

Egypt

Multi-year Strategy 2023 – 2027



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1.1 Executive Summary

UNHCR's 2023-2027 protection and solutions strategy is based on several key assumptions, namely that: the protection environment will continue to remain complex, particularly given the current evolving regional security context, which may impact on the general tolerance towards refugees and new arrivals with increasing protection risks and vulnerabilities; the number of newly arrived refugees including those willing to register with UNHCR will continue to rise; the socio-economic situation of newly and previously arrived refugees will continue to be challenging with many asylum-seekers and refugees remaining in need of significant support, including humanitarian assistance; and the Government of Egypt (GoE) will continue to work towards the establishment and development of a national asylum system.

In such a context, UNHCR will continue to promote the inclusion of refugees in national social protection systems and will seek to increase livelihood opportunities for forcibly displaced persons. Further inclusion into the national health and education systems for all refugees and asylum-seekers regardless of nationality will be equally promoted, while the Office will prioritize the development of capacities of national social protection institutions in line with international standards, and ensure that refugees and asylum-seekers, in particular women and children, can be safely referred to relevant national protection structures on equal footing as nationals. Individual case management will be strengthened, including through partnerships with relevant entities and quality data management, to respond to the complex and growing protection risks that refugees face, including those linked to legal and physical protection, and ensure timely identification of the neediest, and referral to solutions, as necessary. Child protection and protection of gender-based violence survivors will remain key priorities, while the focus on other vulnerable groups, such as persons with disabilities and other specific needs, will be further strengthened through enhanced partnership with relevant governmental institutions.

Communicating with communities and strengthening UNHCR's engagement with various population groups will remain of particular importance, in line with UNHCR's Age, Gender and Diversity policy (AGD) and the operational guidance on accountability to affected populations (AAP), to ensure full participation and inclusion, communication and transparency, access to feedback and complaints for all refugees, and learning and adaptation of programming and response. Community empowerment activities will be essential to support resilience and foster social cohesion and inclusion. Engagement

with youth will be enhanced to ensure the long-term empowerment of refugee communities.

UNHCR's strategy is firmly based on the commitment to strengthen integrity, with zero tolerance for sexual exploitation and abuse, as well as maintain credible and effective anti-fraud and complaint mechanisms, thus strengthening accountability to refugees.

1.2 Situation Analysis

Egypt is a signatory to the 1951 Refugee Convention and its 1967 Protocol, and the 1969 OAU Convention Governing the Specific Aspects of Refugee Problems in Africa. The 1954 Memorandum of Understanding continues to be the formal bilateral agreement governing cooperation between the Government of Egypt (GoE) and UNHCR, delegating to UNHCR the functional responsibilities for all aspects related to registration, asylum documentation, refugee status determination (RSD), resettlement, voluntary repatriation, inter-agency coordination and assistance to the most vulnerable.

Given its geographical location and stability, Egypt continues to be an important destination and transit country for migratory movements. As of October 2024, the active population of refugees and asylum-seekers registered in Egypt was 822,701, comprised of 59 nationalities. Refugees live alongside host communities, a clear demonstration of Egypt's commitment to the Global Compact on Refugees principle to pursue alternatives to camps.

Egypt is likely to remain a low security risk-level country for UNHCR in the next five years, while noting the changing security and economic realities within the region, which could potentially impact current levels of access and community acceptance for the Office to conduct activities. Though the protection environment in Egypt remains generally tolerant towards refugees and asylum-seekers, new challenges have recently emerged since the influx of people from neighboring Sudan from mid-April 2023.

In October 2024, UNHCR has drafted a Transition Plan for a domestic asylum framework in Egypt at the request of the Ministry of Foreign Affairs. A task force will be created under the Protection Working Group (PWG) to guide the Inter-Sector Working Group (ISWG) in order to ensure strategic and harmonized discussions across all sectors of the Refugee Coordination Model and the Government of Egypt.

In 2024, Egypt's deepening economic crisis has increased refugee hardship and aggravated protection risks. The cost of basic goods, including everyday essentials, has soared, hitting the most vulnerable the hardest and leaving many to rely primarily on humanitarian assistance to cover their basic needs. Reported protection incidents have

ranged from physical assaults, robberies, gender-based violence, detention amongst others, as well as continued requests for assistance to support basic needs.

UNHCR has responded to immediate needs arising from the Gaza conflict since mid-October 2023 and has pre-positioned supplies in anticipation of various scenarios, in coordination with the Government of Egypt and the UNCT. Pre-positioning of relief materials is also undertaken within a regional response contingency scenario. As part of the initial Gaza response, UNHCR has delivered more than 90,000 emergency-relief items, including blankets, sleeping mats, jerry cans, tents, and winter clothing, in addition to over half a million bottles of drinking water for the people in Gaza. Furthermore, UNHCR has provided 498 Palestinian households (1,225 individuals) who were evacuated for medical reasons with cash assistance through the Egyptian Red Crescent. An additional 700 households will be supported with cash assistance until the end of 2024 as per the GoE's request. Finally, UNHCR has delivered medical supplies and equipment to the Ministry of Health, both for primary and secondary health care. UNHCR will continue to be part of the UN inter-agency Gaza coordination mechanisms led by OCHA.

The 2023-2027 strategy continues to contribute to building an environment for a more comprehensive engagement with the Government of Egypt, in close coordination and cooperation with other UN agencies and relevant stakeholders, including development actors. Such a strategic approach will lead to greater impact in key areas, including attaining a more favourable protection environment, ensuring access to and realization of basic rights in safe environments, empowering communities, achieving gender equality, as well as seeking durable solutions.

1.3 Vision and Strategic Orientation

UNHCR will strive to improve the overall protection environment for refugees and asylum-seekers in Egypt through engagement in key protection areas. Within the framework of UNHCR's Global and Regional Strategic priorities and the Global Compact on Refugees (GCR), UNHCR's protection and durable solutions strategy underscores the following:

- Safeguarding international protection and strengthening access to asylum.
- Promoting policy and law.
- Timely registration and documentation.
- Prevention of statelessness.
- Advancing the strategic use of refugee status determination.
- Ensuring safety and access to justice.
- Strengthening child protection response and youth programming
- Respond to, mitigate and prevent gender-based violence.

- Searching for durable solutions and legal pathways and advancing resettlement and complementary pathways.
- Strengthening the communication with and participation of diverse refugee communities.
- Actively engaging in mixed movement discussions at all levels.
- Promoting inclusion of refugees and asylum-seekers in national social protection, education, and health systems.
- Using targeted cash-based assistance as the primary response to refugees' basic needs and protection risks.
- Promoting international refugee standards and protection principles through strategic engagement with the League of Arab States.
- Strengthening complaint mechanisms and integrity measures in the Office.
- Enhancing partnership and coordination.
- Preparing for emergencies.

A stable and favorable protection environment for refugees in Egypt, with strong engagement of the GoE and national stakeholders that should gradually assume full responsibility for the protection of refugees and asylum-seekers, requires strong advocacy engagement with all concerned stakeholders.

Engagement with refugee communities, including community-based organizations (CBOs) is key for the successful implementation of UNHCR's vision for 2023-2027 the next five years. Building on institutional knowledge and years of experience in this area and together with civil society partners, UNHCR will strengthen engagement with communities, implementing age, gender and diversity (AGD), accountability to affected populations (AAP), and protection against sexual exploitation and abuse (PSEA) policies, to ensure that refugees have a central role in the planning and programming cycle and that their voice is heard and listened to, while having access to safe and confidential complaint and response mechanisms.

UNHCR will continue working with key national institutions on building an asylum system in line with international standards, supporting protection-sensitive case management and survivor-centered and child-sensitive approaches. The social inclusion of refugees and their empowerment will be fostered through engagement with competent national institutions and other relevant partners.

Within their respective mandates, other UN agencies are anticipated to contribute to the goals set out in UNHCR's five-year strategy (2023-2027), in line with Egypt's Vision 2030 and the UN Sustainable Development Cooperation Framework (UNSDCF).

Engagement with civil society organizations (CSOs), especially local ones, will be key in achieving UNHCR's vision across all the sectors and corresponding operational plan such as the Refugee Response Plans. UNHCR's project and broader partnerships, as well as coordination with CSOs, shall support engagement with the GoE and other UN agencies. More importantly, the close collaboration with CSOs will ensure effective

engagement and communication with refugees and asylum-seekers as well as host community.

Donors' support will remain crucial for successful implementation of UNHCR's protection and solutions strategy, not only for ensuring sustainable funding for the 2023– 2027 period, but equally for advocating in favor of the necessary changes to operationalize UNHCR's vision.

1.4 Fair Access and Representation

UNHCR's Age, Gender, and Diversity (AGD) mainstreaming policy aims to ensure that all forcibly displaced people, regardless of their differences, enjoy the right to participate meaningfully in the decision-making process that affect their lives. The annual participatory assessment exercise and continuous dialogues with communities, through which data is collected and disaggregated by age, gender, and other diversity considerations, will be one of the key tools of AGD-inclusive programming, informing also about solutions to community problems from the perspective of forcibly displaced people. All the Office's procedures and programmes will be frequently reviewed to ensure that all actions are sensitive to AGD considerations.

To maintain AGD inclusive programming at the community level, UNHCR will facilitate learning activities targeting diverse groups of community representatives and community members, on community-based protection and the AAP framework. These trainings will empower communities and individuals to better cope with the challenges they face, including prevention and response to gender-based violence, concerns related to persons with specific needs, such as older people, people with disabilities youth and children at risk. Capacitating community representatives and members on their roles and responsibilities towards their community and on the survivor centred approach will further contribute towards social inclusion efforts and linkages to national actions using the "leaving no one behind" principle. Enhancing UNHCR's work with Refugee Led Organizations (RLOs) will also be a priority in the five-year strategy and will include technical and financial means to ensure meaningful participation of refugees and asylum-seekers of all ages, genders, and backgrounds in programme planning and implementation, while advocating for procedural relaxation to advance the registration of RLOs. During 2023-2027, UNHCR's partners will continue to receive training on AGD policies and approaches, especially on capturing AGD disaggregated data. A series of trainings on disability inclusion, community outreach and voluntarism will be provided to strengthen community engagement.

Two-way communication with communities will be strengthened by diversifying communication channels and ensuring that feedback and response systems, including

confidential complaints, remain available and accessible. Multi-channel complaint and feedback mechanisms, including traditional and digital means will consider community preferences and be reviewed on a regular basis to ensure that no segments of the community are overlooked.

2. Impact Statements

Impact statement

By end of 2027, access to asylum, physical and legal protection of refugees and asylum-seekers is improved, and those forcibly displaced are increasingly able to access their rights and national services.

Impact area: Attaining favourable protection environments

Outcome statements

Refugee children at risk receive appropriate case management and alternative care services and are gradually included into quality national child protection systems

Outcome area: Child protection

Refugees and asylum-seekers have access to timely and effective registration, reception and documentation in line with UNHCR Protection standards

Outcome area: Access to territory, registration and documentation

Knowledge of refugee law and statelessness for targeted regional and national counterparts enhanced

Outcome area: Protection policy and law

Asylum-seekers have access to a fair, efficient, and adaptable RSD system

Outcome area: Refugee status determination

Refugees and asylum-seekers have effective access to safety, legal remedies and protection counselling

Outcome area: Safety and access to justice

Operation manages resources and coordinate partners activities

Outcome area: Systems and processes

Refugees and asylum-seeker's access to information and public attitude towards them enhanced

Outcome area: Protection policy and law

- People fleeing Sudan are supported with cash assistance, health, education and livelihood opportunities that will contribute to their protection and well-being

Outcome area: Well-being and basic needs

New arrivals from Sudan are able to access registration and are provided protection against arbitrary arrest, detention, and refoulement

Outcome area: Access to territory, registration and documentation

Protection mechanisms are established and strengthened to support persons at risk, survivors of gender-based violence and persons with specific needs who are fleeing Sudan with protection prevention and response activities

Outcome area: Community engagement and women's empowerment

UNHCR Egypt manages resources efficiently and coordinate partners activities

Outcome area: Systems and processes

Impact statement

By 2027, more forcibly displaced persons live above poverty line with greater access to basic assistance and health services.

Impact area: Realizing rights in safe environments

Outcome statements

Refugees and asylum-seekers have access to national health services

Outcome area: Healthy lives

By 2027, refugees and asylum-seekers below the national poverty line can meet their basic needs

Outcome area: Well-being and basic needs

Impact statement

Refugees and asylum seekers have access to education, safety and are more resilient, empowered and engaged in their communities.

Impact area: Empowering communities and achieving gender equality

Outcome statements

Risks of gender-based violence (GBV) are reduced, prevention programming effectively addresses root causes of GBV, and quality response services are provided for all survivors, with eventual inclusion in national response systems.

Outcome area: Gender-based violence

- Ensuring equal participation in community consultations leads to increased gender representation in community structures and support to person with specific needs (PSWN)

Outcome area: Community engagement and women's empowerment
Promote equitable and sustainable inclusion in national education systems for refugees and asylum seekers and foster safe enabling environment that support all learners to use their education towards a sustainable future

Outcome area: Education
Refugees and asylum seekers have access to adequate socio economic, Livelihood opportunities and contribute to their own well being

Outcome area: Self-reliance, economic inclusion and livelihoods

Impact statement

Between 2023 and 2027, more refugees with compelling protection needs would benefit from a wider range of solutions including resettlement, voluntary return, and legal pathways of admission to third countries.

Impact area: Securing solutions

Outcome statements

Opportunities for resettlement and complementary pathways of vulnerable refugees are expended

Outcome area: Resettlement and complementary pathways

Return counselling, monitoring, and confirmation of voluntariness are provided to refugees

Outcome area: Voluntary repatriation and sustainable reintegration

3. Egypt 2025 Indicators and Targets

Country	Results Level	Result Area	Indicator	Population Type	Baseline	Target 2025
Egypt	Impact	IA1: Protect	1.1 Proportion of people seeking international protection who are able to access asylum procedures	Refugees and Asylum-seekers	100%	Not applicable
Egypt	Impact	IA1: Protect	1.2 Proportion of people who are able to move freely within the country of habitual residence	Refugees and Asylum-seekers	93%	Not applicable
Egypt	Impact	IA2: Respond	2.3 Proportion of people with access to health services	Refugees and Asylum-	80%	Not applicable

				seekers		
Egypt	Impact	IA3: Empower	3.2a Proportion of children and young people enrolled in primary education	Refugees and Asylum-seekers	89%	Not applicable
Egypt	Impact	IA3: Empower	3.2b Proportion of children and young people enrolled in secondary education	Refugees and Asylum-seekers	78%	Not applicable
Egypt	Impact	IA3: Empower	3.3 Proportion of people feeling safe walking alone in their neighbourhood after dark	Refugees and Asylum-seekers	59%	Not applicable
Egypt	Impact	IA4: Solve	4.1 Number of refugees who voluntarily return in safety and dignity to their country of origin	Refugees and Asylum-seekers	1,542	Not applicable
Egypt	Impact	IA4: Solve	4.2a Number of people who departed on resettlement	Refugees and Asylum-seekers	4,359	Not applicable
Egypt	Impact	IA4: Solve	4.2b Number of people who departed through complementary pathways	Refugees and Asylum-seekers	1,717	Not applicable
Egypt	Impact	IA4: Solve	4.3b Number of refugees for whom residency status is granted or confirmed	Refugees and Asylum-seekers	5	Not applicable
Egypt	Outcome	OA1: Access/Doc	1.1 Proportion of refugees and asylum seekers registered on an individual basis	Refugees and Asylum-seekers	100%	100%
Egypt	Outcome	OA1: Access/Doc	1.2 Proportion of children under 5 years of age whose births have been registered with a civil authority	Refugees and Asylum-seekers	92%	96%
Egypt	Outcome	OA1: Access/Doc	1.3 Proportion of people with legally recognized identity documents or credentials	Refugees and Asylum-seekers	100%	100%
Egypt	Outcome	OA2: Status	2.1 Average processing time (in days) from registration to first instance asylum decision	Refugees and Asylum-seekers	454	600
Egypt	Outcome	OA2: Status	2.2 Proportion of people undergoing asylum procedures who have access to legal representation	Refugees and Asylum-seekers	100%	100%
Egypt	Outcome	OA2: Status	2.3 Proportion of people undergoing asylum procedures	Refugees and Asylum-	100%	100%

			who have access to an effective appeal mechanism after first instance rejection of their claim	seekers		
Egypt	Outcome	OA4: GBV	4.1 Proportion of people who know where to access available GBV services	Refugees and Asylum-seekers	1%	10%
Egypt	Outcome	OA4: GBV	4.3 Proportion of survivors who are satisfied with GBV case management services	Refugees and Asylum-seekers	90%	93%
Egypt	Outcome	OA5: Children	5.1 Proportion of children at heightened risk who are supported by a Best Interests Procedure	Refugees and Asylum-seekers	45%	96%
Egypt	Outcome	OA5: Children	5.3 Proportion of unaccompanied and separated children who are in an alternative care arrangement	Refugees and Asylum-seekers	33%	65%
Egypt	Outcome	OA7: Community	7.1 Extent participation of displaced and stateless people across programme phases is supported.	Refugees and Asylum-seekers	Extensive: ≥70 points	To be confirmed
Egypt	Outcome	OA7: Community	7.2 Proportion of people who have access to safe feedback and response mechanisms	Refugees and Asylum-seekers	87%	85%
Egypt	Outcome	OA7: Community	7.3 Proportion of women participating in leadership/management structures	Refugees and Asylum-seekers	39%	45%
Egypt	Outcome	OA8: Well-being	8.1 Proportion of people that receive cash transfers and/or non-food items	Refugees and Asylum-seekers	42%	37%
Egypt	Outcome	OA10: Health	10.1 Proportion of children aged 9 months to five years who have received measles vaccination	Refugees and Asylum-seekers	88%	90%
Egypt	Outcome	OA10: Health	10.2. Proportion of births attended by skilled health personnel	Refugees and Asylum-seekers	90%	90%
Egypt	Outcome	OA11: Education	11.2 Proportion of children and young people enrolled in the national education system	Refugees and Asylum-seekers	52%	70%
Egypt	Outcome	OA13:	13.2. Proportion of people who	Refugees	1%	1%

		Livelihood	self-report positive changes in their income compared to previous year	and Asylum-seekers		
Egypt	Outcome	OA13: Livelihood	13.3 Proportion of people (working age) who are unemployed	Refugees and Asylum-seekers	11%	11%
Egypt	Outcome	OA15: Resettle	15.1 Number of refugees submitted by UNHCR for resettlement	Refugees and Asylum-seekers	3,247	To be confirmed