Canada. © IOM 2015

INTRODUCTION

IOM's overall vision is to enhance good governance of migration throughout the Middle East and North Africa region, ultimately aspiring towards migration and human mobility that is humane and orderly and that benefits migrants and societies.

IOM will do so by addressing the mobility dimensions of crises affecting the region and by contributing to structural transformations in the way in which migration is approached, addressed and discussed in the Middle East and North Africa.

The International Organization for Migration (IOM) in the Middle East and North Africa (MENA)[1] supports States in realizing their national priorities and in fulfilling their international commitments in the area of migration, displacement and mobility. Commitments and priorities derive, in particular, from international law, the 2030 Sustainable Development Agenda and the 2016 New York Declaration for Refugees and Migrants and the emerging Global Compact for Safe, Orderly and Regular Migration.[2]

In its 2017–2020 Strategy for MENA, IOM follows the principles and objectives of the Migration Governance Framework, which was endorsed by IOM Member States in 2015.[3] The present document also outlines subregional priorities for North Africa, the Mashreq and the Gulf countries. Lastly, the strategy specifies cross-cutting issues and institutional principles that

IOM adheres to throughout its work to maximize organizational effectiveness.

The strategy highlights key objectives to guide IOM's operations, strategic positioning and policy and advocacy work, reflecting the context, challenges and opportunities in the region. While not a summary of the full breadth of IOM programming in the region, the objectives represent priority areas for action to improve the conditions and impacts of migration for individuals and societies, address acute and structural challenges in migration governance, and contribute to meeting international commitments and standards.

IOM will implement this strategy as part of the United Nations system at national, regional and global levels and in collaboration with regional institutions and relevant regional and interregional policy processes.

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1   For IOM and the purpose of this strategy, the MENA region encompasses: Algeria, Bahrain, Egypt, Iraq, Jordan, Kuwait, Lebanon, Libya, Morocco, Oman, Qatar, Saudi Arabia, Sudan, Syrian Arab Republic, Tunisia, United Arab Emirates and Yemen.

2   See UN General Assembly, New York Declaration for Refugees and Migrants, A/71/L.1 (2016). Available from https://refugeesmigrants.un.org/declaration

3   See IOM, Migration Governance Framework, C/106/40 (2015), available from https://governingbodies.iom.int/system/files/en/council/106/C-106-40-Migration-Governance-Framework.pdf and IOM, Resolution No. 1310 Migration Governance Framework, C/106/RES/1310 (2015), available from https://governingbodies.iom.int/system/files/en/council/106/C-106-RES-1310%20MIGOF.pdf

Community support activities with migrant communities in Egypt. © IOM 2015

VISION

At present, the political discourse on migration in the region is dominated by concerns around crises, acute and protracted displacement, and the inadequacy of international support, which has left numerous MENA countries shouldering large and unprecedented humanitarian responsibilities. In comparison, questions of human rights protection for migrants – which is very weak in legal and practical terms in many countries – have received relatively less attention. The same is true for the recognition of the benefits of migration, in particular positive links with development. Migration remains a politically sensitive topic, often associated with security concerns. Irregular migration routes from and through MENA have also heightened the policy and political interest and influence by neighbouring regions. Trends point towards closing borders, rather than greater freedom of movement. Against a backdrop of limited regional political and economic integration, spaces for policy dialogue and cooperation on migration at subregional, regional or intraregional levels exist, but are at different stages in terms of results.

Against this background, IOM strives to enhance good migration governance and contribute to structural transformations in the way in which migration is approached, addressed and discussed in the MENA region.

Structural transformations entail moving from short-term humanitarian responses to crises to more sustainable, resilience-focused and development-based approaches. Such approaches should address vulnerable mobile populations and host/affected communities alike. Greater focus must be placed on migrants' rights, legal migration opportunities, livelihoods and development, in their own right and as alternatives to irregular migration. Greater preparedness for natural disasters and climatic and environmental impacts on migration, an area currently neglected in the region, is also

needed. Finally, structural transformations require investment at the level of national laws and policies, public perceptions and discourse, and inter-State dialogue and cooperation both within the region and between MENA and other regions.

Throughout, it should be recognized that mobility has the potential to be a strategy for resilience, adaptation and development. In this regard, the implementation of the 2030 Sustainable Development Agenda, its migration-related targets and its pledge to "leave no one behind" will be fundamental. IOM will also support the development of a Global Compact for Safe, Orderly and Regular Migration, which will constitute an important context and framework for the transformations necessary in the region.

To achieve its aspirations, IOM will build on its solid and historical presence in the MENA region, with numerous large and financially stable missions and a proven record of high operational capacity, delivering directly and efficiently in a variety of complex situations. While maintaining its operational efficiency, effectiveness and speed, IOM aims to diversify its programmatic portfolio and apply its full spectrum of expertise to enhance comprehensive approaches to migration. IOM's formal integration in the UN system should further reinforce partnerships and opportunities to systematically mainstream migration issues into development and humanitarian planning and response. Finally, IOM is committed to applying a results-based management approach throughout all its activities to further strengthen impact and effectiveness.

Migrants participate in information session held by Immigration, Passport and Naturalization Authority in Sana'a, Yemen. © IOM 2016

MIGRATION IN THE MIDDLE EAST AND NORTH AFRICA[4]

Migration has long shaped the Middle East and North Africa, with many countries in the region simultaneously representing points of origin, transit and destination. The number of international migrants, including registered refugees, residing in the MENA region reached 34.5 million in 2015. In the same year, 23.9 million individuals from MENA countries, including registered refugees, were living outside their countries of birth. In fact, with 5.5 million refugees originating in MENA countries, the MENA region has become the world's largest source region of refugees. This is in addition to 16.2 million internally displaced persons.

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4   For more information on migration in the Middle East and North Africa, see the IOM and UN ESCWA, *2015 Situation Report on International Migration: Displacement and Development in a Changing Arab Region*, E/ESCWA/SDD/2015/1 (IOM and UN ESCWA, Beirut, 2015). Available from http://publications.iom.int/system/files/pdf/sit_rep_en.pdf; IOM, Migration to, from and in the Middle East and North Africa - Data Snapshot (IOM, 2016). Available from www.iom.int/sites/default/files/country/mena/Migration-in-the-Middle-East-and-North-Africa_Data%20Sheet_August2016.pdf; and Office of the United Nations High Commissioner for Refugees (UNHCR), *Global Trends 2015* (UNHCR, Geneva, 2016). Available from www.unhcr.org/statistics/unhcrstats/576408cd7/unhcr-global-trends-2015.html

The migration context in MENA can be broadly characterized as consisting of three closely interrelated patterns:

(a) Forced migration and internal displacement, as a result of multiple, acute and protracted crises across the region, first and foremost in the Syrian Arab Republic and its neighbours, as well as Iraq, Libya, Sudan and Yemen;

(b) Irregular, mixed migration flows, driven by a combination of economic, political and other factors, within and transiting through the region, particularly to and through North Africa and towards Europe, as well as Yemen and towards countries of the Gulf Cooperation Council (GCC); and

(c) Labour migration, both regular and irregular, within and from far beyond the region, with GCC countries, Lebanon, Jordan and Libya acting as the principal magnets for migrant workers.

Important, albeit simplified, distinctions emerge between three subregions: the Mashreq/Middle East is principally associated with crises-induced displacement within and across borders and secondary movements. North Africa witnesses irregular and mixed migration to, through and from the subregion, but also migration for work within MENA and towards Europe. Lastly, in the GCC, temporary labour mobility is the predominant form of migration, with migrants coming principally from Asia, especially India. Yemen and Sudan are both classified as least developed countries and stand out for their particularly complex combination of internal displacement, inward and outward refugee movements, and mixed migration flows, in a context of severe poverty and instability.

Demographic and socioeconomic trends, instability, conflict and, increasingly, environmental drivers and climate change are among the multitude of factors that influence migration dynamics in the region. While crisis-related migration and its consequences for regional stability, security, geopolitics and development tend to dominate the agendas of governments, humanitarian and development actors and donors, labour migration to GCC countries is numerically speaking the largest pattern by far. The GCC is also the only subregion of net in-migration, while all other subregions experience net outmigration.

The majority of migrants who originate in a MENA country move to another MENA country – i.e. most migration is intraregional. Nonetheless, neighbouring regions are critical both in terms of migration flows and in policymaking and international cooperation. This manifests, in particular, in the political and policy interests of the European Union and its Member States in the countries of the southern Mediterranean basin, especially since the increase of irregular migration towards the European Union. Migration flows from sub-Saharan Africa, West Africa and the Horn of Africa, and policy dialogue with those regions, are also relevant for North African countries and Yemen.

Migration patterns and outcomes in MENA are highly gendered: while the overall level of feminization of migration is significantly below the global average (only 32% of all migrants in MENA and 43% of migrants originating from a MENA country are female), labour mobility in the region (and especially to the GCC) reflects a gendered division of labour, with women concentrated in domestic and care work, as well as the retail and hospitality sectors, and men concentrated in construction and agriculture. Human trafficking occurs internally or across one or multiple borders, as well as within, from and to MENA. Women and girls tend to be identified more frequently as victims of trafficking for sexual exploitation and forced labour (including domestic servitude); however, trafficking and exploitation of men and boys are likely to be severely under-detected.

Lastly, it is important to underline the youthfulness of societies and the continued high levels of population growth across MENA. Combined with economic stagnation and political disruptions impacting economic growth, as well as structural barriers in labour markets, youth unemployment is a key concern throughout the region, and one that is closely tied to migration.

On 18 December 2016, International Migrants Day, IOM organized sport activities, a music band and a movie screening at Triq Al Matar detention centre in Tripoli, Libya. © IOM 2016 (Photo: Jawashi)

IOM IN THE MIDDLE EAST AND NORTH AFRICA

In 2016, IOM employed more than 1,400 staff[5] across MENA and maintained offices in 12 countries: Algeria, Egypt, Iraq, Jordan, Kuwait, Lebanon, Libya, Morocco, Sudan, the Syrian Arab Republic, Tunisia and Yemen, in addition to the Regional Office for the Middle East and North Africa based in Cairo and (operational) presence in Qatar, Saudi Arabia and the United Arab Emirates. Algeria, Egypt, Jordan, Libya, Morocco, Sudan, Tunisia and Yemen are IOM Member States, whereas Bahrain, Saudi Arabia and Qatar hold Observer status.

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5   Excluding consultants, subcontractors and hourly staff.

Across the region, IOM has been implementing the Organization's full programmatic spectrum, including the following: (a) movement, pre-departure orientation, health assessments and resettlement; (b) emergency preparedness and response; (c) post-crisis transition and recovery; (d) migration health; (d) mental health and psychosocial support; (e) labour migration and migration and development; (f) counter-trafficking, assistance to vulnerable migrants and assisted voluntary return and reintegration; (g) immigration and border management; and (h) migration policy and research. IOM's work spans operations and direct assistance for migrants and communities, technical assistance, capacity-building and policy and legislative support to governments, and research, dialogue and advocacy.

IOM works with and for a diverse set of beneficiary groups, reflecting the complexity of migration in the region. These include international migrants, internally displaced persons, refugees, returnees, and diaspora groups, as well as communities of origin and return, communities hosting migrant and displaced populations, and communities affected by crises. Youth and children constitute an important demographic in MENA in general, and for IOM in particular. IOM takes care to recognize the strengths and respond to vulnerabilities related to gender, age, health, sexual orientation, gender identity and other diversity characteristics within the populations it works with.

With its entry into the UN system as a related organization,[6] IOM expects to deepen its existing partnerships. At country level, IOM has generally been integrated in UN country teams and humanitarian country teams and is a signatory to most UN Development Assistance Frameworks or similar national plans that are currently in place. At the regional level, IOM is a member of the Regional UN Development Group and the UN Regional Coordination Mechanism. It co-chairs the regional Working Group on International Migration in the Arab Region, together with the UN Economic and Social Commission for Western Asia (UN ESCWA) and the League of Arab States. IOM also participates in the Working Group on the 2030 Sustainable Development Agenda. Further, IOM is part of the MENA Emergency Preparedness Group led by the UN Office for the Coordination of Humanitarian

Affairs. At the subregional level, IOM is a founding member of the North Africa Mixed Migration Task Force and hosts and funds the associated Mixed Migration Hub.[7]

IOM is actively involved in subregional, regional and intraregional policy dialogue, including in the League of Arab States and the associated Arab Regional Consultative Process on Migration,[8] the Abu Dhabi Dialogue,[9] the Khartoum Process (European Union-Horn of Africa Migration Routes Initiative),[10] the Rabat Process,[11] and the African Union-Horn of Africa Initiative on Human Trafficking and Migrant Smuggling.[12]

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6   See UN General Assembly, Agreement concerning the Relationship between the United Nations and the International Organization for Migration, A/70/976, signed 19 September 2016. Available from www.un.org/ga/search/view_doc.asp?symbol=A/70/976

7   See North American Mixed Migration Hub web page (available from www.mixedmigrationhub.org/). The North Africa Mixed Migration Task Force consists of IOM, UNHCR, Office of the United Nations High Commissioner for Human Rights, United Nations Office on Drugs and Crime, UNICEF, Save the Children, Danish Refugee Council and Regional Mixed Migration Secretariat (Nairobi).

8   The Arab Regional Consultative Process on Migration was established in 2015 and covers all Member States of the League of Arab States. The League of Arab States provides the secretariat.

9   The Abu Dhabi Dialogue was established in 2008. Participating MENA countries are Bahrain, Kuwait, Oman, Qatar, Saudi Arabia and the United Arab Emirates.

10   The Khartoum Process was established in 2014. Participating MENA countries are Egypt, Sudan and Tunisia.

11   The Rabat Process was established in 2006. Participating MENA countries are Algeria (observer), Morocco and Tunisia.
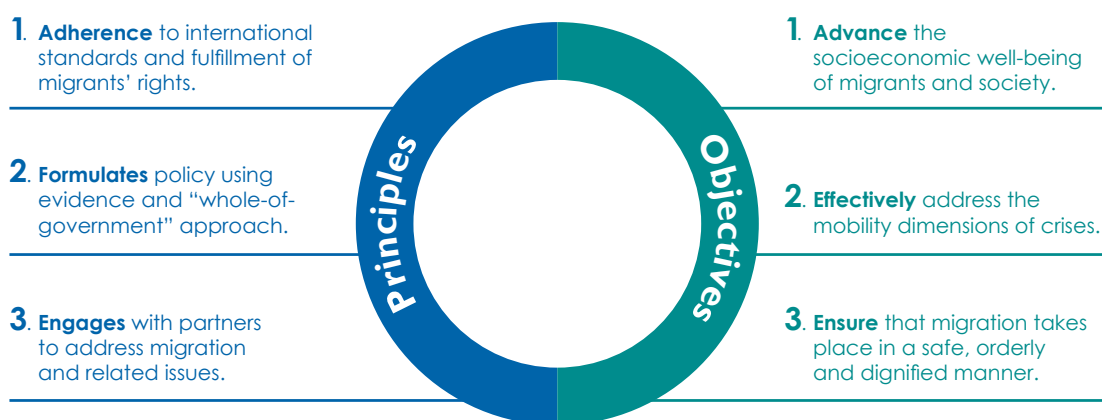
12   The African Union-Horn of Africa Initiative was established in 2014. Participating MENA countries are Egypt, Sudan, Tunisia (core countries) and Libya, Saudi Arabia, Yemen (partner countries).

PART I.
Applying the Migration Governance Framework in the Middle East and North Africa

The IOM MENA Regional Strategy 2017–2020 is oriented on the principles and objectives of good migration governance outlined in the IOM Migration Governance Framework.

MiGOF Principles and Objectives

Principles

1. **Adherence** to international standards and fulfillment of migrants' rights.

2. **Formulates** policy using evidence and "whole-of-government" approach.

3. **Engages** with partners to address migration and related issues.

Objectives

1. **Advance** the socioeconomic well-being of migrants and society.

2. **Effectively** address the mobility dimensions of crises.

3. **Ensure** that migration takes place in a safe, orderly and dignified manner.

Note: IOM defines migration governance as "the traditions and institutions by which authority on migration, mobility and nationality in a country are exercised, including the capacity of the government to effectively formulate and implement sound policies in these areas". The Migration Governance Framework was endorsed by Member States at the 106th IOM Council in 2015, see documents C/106/40 and C/106/RES/1310.

IOM holds an information session for migrants in a free economic zone in Jordan. © IOM 2016

Principle 1: Adherence to international standards and the fulfilment of migrants' rights

Compliance with international law is an essential element of good migration governance, in particular as regards internationally agreed standards on human rights, labour rights and refugee protection. Formal ratification and compliance with international instruments has traditionally been low in the MENA region. At the same time, countries have long accommodated large numbers of migrants, refugees and displaced persons, including Palestinians and more recently Syrians. Nonetheless, serious human rights violations facing those on the move are common and sometimes systemic, whether in the context of displacement, irregular migration, migrant smuggling and human trafficking, or due to abusive and exploitative working conditions. Racism and xenophobia can compound the conditions created by weak laws or their insufficient implementation.

In the 2017–2020 period, supporting States in MENA in enhancing the coherence, integrity and effectiveness of national legal and policy frameworks and fulfilling their international commitments will be a major priority. The commitments in the 2016 New York Declaration for Refugees and Migrants and in the emerging Global Compact for Safe, Orderly and Regular Migration will serve as important guidance in this regard. IOM will help address the sometimes outdated, inadequate, problematic or non-existent legal and policy frameworks pertaining to migration. Special areas of focus relate to migrants in detention, to the decriminalization of irregular migrants in legal frameworks, and to the situation of unaccompanied or separated migrant children.

MENA-specific objectives:

- To support States in adopting rights-based and coherent policies and legislation, in line with international standards, in all areas relevant to migration.

- To increase capacity of States and other stakeholders to protect, assist and empower youth and children on the move, in particular unaccompanied or separated migrant children.

- To promote the decriminalization of irregular migrants in law and support States in finding alternatives to detention for immigration violations.

Two young boys living in Qayara, Iraq stand in front of what is now the Qayara Airstrip Emergency Site, as smoke from burning oil wells set alight by the Islamic State in Iraq and the Levant (ISIL) fills the background. © IOM 2016

Principle 1 – **Links to Sustainable Development Goals (SDGs):**

8.8   Labour rights, including of migrant workers, in particular women migrants

10.7 Orderly, safe, regular and responsible migration and mobility, including through well-managed migration policies

16.2 End violence against children

16.3 Rule of law and access to justice

Evidence, data and analysis that is inclusive of the many dimensions and stakeholders relevant to migration should be at the basis of policymaking. States in the MENA region have repeatedly recognized the lack of reliable data on migration that can lead to distorted perceptions of the phenomenon. Migration is also frequently dealt with by single ministries, or in a fragmented manner, limiting policy coherence and effectiveness. In the complex humanitarian, development and security contexts characteristic of many MENA countries, effective collaboration and multisectoral approaches to migration are essential. Moreover, the realization of the 2030 Sustainable Development Agenda and its cross-cutting migration components will critically depend on the ability of governments to bridge institutional silos.

IOM will promote comprehensive and balanced approaches to migration governance at national and regional levels, in line with national priorities and based on the IOM Migration Governance Framework that was endorsed by IOM Member States in 2015. This commitment will centre on supporting States in the implementation of migration-related aspects of the 2030 Sustainable Development Agenda. IOM can facilitate greater interministerial and multi-stakeholder coordination on migration, including possible engagement with ministries not traditionally involved in migration issues – essential for the effective implementation of the SDGs. IOM will support governments in the areas of migration data, statistics and research to inform policymaking and programming, while also exploring emerging issues such as the links between migration, environment and climate change in MENA.

IOM Tunisia ran the "Not for Sale" counter-trafficking campaign to raise awareness among young people about the dangers of irregular migration. © IOM 2016

MENA-specific objectives:

- To advocate for and include migration and mobility dimensions in relevant national policies, national development plans, SDG implementation plans, and UN Development Assistance Framework/ UN Sustainable Development Partnership Frameworks/UN Country Team Strategic Frameworks.

- To support the creation, development and capacities of institutional structures dedicated to migration at national levels.

- To promote awareness, knowledge and action on migration, environment and climate change in the region.

- To support States in developing and improving their own data-collection systems on migration.

Principle 2 – **Links to SDGs:**

10.7   Orderly, safe, regular and responsible migration and mobility, including through well-managed migration policies

13.3   Education, awareness and capacity on climate change mitigation, adaptation, impact reduction and early warning

17.18   Data, including disaggregated by migratory status

Good migration governance depends on effective cooperation and coordination among States, within States and with non-State actors, such as local communities, migrants, civil society, expatriates and diaspora associations, media, private sector stakeholders and employers. Inter-State fora for dialogue relevant to the MENA region include the League of Arab States and the associated Arab Regional Consultative Process on Migration, the Abu Dhabi Dialogue, the Rabat Process and the Khartoum Process (European Union-Horn of Africa Migration Routes Initiative), and the African Union-Horn of Africa Initiative on Human Trafficking and Migrant Smuggling. The typically centralized structures of many Arab States have led to only limited devolution of responsibilities to subnational or municipal levels of government, especially when it comes to migration. Similarly, civil society engagement varies greatly between countries.

IOM will continue to support regional and cross-regional dialogue on migration, conscious of the gradual nature of progress. IOM will build on the importance of diaspora contributions and remittances, as well as the existence of national institutions dedicated to diaspora affairs in a number of countries. IOM will expand its own engagement with diaspora groups, while supporting governments to enhance their outreach to nationals abroad. Opportunities for innovation may arise with regards to the role of diaspora in post-conflict reconstruction. In crisis and post-crisis settings, in particular, IOM will seek to enhance the systematic involvement of communities and community leaders in programmes to address displacement, return, and stable and resilient livelihoods (see also Objectives 2 and 3).

Principle 3 – Links to SDGs:

10.7   Orderly, safe, regular and responsible migration and mobility, including through well-managed migration policies

17.16   Global partnerships for development, multi-stakeholder partnerships

17.17   Public, public-private and civil society partnerships

MENA-specific objectives:

- To facilitate diaspora engagement, including in humanitarian assistance and post-crisis reconstruction.

- To promote relevant regional and interregional intergovernmental dialogues and fora, including through agenda-setting and by contributing technical expertise.

- To support and build the capacity of civil society actors in the area of migration and assistance to migrants, as appropriate and in line with government priorities.

A volunteer artist paints a community-built house in Damascus in a project supported by IOM. The houses both help displaced families and ensure social cohesion by providing livelihoods for the displaced. © IOM 2014 (Photo: Leonard Doyle)

Recognizing that migration can have both positive and negative links with development, good migration governance aims to create the conditions to minimize forced migration, while fostering beneficial and productive outcomes of migration for migrants, countries of origin and countries of destination. In the MENA region, extreme wealth and extreme poverty often sit alongside each other, with sharp inequalities within and between countries. Chronic and acute conflicts and instability have hampered or even reversed development gains in several instances. At the same time, labour mobility (sending or receiving) and remittances have acquired structural importance in the economies of many MENA countries. The circumstances, however, under which migrants live and work are often not conducive to socioeconomic well-being, but are characterized by a curtailment of rights, poor access to basic services, health risks and sometimes exploitation.

For 2017–2020, IOM in MENA will aim to address the full spectrum of factors contributing to greater socioeconomic benefits of migration – from ethical recruitment practices and protection from abusive and exploitative practices, to upskilling and education in preparation for local or overseas employment.[13] In the areas of labour mobility and recruitment, the GCC countries will be a priority for policy and practical support, given the very large populations of temporary workers in that subregion and their structural significance in GCC labour markets. Measures to promote local inclusion will focus on migrant-friendly access to health, in connection with improving broader public health outcomes. Psychosocial support for migrants and migration-affected communities will also be a greater priority, including but not limited to displacement contexts. IOM will also work to create opportunities and spaces for positive interaction between migrants and displaced persons and their host communities, including by raising awareness about migration and migrants' rights, supporting community dialogue, and engaging actively with the media.

"It's a match" was a crowdfunding campaign carried out by IOM Egypt and Bassita to match Syrian refugees with members of Egyptian host communities to build ties between communities and enhance livelihoods. © IOM 2016

MENA-specific objectives:

- To promote inclusion, social cohesion and fair and balanced public perceptions and discourse on migration.

- To build opportunities for training, employment and mobility, especially for young people.

- To promote the health of migrants and migration-affected communities and build capacities and links with the health sector to ensure inclusive, migrant-friendly health services.

- To support ethical recruitment practices and safe and beneficial labour mobility, in particular in GCC countries.

Objective 1 – Links to SDGs:

3.8	Universal health coverage
4.b	Scholarships available to developing countries
8.5	Employment and decent work, including for young people
8.8	Labour rights, including of migrant workers, in particular women migrants
10.2	Social, economic and political inclusion of all
10.7	Orderly, safe, regular and responsible migration and mobility, including through well-managed migration policies

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13 See also IOM MENA's Programming Strategy on Expatriate Engagement in Economic Development and Job Creation (2015) and the global IOM Labour Mobility and Human Development Vision 2020.

Objective 2: Effective responses to the mobility dimensions of crises

In line with the IOM Migration Governance Framework and the IOM Migration Crisis Operational Framework,[14] good migration governance encompasses preparedness for and response to the mobility dimensions of crises. Prevention, preparedness, humanitarian assistance and protection, and transition and recovery call for a combination of humanitarian, migration management, development and peace and security "toolkits". In the MENA region, acute and protracted crises have generated a range of mobility consequences, whether in the shape of refugee flows, external, internal, protracted and multiple displacement, onward irregular migration from first countries of asylum, or as migrants are caught up in countries in crisis.[15] Among the many impacts of the crises, instances of trafficking in persons, heightened vulnerability to exploitation, and negative coping strategies have been observed among mobile and displaced populations, requiring nuanced and adapted protection responses.

In view of the protracted nature of many of the region's conflicts, IOM will complement its critical life-saving humanitarian assistance programmes with resilience-building, transition and stabilization, and reconstruction activities – in line with IOM's Progressive Resolution of Displacement Situations Framework.[16] Importantly, IOM has long advocated for a holistic approach that meets the needs of displaced or other vulnerable mobile populations alongside those host communities/communities affected by crisis. This will remain a leading tenet of IOM's interventions. Given the complexity and scale of migration dynamics, and the need to protect rights at the border while addressing legitimate security concerns, IOM aims to further expand humanitarian border management practices around the region. Furthermore, IOM is preparing for larger and more diverse resettlement programmes from the region, while also bearing in mind different return scenarios to post-conflict settings as countries stabilize.

MENA-specific objectives:
- To increase long-term programming for stabilization, resilience and progressive resolution of displacement situations, in particular through community-based interventions for livelihoods, basic infrastructure and services, and social cohesion.
- To assist border authorities in responding adequately and in a rights-based manner to cross-border movements, arising from both natural and man-made disasters.
- To support States and other actors on crisis preparedness, including with respect to natural disasters.
- To build capacities among States and other actors to assist and protect migrants in situations of vulnerability, especially with regards to human trafficking and exploitation risks in crisis situations, unaccompanied and separated migrant children, and migrants caught in countries in crisis.

Objective 2 – Links to SDGs:

1.5 Resilience of the poor and those in vulnerable situations

5.2 Elimination of all forms of violence against women and girls

10.7 Orderly, safe, regular and responsible migration and mobility, including through well-managed migration policies

13.1 Resilience and adaptive capacities to hazards and natural disasters

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Ethiopian returnees receive the transportation allowance from IOM in Yemen. © IOM 2015

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14 The IOM Migration Crisis Operational Framework was endorsed by IOM Member States in 2012. See IOM, IOM Migration Crisis Operational Framework, MC/2355 (2012), available from http://governingbodies.iom.int/system/files/migrated_files/about-iom/governing-bodies/en/council/101/MC_2355.pdf and Resolution 1243 from IOM, Resolutions Adopted by the Council at its 101st Session, MC/2362 (IOM, Geneva, 2012), available from http://governingbodies.iom.int/system/files/migrated_files/about-iom/governing-bodies/en/council/101/MC_2362.pdf

15 Migrants in Countries in Crisis (MICIC) Initiative, *Guidelines to Protect Migrants in Countries Experiencing Conflict or Natural Disaster* (IOM, Geneva, 2016). Available from https://micicinitiative.iom.int/sites/default/files/document/MICIC_Guidelines_english_web_13_09_2016.pdf

16 IOM, *The Progressive Resolution of Displacement Situations* (IOM, Geneva, 2016), available from www.iom.int/sites/default/files/our_work/DOE/humanitarian_emergencies/PRDS/IOM-PRDS-Framework.pdf. See also IOM Strategic Framework for Resilience-Building in Response to the Syria Crisis (2016).

Good migration governance seeks to put in place policies and systems for well-managed, regular migration, while mitigating potential risks and vulnerabilities associated with migration. In the MENA region, there is a significant mismatch between the availability of safe and regular migration opportunities within and outside the region, and the number of individuals seeking (or forced) to move. The corollary of the current situation are risky routes, human rights violations, large-scale irregular migration, human trafficking and migrant smuggling. At the same time, trends in some of the major regions of destination for Arab migrants point towards greater restrictiveness in the future. The rights and needs of migrants and the interests of countries of transit and origin must be at the centre of returns, border management, and measures to combat irregular migration.

Under the 2017–2020 strategy, IOM seeks to strengthen its comprehensive approach to mixed and irregular migration, human trafficking and migrant smuggling. Under such an approach, protection of rights, assistance to migrants in situations of vulnerability, border management and measures to combat transnational organized crime related to migration are mutually reinforcing. At the same time, IOM expects to see increased rates of forced and voluntary returns, necessitating greater attention to socioeconomic and psychosocial reintegration and alternative livelihoods. Returns to communities of origin may also be anticipated in post-conflict/displacement settings. As mentioned above, even-handedness in supporting returnees and communities of return is a key principle. Finally, in providing direct assistance to migrants, IOM will pay special attention to age, health, gender, sexual orientation, gender identity and other diversity characteristics.

IOM Sudan resettles 48 refugees to Italy under the Italian Resettlement Quota System. © IOM 2016

MENA-specific objectives:

- To advocate for, and support States in ensuring, greater availability and accessibility of a variety of legal migration opportunities.

- To build capacities of States and other actors to assist and protect migrants in situations of vulnerability, in particular victims of trafficking and unaccompanied and separated migrant children, and to combat human trafficking and exploitation.

- To promote community-based and community-development approaches to counter-smuggling efforts and reintegration of returnees (international migrants, unsuccessful asylum-seekers or IDPs).

- To support States to enhance their migration and border management systems in line with international standards and best practices.

- To assist States in enhancing maritime search-and-rescue operations, especially along the Mediterranean Coast, as well as building capacities to counter criminal networks involved in the smuggling of migrants.

Objective 3 – Links to SDGs:

8.7   Eradication of forced labour, modern slavery and human trafficking and worst forms of child labour

10.7   Orderly, safe, regular and responsible migration and mobility, including through well-managed migration policies

PART II.
Subregional priorities

In view of the heterogeneity of the MENA region, this section briefly summarizes the context, challenges and opportunities of the three main geographic subregions and sets out IOM's main priorities for each subregion for the period 2017–2020.

Migrants rescued off the coast of Tunisia receive health assistances, food and clothing from IOM. © IOM 2015

North Africa – Algeria, Egypt, Libya, Morocco, Sudan, Tunisia

IOM supports livelihoods in Morocco. © IOM 2016

All North African countries are countries of origin, transit and destination, albeit to varying degrees, for regular and irregular migration flows. Algeria and Libya, in particular, have traditionally attracted migrants in search for work and a better life. Libya and Sudan have large internally displaced populations, and Sudan is a major host and source country of refugees. Migration routes from West Africa, sub-Saharan Africa, the Horn of Africa and the Middle East converge in North Africa. Dominant concerns relate to irregular, mixed migration, smuggling and trafficking of migrants to, through and from the subregion and across the Mediterranean, and associated human rights violations.[17] Deaths en route, detention and the situation of unaccompanied and separated migrant children are of acute concern in North Africa. Migration dynamics and political responses are shaped by relationships with and interests of neighbouring regions, in particular Europe and sub-Saharan African countries. Tenuous political stability, open conflict and structural economic weaknesses compound the subregion's challenges. Particularly young people are faced with high rates of unemployment that requires urgent solutions, also to counter the risk of radicalization among youth. At the same time, dynamic, youthful populations offer potential for creative solutions involving student and labour mobility to benefit both North African and European societies and economies. Most countries already have important diaspora populations whose potential can be further explored.

IOM objectives for North Africa:

- To promote educational, vocational and mobility opportunities and other alternatives to irregular migration, especially for North African youth.

- To foster South–South cooperation, especially with Western Africa and Sahel countries, including through existing initiatives and fora.

- To assist States in upholding the human rights of migrants and countering related transnational criminal networks associated with widespread abuse and an increase in the number of migrant deaths at sea.

- To ensure safety and sustainability of returns and reintegration, using community-based approaches, from Europe to North Africa, and from North Africa to other regions.

- To improve solid data collection, information and analysis about migration dynamics to, through and from North Africa, including through the IOM Displacement Tracking Matrix and the Mixed Migration Hub.

- To support the progressive resolution of displacement situations and durable solutions to build the resilience of populations affected by acute or protracted humanitarian crises.

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17 For more detail, see IOM, IOM Response Plan for the Mediterranean and Beyond: Addressing complex migration flows in the countries of origin, transit and destination (IOM, Geneva, 2015). Available from www.iom.int/sites/default/files/press_release/file/IOM-Response-Plan-for-the-Mediterranean-and-Beyond-Oct2015.pdf

Provision of wheelchairs through the humanitarian corridor in Aleppo, Syrian Arab Republic, to reach beneficiaries. © IOM 2016

Years of war with little prospect for resolution have made this subregion one of the world's foremost humanitarian flashpoints and migration crises. The results are large internally displaced populations, refugee movements and onward irregular migration within the subregion, to neighbouring subregions, Turkey, the European Union and elsewhere. Globally, Lebanon hosts the largest refugee population relative to national population. In general, host countries are concerned about strains on economies, labour markets, infrastructure, services, community relations and how to reconcile immediate humanitarian responsibilities with longer-term development objectives. The protracted nature of the crises and ensuing displacement have created precariousness and desperation while protection needs remain acute; human trafficking and migrant smuggling, exploitation, negative coping strategies, and the risk of violent extremism among displaced and conflict-affected populations require dedicated attention. The subregion is likely to simultaneously see higher rates of resettlement and returns in the coming years.

IOM objectives for Middle East/Mashreq:

- To foster transition from emergency relief to early recovery, followed by longer-term development and reconstruction efforts, in particular community infrastructure.

- To invest in resilience-building and stabilization for conflict-affected communities, displaced populations, host communities and communities of return, in particular access to employment and livelihoods.[18]

- To facilitate progressive resolution of displacement situations and safe and sustainable returns and reintegration of displaced populations (both internal and cross-border).

- To enhance protection, health and psychosocial support measures to displaced and conflict-affected communities.[19]

- To support States in addressing large-scale cross-border movements of mixed migration flows, as well as countering related transnational crime.

18 See also IOM Strategic Framework for Resilience-Building in Response to the Syria Crisis (June 2016).
19 See also IOM, Whole-of-Syria Protection Strategy (January 2016).

Gulf and Gulf Cooperation Council – Bahrain, Kuwait, Oman, Qatar, Saudi Arabia, United Arab Emirates, Yemen

The Gulf region combines some of the world's richest countries in the GCC with one of the world's poorest, Yemen. As such, the subregion is connected by migration flows, with Yemen as a country of destination in itself, as well as a place of origin and transit to the GCC. The GCC is one of the main destinations for migrant workers worldwide, including from the broader MENA region and the Horn of Africa, but particularly from South and South-East Asia. Labour mobility – at all skill levels – is a structural factor in GCC labour markets, manifest in the very high proportion of temporary contractual workers relative to native populations. Key sectors of employment are construction, manufacturing and agriculture, domestic work, hospitality and retail. Economic challenges facing the GCC, such as high youth unemployment, necessitate structural reforms, including on labour mobility policies and programmes. Furthermore, GCC countries have come under heavy criticism, including by UN human rights bodies, over exploitation and violations of labour rights of migrant workers. Access to rights and basic services is often constrained for migrant workers. Reforms of recruitment systems, the *Kafala* (sponsorship) system and general labour market regulations would be important steps towards safer, more protected and more beneficial labour mobility. Finally, while the process envisaged by the 2013 Sana'a Declaration[20] has not as yet materialized, dialogue between countries of the Horn of Africa and of the Gulf/GCC remains a need and should be a priority as soon as circumstances allow.

IOM objectives for the Gulf and GCC:

- To support the GCC within its chosen migration model in developing evidence-based labour mobility policies and programmes that align with national social and economic development goals while upholding migrant rights.

- To support the GCC on ethical recruitment practices and legal reform, and measures to reduce the risk of exploitation and abuse of migrant workers.

- To enhance migrant assistance, including direct assistance, victim shelters and assisted voluntary return and reintegration for victims of trafficking, stranded migrants and other migrants in situations of vulnerability in the Gulf subregion.

- To facilitate dialogue and cooperation to enhance safe and regular migration among countries of destination, origin and transit inside and outside the Gulf subregion, in particular the Horn of Africa and Asia, including through the Abu Dhabi Dialogue and the Arab Regional Consultative Process on Migration.

- To foster transition from humanitarian relief to recovery and reconstruction in Yemen, with special attention to Yemeni youth, internally displaced persons and international migrants in Yemen.

Women from West Africa wear sarongs from their home countries in a trafficking shelter for women run by the Government of Kuwait in Kuwait City. © IOM 2016

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20 Outcome document of the 2013 Regional Conference on Asylum on Migration, attended by Bahrain, Djibouti, Eritrea, Ethiopia, Kuwait, Oman, Qatar, Saudi Arabia, Somalia, United Arab Emirates and Yemen, and the League of Arab States, GCC, UNHCR and IOM. Available from www.unhcr.org/protection/conferences/531dbb246/sanaa-declaration-regional-conference-asylum-migration-11-13-november-2013.html

PART III.
Organizational effectiveness: Cross-cutting issues and institutional principles

The Organizational Effectiveness Framework sets three organization-wide precepts – "principled, purposeful and prepared" – that guide IOM in conducting its work, managing its resources and delivering impact.

IOM Iraq staff talks with young girls in the Ainkawa camp for internally displaced people on the outskirts of Erbil, Iraq. These girls and their families were displaced by ISIL in 2014 when they first seized territory in Northern Iraq. © IOM 2016

1. PRINCIPLED

Throughout its programming, IOM adopts rights-based and gender-sensitive approaches and is guided by humanitarian principles. IOM takes its accountability to governments, migrants, beneficiaries and donors seriously and acts with integrity and transparency in its decision-making. In its programme design and implementation, IOM pays special attention to age, health, gender, sexual orientation, gender identity and other diversity characteristics of its beneficiaries. In the implementation of this strategy, IOM in MENA will see to it that IOM's key institutional principles and policies – in particular the IOM Gender Equality Policy,[21] Prevention of Sexual Exploitation and Abuse[22] and the IOM Principles for Humanitarian Action and the associated protection mainstreaming policy[23] – are applied throughout offices and programmes. Managers will ensure that all staff – in particular national staff – are fully aware of the principles the Organization abides by, in particular as regards gender equality, respect for diversity, respectful working environments[24] and the IOM code of conduct[25].

2. PURPOSEFUL

IOM strives towards enhancing coherence and impact of its work. IOM advances the capacity of States to govern migration and helps shape national and regional agendas on migration, in line with global commitments, such as the 2030 Sustainable Development Agenda and the emerging Global Compact for Safe, Orderly and Regular Migration. IOM further brings emerging and neglected issues, as well as innovative approaches and solutions, to the attention of partners, policymakers and practitioners. This includes the application of key institutional frameworks, in particular the Migration Governance Framework and the Migration Crisis Operational Framework. In the MENA region, strong emphasis will be placed on enhancing research, data and evidence, including through the IOM Displacement Tracking Matrix, and making this knowledge accessible and

"I want to learn English!" Arwa, in her bright red dress, talks to IOM Jordan staff in Za'atari camp where IOM teams carry out vaccinations for newly arrived refugees. © IOM 2016

available to policymakers and the wider public. IOM also envisions a greater role for communications and public information on migration and on IOM's work, in view of the often negative perceptions of migrants and migration in MENA.

3. PREPARED

Readiness to act, professionalism, risk management[26] and consistent relationships with States and partners are of central importance to IOM and require investment in human and financial resources and sound partnerships. IOM will maintain and enhance its operational responsiveness, flexibility and effectiveness. In line with the IOM Private Sector Partnership Strategy,[27] IOM will seek out new partnerships with the private sector in the areas of advocacy and knowledge-building, innovation, resource mobilization and implementation.

21 IOM, IOM Gender Equality Policy 2015–2019, C/106/INF/8/Rev.1 (2015). Available from https://governingbodies.iom.int/system/files/en/council/106/C-106-INF-8-Rev1-IOM-Gender-Equality-Policy-2015-2019.pdf

22 IOM, Policy and Procedures for Preventing and Responding to Sexual Exploitation and Abuse, IN/234.

23 IOM, IOM's Humanitarian Policy – Principles for Humanitarian Action, C/106/CRP/20 (2015), available from https://governingbodies.iom.int/system/files/en/council/106/C-106-CRP-20-IOMs-Humanitarian-Policy.pdf and IOM, Guidance Note on how to mainstream protection across IOM crisis response (or Migration Crisis Operational Framework sectors of assistance), IN/232.

24 IOM, Policy for a Respectful Working Environment, IN/90.

25 IOM, IOM Standards of Conduct, IN/15.

26 IOM, Management of Risk in IOM, IN/213.

27 IOM, IOM Private Sector Partnership Strategy 2016–2020, C/106/INF/16 (2015). Available from https://governingbodies.iom.int/system/files/en/council/106/C-106-INF-16-IOM-Private-Sector-Partnership-Strategy-2016-2020.pdf