



Roadmap for Cooperation between the EUAA and Egypt (2024 –2026)



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the EUAA and Egypt
(2024 – 2026)**

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List of abbreviations

Term	Definition
AD	Action Document
CCCPA	The Cairo International Center for Conflict Resolution, Peacekeeping and Peacebuilding
CEAS	Common European Asylum System
COI	Country of Origin Information
CSO(s)	Civil Society Organisation(s)
DARS	Data Analysis and Research Sector
DG NEAR	Directorate General European Neighbourhood Policy and Enlargement Negotiations
DG HOME	Directorate-General for Justice and Home Affairs
EASO	European Asylum Support Office
EG	Egypt or the Arab Republic of Egypt
ERC	Egyptian Red Crescent
EU	European Union
EU MS	European Union Member States
EUAA	European Union Agency for Asylum
EU+ countries	Member States of the European Union and associated countries
FG(s)	Function Groups



IOM	International Organisation for Migration
MENA	Middle East and North Africa
MFA	Ministry of Foreign Affairs, Emigration and Egyptian Expatriates
MoI	Ministry of Interior
MoJ	Ministry of Justice
MoSS	Ministry of Social Solidarity
NCCM	National Council for Childhood and Motherhood
NCCPIM-TIP	National Coordinating Committee for Preventing and Combating Illegal Migration and Trafficking in Persons
NCHR	National Council for Human Rights
NCW	National Council for Women
NDICI	Neighbourhood Development and International Cooperation Instrument
PSN	Persons with Special Needs
RDPP NA	Regional Development and Protection Programme for North Africa
RSD	Refugee Status Determination
SOP(s)	Standard Operating Procedure
SO	Specific Objective(s)
SPD(s)	Single Programming Documents





TBC	To Be Confirmed
THB	Trafficking in Human Beings
TC(s)	Third Countries
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nation Children and Education Fund





I. Introduction and Background

The cooperation between the EUAA and the Egyptian authorities originated from the first meeting of the Egypt-EU Migration Dialogue, in December 2017. Following the Dialogue, the European Commission, taking stock of the interests expressed by Egyptian authorities, proposed follow-up action points, including potential support by the EUAA in the areas of international protection and asylum, and prevention of and fight against irregular migration, smuggling of migrants and trafficking in persons^{1 2}. This resulted in the pilot EUAA - Egypt cooperation, which was implemented in 2019-2020, and which later evolved into the first Roadmap for Cooperation, successfully implemented over the period 2021-2024.

At present, UNHCR is responsible for Refugee Status Determination (RSD) procedures in the country, as stipulated in the Memorandum of Understanding signed in 1954 between the Egyptian government and UNHCR. However, Egypt has steadily made progress toward establishing a national migration framework, as evidenced by the various legal and policy measures enacted and already implemented³. These include the ongoing discussions on the draft asylum law, which was approved by the Cabinet of Ministers on 7 July 2023 and has been passed on to Parliament for debate and approval (this will happen according to Parliament's agenda and priorities).

The present second EUAA – Egypt Roadmap for Cooperation was jointly formulated in collaboration with the Ministry of Foreign Affairs, Emigration and Egyptian Expatriates of Egypt, designated as the National focal Point for the EUAA, along with other relevant Egyptian entities (joint needs assessment). A concerted effort was made to engage pertinent national authorities as well as all relevant international stakeholders in shaping the Roadmap as presented in the following sections.

At the time of finalizing this Roadmap, the **New Pact for Migration and Asylum** has entered into force. Most of the legislation under the New Pact will enter into application after a two-year transitional period, a timeframe that largely overlaps with the reference period of this Roadmap. As the New Pact will considerably reform the Common European Asylum System (CEAS), and as preparations for its application progress, the implementation of this Roadmap will also take these developments into account as appropriate.

¹ "Trafficking in persons" is used to mean trafficking in human beings as per EU recommendations.

² Cfr. https://eeas.europa.eu/delegations/egypt_en/37530/1st%20Session%20of%20the%20EU-Egypt%20Migration%20Dialogue European Commission, joint staff working document, "Report on EU-EGYPT relations in the framework of the revised ENP (2017-2018)", SWD (2018) 490 final, December 2018.

³ E.g Third National Strategy on Combating and Preventing Trafficking in Persons, <https://www.nccpimandtip.gov.eg/en/Article/144/#:~:text=The%20National%20Strategy%20has%20followed,the%20government%20to%20protect%20individuals.>



II. Methodology

a. Rationale for the intervention

The present EUAA - Egypt Roadmap builds on extensive consultations and on a final evaluation of the first Roadmap. The Ministry of Foreign Affairs, Emigration and Egyptian Expatriates of Egypt and the EUAA used a participatory approach for the identification of common areas of need and interest and relevant actions. Activities target national authorities and entities according to their responsibilities within the current and future asylum systems in Egypt and are built in close coordination with existing or planned actions by other relevant EU and international stakeholders. Synergies will also be sought with the EUAA's regional (pilot) project for North Africa. The document presented herein serves as the blueprint for cooperation over a 24-months implementation period. It will be complemented by workplan(s) which will be jointly developed during the Roadmap's implementation phase, to more flexibly refine and delineate the activities to be undertaken. To this end, technical planning meetings will take place between the EUAA, the Ministry of Foreign Affairs, Emigration and Egyptian Expatriates and other national authorities, to decide on the workplan(s) that the EUAA will propose and to adapt it (them) to evolving needs and specificities of the context. The Ministry of Foreign Affairs, Emigration and Egyptian Expatriates and the EUAA will chair these meetings, in which relevant ministries/national bodies involved in the activities will participate. The planning meetings may involve other stakeholders on an ad hoc basis to ensure full coordination of actions. Indeed, special efforts have been made to coordinate with international stakeholders with the aim of identifying synergies and preventing overlaps with existing initiatives in Egypt, as well as with relevant projects financed by the European Commission services and by EU Member States. Where opportunities for synergies will be identified, a collaborative approach with national authorities and international stakeholders will be agreed upon to enhance the outcomes of the Roadmap.

Finally, to allow full flexibility and adaptability to the needs and resources on both sides, the EUAA – Egypt Roadmap can be revised and/or extended, if need arises, upon agreement in writing between the EUAA and the Ministry of Foreign Affairs, Emigration and Egyptian Expatriates of Egypt, while taking into account the specificities of the Egyptian context, promoting national ownership and advancing responsibility sharing.

b. Monitoring and Evaluation

To ensure that the implementation of the EUAA – Egypt Roadmap is monitored and that the agreed outputs are reached, the EUAA and the Ministry of Foreign Affairs, Emigration and Egyptian Expatriates of Egypt will systematically collect feedback on the implementation of the EUAA – Egypt Roadmap. The Ministry of Foreign Affairs, Emigration and Egyptian Expatriates and the EUAA will draw up reports on the progress of the Roadmap implementation at the end of each year. This will allow the Ministry of Foreign Affairs, Emigration and Egyptian



Expatriates and the EUAA to monitor and evaluate the progress in reaching the determined outcomes.

Towards the end of the implementation phase of the EUAA – Egypt Roadmap, an evaluation of the EUAA's implementation of the roadmap may be conducted. In that case, the Egyptian authorities will be requested to cooperate with the evaluators by sharing, amongst others, feedback, and participating in interviews, workshops, or other means to evaluate the implementation of the Roadmap. The final evaluation report will be shared with the national authorities and will be made publicly available by the EUAA upon agreement with the Ministry of Foreign Affairs, Emigration and Egyptian Expatriates of Egypt. An updated needs assessment exercise will be conducted at the same time to assess revised needs, with a view to further cooperation.

Regular updates and coordination meetings will facilitate the adjustment of Roadmap activities and implementation to achieve the agreed results and impact.



III. General Pre-conditions and Assumptions

1. The EUAA and Egypt commit to jointly participate in planning meetings, to discuss next activities.
2. All relevant stakeholders from both the EUAA and Egypt are committed to participate actively in the agreed activities, and to implement the agreed commitments in line with the envisaged timeline.
3. The EUAA and Egypt are committed to adjusting the implementation to leverage the experience and knowledge gained from the activities carried out.
4. The EUAA and Egypt are committed to maintaining open, two-way communication at the technical level.
5. The identified human resources, on both the EUAA and Egyptian side, are available for effective and timely implementation.
6. The implementation of activities included in the present document entails no costs for Egyptian authorities.
7. The EUAA and Egypt commit to maintaining a participatory approach in the definition of activities (within workplans) which shall be considered jointly agreed by Egypt and the EUAA.
8. The EUAA and Egypt agree to make the present document publicly available on the EUAA website.



IV. Summary

The overall objective of the “Roadmap for cooperation between the EUAA and Egypt” (2024 – 2026) is to enhance the protection space for applicants and beneficiaries of international protection in Egypt, in line with the CEAS and EU standards.

Based on the evaluation of the previous Roadmap, and as a result of the joint needs assessment, the EUAA and Egypt have identified the areas for further enhanced cooperation as follows:

Outcome 1

1. Strengthen asylum-related institutional capacity in Egypt.
 - **Output 1.1** Egypt expertise on asylum-related matters is enhanced with the aim of informing the design of national asylum law/by-laws/regulatory tools.
 - **Output 1.2** The establishment of Egypt’s permanent national committee on international protection/asylum-related topics is informed by EU standards and best-practices while taking into consideration context specificity and national ownership.

With this Outcome Egypt will continue to have access to asylum-related knowledge and best-practices, with a focus on legislative frameworks. These efforts aim to bolster the alignment of the country's international protection framework and future asylum legislation with EU standards, particularly focusing on vulnerable groups like children and women. Furthermore, national authorities will have the chance to glean insights into the Agency’s policies and practices, as well as exchange knowledge with other EU and non-EU countries through participation in various activities and peer-to-peer exchanges (including Egypt participation in the EUAA regional (pilot) project for North Africa).

Outcome 2

2. Strengthen access to international protection procedure, including the identification and referral of groups in vulnerable situations with special needs⁴.
 - **Output 2.1** Strengthened institutional capacities on access to international protection, with a focus on groups in vulnerable situations including women and children;
 - **Output 2.2** Enhanced capacities in identifying, assessing vulnerability, and referring groups in vulnerable situations including women and children.

This Outcome aims to build on the capacity and efforts related to access to procedure which started with the first Roadmap, prioritizing access to international protection for groups in vulnerable situations including women and children. The focus is on engaging relevant national councils and institutions to improve awareness and expertise in asylum procedure and protection of groups in vulnerable situations including women and children. This involves capacity building activities to strengthen child-centred approaches, including through best

⁴ Persons with special needs refers to individuals who require additional assistance due to physical, mental, or emotional challenges such as individuals with disabilities, chronic illnesses, or other health-related conditions that necessitate special needs.



interest assessments. Additionally, collaboration between the Agency and Egypt may lead to the development of a training plan aligned with EU standards and for all stages of the asylum procedure.





V. Outcomes, outputs, and indicative activities

1. Strengthen asylum-related institutional capacity in Egypt	
Outputs (expected results)	<p>Output 1.1 Egypt expertise on asylum-related matters is enhanced in view of informing the design of national asylum law/by laws/regulatory tools.</p> <p>Output 1.2 The establishment of Egypt permanent national committee on international protection/asylum-related topics is informed by EU standards and best-practices while taking into consideration context specificity and national ownership.</p>
Responsible Authorities/Target groups	<p>Policy officers and managers from the following national authorities/entities: Ministry of Foreign Affairs, Emigration and Egyptian Expatriates; Ministry of Interior; Ministry of Defence; Ministry of Justice; Public Prosecution Office; Ministry of Social Solidarity; Egyptian Red Crescent; NCCM; NCCPIM&TIP; NCW; CCCPA.</p>
Description and assessment of the situation/EUAA added value	<p>Building on the first Roadmap for cooperation, and on the progress made by Egypt in the asylum law drafting (see above paragraphs), the EUAA and Egypt agree to continue working on supporting Egypt's legislative needs, offering access to the EUAA and EU MS expertise.</p> <p>In view of the upcoming adoption of the national asylum legislation, the EUAA and Egypt will have the chance to include relevant capacity building activities under this Outcome, for supporting the drafting/development/revision of secondary legislation and internal guidelines, as well as in the subsequent law-implementation phase.</p> <p>The EUAA may support the establishment, through capacity building activities, of the future national asylum committee as part of this Outcome.</p>
Deliverables (output level)	<p>Horizontal deliverables (applicable to the whole Roadmap document):</p> <ul style="list-style-type: none"> Participation in EUAA-Egypt planning meetings to jointly define the annual work plan for activities.



1. Strengthen asylum-related institutional capacity in Egypt	
	<p>Output 1.1</p> <ul style="list-style-type: none"> • EUAA qualitative information report(s), including their translation into Arabic. • Arabic version/adaptation of EUAA tools. • Result(s) from the delivery of technical expertise (e.g. technical advice report or similar). <p>Output 1.2</p> <ul style="list-style-type: none"> • Result(s) from the delivery of technical expertise (e.g. technical advice report or similar).
Description of the activities	<p>Output 1.1 Egypt expertise on asylum-related matters is enhanced in view of informing the design of national asylum law/bylaws/regulatory tools.</p> <ul style="list-style-type: none"> • Series of ad-hoc seminars/workshops/work visits to inform the drafting of secondary legislation/bylaws/SOPs on national asylum procedures. • Provision of qualitative information based on EU+ countries' practices on asylum-related topics, including by producing written outputs and organising possible follow up workshops. • Provision of technical expertise in the revision/development/drafting of secondary legislation/SOPs. • Use/adaptation of EUAA Practical Guide(s) and tool(s) by Egyptian authorities. • Translation of relevant EUAA module(s)/guidance(s)/tool(s) into Arabic (horizontal activity, relevant also for Outcome 2). <p>Output 1.2 The establishment of Egypt permanent national committee on international protection/asylum-related topics is informed by EU standards and best-practices while taking into consideration context specificity and national ownership.</p> <ul style="list-style-type: none"> • Work visit(s) to EU Member States to further examine topics covered during seminar(s), e.g. with examples of central and decentralized migration management. • Workshops/trainings/Train-the-Trainer on relevant topics that may include but are not limited to the following: <ul style="list-style-type: none"> – Information Provision; – Access to Asylum Procedure; – Registration; – Interview techniques;



1. Strengthen asylum-related institutional capacity in Egypt

	<ul style="list-style-type: none"> – Second instance. • Provision of technical expertise on selected topics, including on managing cases of asylum seekers and refugees in Egypt, through the experience of either EU Member States/EUAA/external experts.
Synergies	<p>In cooperation with the EU Delegation in Cairo, synergies will be explored with EU Member States and with other donors and relevant stakeholders engaged in Egypt. In addition, synergies have been and will be identified with UNHCR, IOM, UNICEF and other key partners involved in the asylum-related topics, who have developed or will develop capacity building activities in the future with the aforementioned target groups, or on connected issues and topics. To this extent, a two-way communication channel will be established to avoid duplication and strengthen cooperation.</p>

2. Strengthen access to international protection procedure, including the identification and referral of groups in vulnerable situation with special needs

Output (expected results)	<p>Output 2.1 Strengthened institutional capacities on access to international protection, with a focus on groups with vulnerable situations including women and children.</p> <p>Output 2.2 Enhanced capacities in identifying, assessing vulnerability, and referring groups in vulnerable situations including women and children.</p>
Responsible Authorities/target group	<p>Operational and technical officers; first contact officials (such as social workers or border guards); judiciary.</p> <p>Relevant national authorities/entities include the Ministry of Foreign Affairs, Emigration and Egyptian Expatriates; Ministry of Interior; Ministry of Defence; Ministry of Justice; Public Prosecution Office; Ministry of Social Solidarity; ERC; NCCM; NCCPIM-TIP; NCW; CCCPA; the Fund for Combating Illegal Immigration and Protection of Immigrants and Witnesses.</p>
Description and assessment of the situation/EUAA added value	<p>Egypt ratified the 1969 OUA Refugee Convention in 1980, and the 1951 Refugee Convention and its 1967 Protocol in 1981. The functional responsibilities related to registration, documentation, and refugee status determination (RSD) are currently with UNHCR under the framework of a MoU, signed in 1954 with the Government of Egypt. Egyptian authorities retain responsibilities in different</p>



2. Strengthen access to international protection procedure, including the identification and referral of groups in vulnerable situation with special needs	
	<p>aspects of the procedure, including in the identification and documentation aspects.</p> <p>The EUAA aims to support access to the future national asylum procedure, while in the meantime also enhancing the existing international protection space (i.e. UNHCR's Refugee Status Determination) with a focus on vulnerabilities. This will include developing technical capacities (e.g. via training/workshops) and informing the development of a more effective best interest assessment, documentation, and referral system for children and women all along the procedure.</p>
Pre-condition(s)/ Assumption(s)	<ul style="list-style-type: none"> Existing referral mechanisms are available and shared. Egypt identifies relevant officials, including first contact officials, as participants in the activities. Egypt sustainably engages with the EUAA in the delivery of national sessions, both at central and local level. The new asylum law foresees the establishment of a National Permanent Committee.
Deliverable (output level)	<p>Output 2.1</p> <ul style="list-style-type: none"> Pool/list of Egyptian experts on asylum related matters. Training Needs Assessment (subject to the creation of the national permanent committee). <p>Output 2.2</p> <ul style="list-style-type: none"> Results from the delivery of technical expertise (e.g. technical advice report or similar).
Description of the activities	<p>Output 2.1 Strengthened institutional capacities on access to international protection, with a focus on groups in vulnerable situations including women and children</p> <p>Series of on-the-job coaching/workshops/seminars/work visits/qualitative information provision/trainings/Train-the-Trainer in the European Asylum Curriculum modules at technical level. Relevant topics may include:</p> <ul style="list-style-type: none"> Access to Procedure. Interviewing Persons with Special Needs. Information provision. Registration. EUAA tools and guides.



2. Strengthen access to international protection procedure, including the identification and referral of groups in vulnerable situation with special needs

	<p>Upon establishment of the National Permanent Committee:</p> <ul style="list-style-type: none"> • Offering technical expertise for the development of a training plan and related learning outcomes. This will include support in conducting a Training Needs Assessment. <p>Output 2.2 Enhanced capacities in identifying, assessing vulnerability, and referring groups in vulnerable situations including women and children.</p> <p>Series of on-the-job coaching/workshops/seminars/work visits on relevant topics, including:</p> <ul style="list-style-type: none"> • Identification of children in need of international protection; • Referral mechanisms; • Best interest of the child in the asylum procedure. • Provision of technical expertise on selected topics through the experience of either EU member states/EUAA/external experts.
Synergies	<p>In cooperation with the EU Delegation in Cairo, synergies will be explored with EU Member States and with other donors and relevant stakeholders engaged in Egypt. In addition, synergies have been and will be identified with UNHCR, IOM, UNICEF and other key partners involved in the asylum-related topics, who have developed or will develop capacity building activities in the future with the target groups, or on connected issues and topics. To this extent, a two-way communication channel will be established to avoid duplication and strengthen cooperation.</p>



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