

RESEARCH PAPER 4

A Comparative Based Analysis of the Legislative Frameworks on Labour Mobility of Egypt and the EU

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ABSTRACT: The focus of the fourth research paper is on the comparative based analysis of the legislative frameworks of countries of origin and countries of destination (Egypt and the EU) and the degree to which they can contribute to facilitating labour mobility in key European Union member states (Germany and Italy) to which Egyptian youth migrate. The paper will:

1) extrapolate key legislative infrastructures and institutional apparatus both from the perspective of country of origin and destination by utilising a comparative based approach; 2) analyse legal frameworks, policy documents, investigate obstacles to legal migration, present findings as well as identify ways to improve migration management. Thus, the paper aims to serve as an interactive guiding document for Egyptian counterparts to design potential legislative innovation to contribute to more effective and safer migrant labour mobility channels. The paper is informed by an inter-disciplinary methodology which has determined direct review of primary source material, such as legislative documents, strategies, policies and action plans along with detailed assessments of relative secondary sources such as policy briefs, position papers, various data sets on migration, local and regional best practices on labour mobility channels and integration policies, and academic assessments of labour mobility legislation frameworks in the target markets of the research paper.

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Executive Summary

The purpose of this review is to present a comparative analysis of the legislative frameworks of countries of origin and countries of destination (Egypt and the EU) and the degree to which they can contribute to facilitating labour mobility in key European Union (EU) member states (Germany and Italy) to which Egyptian youth migrate.

This study, also denoted as Research paper 4: “A comparative based analysis of the legislative frameworks on labour mobility of Egypt and EU,” is part of a series of research papers based on the IOM Egypt commissioned research on the *Means to Improve Human Mobility Channels in Egypt*. The objective of this research is to examine the Egyptian youth, amongst other groups, who are most likely to migrate irregularly to the EU, and propose how to better protect them through the promotion of regular and high-quality labour channels.

Moreover, the paper contributes to the above overall objective, as it aims to guide Egyptian counterparts to design potential legislative innovation to contribute to more effective and safer migrant labour mobility channels. The analysis depicted in this paper examines EU labour migration policies and the impact of legal frameworks on migratory movements, investigates obstacles to legal migration and labour market integration of immigrants, as it presents findings both from the perspective of country of origin, Egypt, and country of destination, EU, with a particular emphasis on Germany and Italy, as well as identifies ways to improve migration management.

The paper engages an inter-disciplinary methodology involving a direct review of primary sources, such as legislative policies, strategies, action plans and other documents along with detailed assessments of relative secondary sources such as position papers, policy briefs, various data sets on migration, best practices on labour mobility channels and integration policies, as well as academic assessments of labour mobility legislation frameworks in the selected countries for the research.

The degree to which legislative frameworks of countries of origin and countries of destination (Egypt and the EU) can contribute to facilitating labour mobility in key EU member states (Germany and Italy), is highly dependent on immigrant labour market integration policies and their implementation. In fact, labour market integration of migrants is one of the major policy areas in most immigration countries, considering the significance that successful labour integration of immigrants has both on an individual and country level. Economic and social benefits, such as reducing skills mismatches, addressing unemployment and supporting growth at the EU level, are undoubtedly recognised by the *EU acquis*. These benefits derive from mobility for both member states and individuals, but barriers continue to exist, both in the *EU acquis* and in measures applied by member states. Some organisations have shared their concerns related to the limited EU interventions in reference to low-skilled migrants, creating a gap in national legislations, which consequently raises the number of irregular migrants as well as lowers working conditions.

Extensive research of independent institutions finds that European countries have been lagging behind in conducting vital impact evaluations of immigrant integration policies that would allow us to determine whether policies are cost effective for boosting outcomes. Furthermore, harmonisation of effective migration policies, as well as successful initiatives across host countries in the EU are crucial to ensure migrant fair treatment and protection of rights related to labour mobility. Nevertheless, various types of programmes that work best for immigrants and best use and develop immigrants' skills, are recommended for both selected countries for this research: Germany and Italy. They range from job search personalised assistance tied with intensive coaching, general introduction programmes and language trainings to provide migrants with country-specific skills, subsidised private jobs, and more.

In the future, the newly released *Pact on Migration and Asylum*, by the European Commission (EC) in September 2020 aims to strengthen trust between member states and to restore citizens' confidence in EU's capacity to manage migration, by building a long-term migration policy that can infer European values into applied management, as well as progress the partnership with third countries. A new comprehensive *Action Plan on integration and inclusion for 2021-2024* will also follow to promote migrants' intra-EU mobility, which will in return aid meeting labour and skills scarcities within key sectors of the EU economy. However, a very strong collaboration with non-EU countries is needed to result in a successful implementation of such an Action Plan on integration and inclusion, which is why it is crucial to launch a partnership of equals with the non-EU countries. On that note, in March 2020, the EU has outlined a long-anticipated new Africa strategy with the aim to break the power imbalances, and strengthen EU-Africa partnership in five key areas, including migration and mobility. While the partnership proposal remains to be adapted and discussed in detail in 2021, most independent development Institutes agree that there is a strong need to restore policy making agendas in the Africa-EU dialogue requiring a new approach, with more sensitivity and pragmatism, in order to both help build a future for the youngsters in Africa, and to improve EU response to migration.

To address its challenge of skilled workers' shortage, Germany in particular has taken a proactive role, and has passed a new act relating to the immigration of skilled workers in Germany in March, 2020. While the Act does not provide a completely new immigration system, it does revise and supplement existing regulations to allow non-EU citizens with German vocational training qualifications, or non-German comparable qualifications, to be considered as skilled workers, and to no longer undertake a 'priority check' to inspect whether there are any German or EU applicants available for the specific job. However, there has been a lot of criticism noting that this act still leaves room for improvement. On another note, more recently in July 2020 a contract of €2 million has also been signed for the establishment of the Egyptian-German Center for Jobs, Immigration and Reintegration.

The Research paper 4 is structured in the five following sections. The introduction (Section A), is followed by an elaboration of the methodology used to inform this paper (Section B). The next section (Section C) highlights key institutional apparatus and legislative infrastructure related to labour migration, both from the perspective of country of origin, Egypt, and

country of destination, EU, with a particular emphasis on Germany and Italy. EU labour migration policies and legislation impact on migratory movements, as well as the labour market integration of immigrants is elaborated in the next section (Section D), whereas the paper attempts to also give answers to whether the current EU-Egypt migration policies respond to EU needs for labour migration. In this section the paper also analyses two legislative infrastructures to evaluate the impact evaluations by utilising a comparative based approach, to elaborate if the current European migration policies respond to EU needs for labour migration, in the context of Egyptian migrants. Moreover, this analysis is enriched by best practices of impact evaluations on labour mobility channels and integration policy, and it provides recommendations (Section E) regarding policy contributions to facilitating effective and safer labour mobility, as well as integration programmes. Finally, the paper concludes with a summary of the key findings, discussion of limitations and future needed research (Section F).

A. Introduction

Legal frameworks and processes of labour migration contribute to the integration of countries into international labour market, by ensuring migrants' rights to comply with the labour international conventions. Formation of legal mechanisms for migrant protection has a deep and complex history, but with the proliferation of migration since the early 1990s, issues of global cooperation in this field require continuous updating of coherence and comprehensive information.

When various states employ migrants, their processes and procedures are informed by standardised practices informed by the UN, its specialised agencies, the International Organisation for Migration (IOM), the International Labour Organisation (ILO), regional organisations, as well as bilateral and multilateral agreements on the regulation of labour migration. In that context, there are various global and regional international legal acts that regulate rights of labour migrants, as well as conventions on migrant workers which cover abuses in the field of migration and ensure migrant workers with equal opportunities and treatment.

International, regional, and national provisions for the regulation of migration are already included in a number of legal and policy measures that are in place in Egypt, such as *1990 International Convention on the Protection of the Rights of All Migrant Workers and members of their Families* that came into force in 2003; the *1951 Convention Relating to the Status of Refugees* and its *1967 Protocol Relating to the Status of Refugees*; the *1969 Convention Governing the Specific Aspects of Refugee Problems in Africa*; the *1965 Agreement of the Council of Arab Economic Unity*, and the *Arab Declaration of Principles on the Movement of Manpower* was adopted in 1984. Also, in 2016, Egyptian authorities adopted the *anti-human smuggling law*.

Nevertheless, the sensitivities, challenges and needs of mobile populations are often not cautiously considered in national legislative and regulatory frameworks on labour mobility, which can result in uncertainty and lack of clarity on both migrant workers' and employers' obligations and entitlements, such as in relation to social protection provisions, insurance, and residence/work permits (Mallett, 2018). Furthermore, due to market deregulation at times leading to lowered employment standards and potential informal labour arrangements, there is a greater risk for migrants, and especially irregular migrants, to fall into hazardous and otherwise vulnerable labour. The latter particularly applies to young workers who may lack

diplomas and formal certifications that would give them access to jobs, and/or migrant workers, whose certifications from country of origin may not be recognised in a host country new labour market.

Despite Egypt's missing comprehensive and endorsed policy document targeting specific labour demands abroad, a de facto policy exists, and it aims to encourage legal emigration. Moreover, the latter lowers the pressure on the domestic labour market and increases the economic rewards of remittances, by meeting the demand for immigrant labour in countries of destination and simultaneously combatting irregular migration. Nevertheless, the same also reduces the ability for the country of Egypt to react flexibly and maximise the returns of international migration, due to the government mostly having to resort to ad hoc migration management arrangements.

In such cases there is lack of various mobility management tools, like migrant pre-departure training and orientation or skills training, which infers that there is policy and planning deficiency on labour migration, rather than the lack of legal basis. The latter often results in de-skilling of migrants and limited skill transferability translating negatively to integration of migrants, and the actual implementation of labour market integration programmes of the host countries.

Nevertheless, in spite of delays in implementing mobility schemes for Egyptians travelling to the European Union (EU), migration continues to play an important role in shaping the EU-Egypt relations. Moreover, the latter has not slowed down bilateral level cooperation's aiming to regularise the stay and work of Egyptians abroad, as well as memorandums of understanding Egypt has signed with countries of destination, as is the case with Italy and Germany.

In line with the above, this paper will aim to review the key institutional apparatus and legislative infrastructure, as well as policies on labour mobility in both selected host countries, Italy and Germany from the perspective of the country of origin, Egypt. As such, the paper will explore both moderate similarities and noticeable contrasts on labour mobility by utilising a comparative based approach.

Having said that, this paper builds on Research Paper 1, *"Understanding the labour markets of key EU destination countries,"* which focused on Italy, Germany and the United Kingdom as case studies for the research. In Research Paper 4 the legislative frameworks on labour mobility of countries of focus are analysed in greater depth, including the legislative frameworks at the EU level. Due to different jurisdictions, the United Kingdom will not be considered as a case study country for this paper - only Germany and Italy are considered as case study countries.

B. Methodology

This research paper focuses on a comparative based analysis of the legislative frameworks on labour mobility of countries of origin and countries of destination, Egypt and EU respectively.

The paper has utilised a mixed-methodological approach, consisting of a combination of desk review and descriptive analysis of data. While the paper followed decisions made for Research Paper 1, in terms of selecting specific case study countries on which comparative based analysis of the legislative frameworks on labour mobility would be focused, data from a combination of sources were used to examine relevant legislation and policies at the EU level, as well as in Egypt.

As elaborated in Research Paper 1, EU countries were initially ranked based on the overall size of the Egyptian migrants in the country, as well as based on a set of factors that ensure that selected countries represent a range of economies and profiles, as well as geographical orientations (United Nations Department of Economic and Social Affairs, 2017). This paper also relies on statistical data presented in Research Paper 1, whereas profiles of Egyptian migrants abroad are noted to reveal a substantial presence of irregular Egyptian migrant youth in the EU.

The selection of literature on the evaluation and comparison of legislative frameworks and institutional apparatus and integration policies was based on the selected focus countries and on the inclusion of Egyptian migrants in those economies. Literature review was undertaken from a combination of legal information, including a collection of relevant national legislation, core international treaties and agreements, as well as academic and policy-oriented literature sources.

Various databases were used to identify relevant academic literature on labour mobility of Egyptian migrants in the select study countries. Nevertheless, there is a lack of quality research for desk review responding to specific search terms employed in relation to legislative frameworks on labour mobility of Egyptian migrants in the EU, and the selected countries, more generally. Thus, this research marks a culture of Research and Development (R&D) that needs to continue to enhance the competencies of Egyptian stakeholders, including government, Civil Society Organisations (CSOs), academia and the private sector.

The selection and analysis of up-to-date key legislative frameworks and institutional apparatus on labour mobility from Egypt to the EU countries was fairly limited. Additional publications were pulled from reputable organisations related to labour mobility and migrant integration in the EU, and the selected countries. Hence, the analysis on the new developments and advancements regarding the legislative frameworks of Egypt, and the EU, on labour requires further validation referring to the application and combination of several research methods in the study of the same. Section E provides recommendations on how similar analyses could be further improved with relevant data.

Due to a limited availability of high-quality academic and policy-oriented literature, a collection of policy documents from a variety of sources were identified, including position papers relating to specific countries. Nevertheless, the majority of included references constitute literature produced and published by international organisations and governments. The additional policy oriented literature was largely identified through resources of credible institutions such as the International Labour Organisation (ILO), the Organisation for Economic Co-operation and Development (OECD), the World Bank, the United Nations (UN), the UN Refugee Agency (UNHCR), African Union (AU), Common Market for Eastern and Southern Africa (COMESA) and others.

C. Key legislative infrastructures and institutional apparatus on labour mobility both from the perspective of country of origin and destination

Since, the late 1990s, there have been growing numbers of citizens of Egypt leaving from Egypt to Europe due to poor social, political and economic conditions in Egypt. They chose Europe due to better economic opportunities as well as social and civil rights, despite visa restrictions and strict controls of regular travel routes to Europe. The latter were overcome by using irregular migration channels.

Despite the decrease in formal employment opportunities in Europe, the interest of Egyptian migrants to work in Europe sustained, mostly due to market related challenges of unemployment and overqualification in the Egyptian labour market (De Bel-Air, Migration Profile: Egypt, 2016). Additionally, many refugees continued to utilise Egypt as a transit country in order to reach Europe. (Noureldin, 2015).

Nonetheless, limited skill transferability and de-skilling in European labour markets, which by definition is the decrease in the quality and use of the knowledge and skills of individuals because of a lack of opportunities, remains high for Egyptian migrants. Moreover, a trend of increased female migrants leaving Egypt for family reunification in EU countries, has not been translated into integration programmes for women migrants, and/or embedded in policy planning, therefore not resulting in a more gendered Egyptian legislation and policy frameworks related to migration.

In light of the revised *European Neighbourhood Policy*, in 2017, the *EU-Egypt Partnership priorities for 2017-2020* was ratified showing the increasing role that migration collaboration plays in shaping the EU-Egypt relations (The Association Council, 2017). However, there seems to be a delay in passing add-on legislative reforms, such as mobility facilitation schemes for Egyptians travelling to the EU.

Additionally, the newly released *Pact on Migration and Asylum*, by the European Commission (EC) in September 2020 aims to streamline trust between member states and to restore citizens' confidence in EU's capacity to manage migration, by building a long-term migration policy that can interpret European values into practical management (The Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions, 2020).

The purpose of this act is to improve collaboration with third countries for fast returns, more legal pathways and robust actions to fight human smugglers, thereby essentially protecting the right to seek asylum. For example the Commission plans to disclose talent partnerships with non-EU countries that will match labour and skills needs in the EU, as well as to adopt a new comprehensive *Action Plan on integration and inclusion for 2021-2024*. The latter is elaborated in the further sections of the research.

C.1 OVERVIEW OF EGYPT'S INSTITUTIONAL APPARATUS AND KEY LEGISLATIVE INFRASTRUCTURES

Egypt relies on a broad set of laws and frameworks regarding the management of labour migration into and from the country. The review and mapping of these existing laws and frameworks as part of this research paper, is conducted to assess their relevance and compatibility with market realities against at least the following four types of indicators:

- National policy priorities expressed in current national policy documents,
- Emerging trends and needs of the population and the economy of Egypt,
- Binding international obligations,
- Directions provided by regional frameworks, such as African Union (AU) and Common Market for Eastern and Southern Africa (COMESA) frameworks.

C1.1 Key global, regional, sub-regional and bilateral legislative infrastructure frameworks

At global, regional, sub-regional and bilateral levels, multiple standards and frameworks are either binding or provide guidance regarding the management and governance of labour migration by Egypt. At global level, labour migration falls under at least three sets of international standards: human rights, labour rights and specific migrant rights.

The government of **Egypt has adopted its new Constitution in 2014**, reflecting its commitment to uphold the rights of its citizens harmonised with its respective international legal obligations and to continue to develop and reinforce national human rights frameworks for the protection of rights and freedoms of its citizens, as well as its national human rights institutions.

Egypt also provides regular information on domestication and enforcement through the reporting mechanisms of each of these international instruments, to so ensure that

international obligations are part of its national laws. It is worth noting that the Egyptian Constitution of 2014 has expanded the scope of protection of freedoms and rights enshrined in the *Universal Declaration of Human Rights and the two International Covenants*. For instance, article 91 forbids the extradition of political refugees (Al-Rasmīyah, 2012). In that context, Egypt has pioneered to cover protections for rights never covered by similar documents in Egypt, as part of the national political system.

Additionally, Egypt is one of the few African member states to have ratified the **International Convention on the Protection of the Rights of all Migrant Workers and Members of their Families (ICMRW) (1993)**. The ICMRW is the only UN instrument of specific relevance to migrant workers, (United Nations Human Rights, Office of the High Commissioner, n.d.), and it commits Egypt to protection of migrant workers and members of their families regardless of their migratory status. It provides comprehensive guidance regarding their fundamental human rights, rights at work, and social rights, and it addresses the needs of both national workers employed abroad and foreign workers employed in Egypt.

Other international human rights treaties and conventions ratified by Egypt (United Nations Human Rights, Office of the High Commissioner, n.d.) are of importance in terms of protecting migrants from discrimination and exploitation on grounds other than their non-national status. These international treaties and conventions are:

- Universal Declaration of Human Rights (UDHR)
- International Covenant on Economic, Social and Cultural Rights (ICESCR)
- International Covenant on Civil and Political Rights (ICCPR), ratified in 1982
- International Convention on the Elimination of All Forms of Racial Discrimination (ICERD), ratified in 1967
- Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), ratified in 1981
- Convention on the Rights of Persons with Disabilities (CRPD), ratified in 2008
- International Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment (CAT), ratified in 1986
- International Convention on the Rights of the Child (CRC), ratified 1990

The Convent of Civil and Political Rights (ICCPR) in particular article 12, which has binding force, states that “preventing emigration is a breach of the right to leave any country, including one’s own,” directly relates to Egypt’s border management capacities to transparently and democratically deal with the cases of irregular migration and unauthorised exits (United Nations Treaty Collection, n.d.).

Moreover, Egypt has also ratified the **1951 Geneva Refugee Convention**, but it has expressed reservations on five clauses rendering access to refugee rights ineffective in practice. The latter reservations contradict Egypt’s commitments as signatory to the *International Covenant on Economic, Social and Cultural Rights*, the *International Covenant on Civil and Political Rights*, and the **UN Convention on the Rights of the Child** (UNHCR, the UN Refugee Agency, 1981).

Additionally, the main international instrument in the fight against transnational organised crime and more specifically trafficking and smuggling, ratified by Egypt, is the **United Nations Convention against Transnational Organised Crime (UNTOC)** (2000) (United Nations Office on Drugs and Crime, n.d.). The Convention is supplemented by three Protocols, which target specific areas and manifestations of organised crime:

- *Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children* – the first global legally binding instrument with an agreed definition on trafficking in persons. The intent behind this definition is to facilitate convergence in national approaches regarding the establishment of domestic criminal offences that would support efficient international cooperation in investigating and prosecuting trafficking in persons cases.
- *Protocol against the Smuggling of Migrants by Land, Sea and Air* – deals with the growing problem of organised criminal groups who smuggle migrants, often at high risk to the migrants and at great profit for the offenders.
- *Protocol against the Illicit Manufacturing of and Trafficking in Firearms, their Parts and Components and Ammunition*.

The convention and protocol ratification by Egypt has allowed use of various legal tools developed by United Nations Office on Drugs and Crime (UNODC) to provide States and criminal justice practitioners with useful practical assistance and information, as well as domestication in national legislation by the adaption of Egypt's very own anti-human smuggling law, *Law on combating illegal Migration and Smuggling of Migrants* elaborated below.

More specifically, in 2016 Egypt assumed commitments before the United Nations General Assembly, to contribute to the improvement of the international protection system for migrants, refugees and asylum seekers. It embarked on a process of national strategy development for combating trafficking and another national strategy aimed at combating illegal migration to strengthen the relevant norms and standards under the applicable international law (United Nations, General Assembly, 2016).

In addition to the protection of migrant workers' basic human rights enshrined in UN conventions, migrant workers are also protected more specifically by **ILO fundamental, governance (priority) and technical conventions, protocols and frameworks**. While Egypt has not ratified two of the ILO's specific technical instruments on the protection of migrant workers: *Conventions Nos. 97 Employment Convention (Revised), 1949* and *No. 143 Migrant Workers (Supplementary Provisions) Convention 1975*, as well as

Protocol on Forced Labour (2014) (International Labour Organization, n.d.), following ILO instruments remain relevant at the noted levels:

- Firstly, in terms of the core and technical conventions ratified by Egypt since all instruments apply to all workers, including migrant workers;
- Secondly, in terms of ILO protocols and frameworks which also apply to all workers, including migrant workers and which include among others the *Declaration on Fundamental Rights at Work* (1998) and the *Decent Work Agenda* (2015);
- Thirdly, in terms of non-binding frameworks specific to migrant workers which may guide the policies of Egypt, in particular:
 - The 2006 Multilateral Framework on Labour Migration (International Labour Organisation (ILO), 2006)
 - The 2014 Fair Migration Agenda 2014 (Cremers, 2014)
 - The 2016 General Principles and Operational Guidelines for Fair Recruitment (International Labour Organization (ILO), 2019)
 - The 2016 General Guidelines on the Integration of Refugees and Other Displaced Persons in the Labour Market (International Labour Organization (ILO), 2016).

Regional frameworks and bilateral agreements

At **regional level**, Egypt adheres to the principles emphasised in some of the key policy documents and decisions by the African Union (AU), such as: *the 1967 African Union Protocol, the 1969 African Union Convention, the EU-African Union Joint Action Plan on Migration & Mobility (2014-2017)*, and the *EU-Horn of Africa border management programme*, known as 'the Khartoum Process' (April 2015), which guarantee refugee and migrant rights. Moreover, at the level of the **Common Market for Eastern and Southern Africa** (COMESA), Egypt strives to promote the principles of the COMESA protocols, codes and frameworks, as well as various regional conventions including the *African Charter on Human and Peoples' Rights, 1981* (Institute for Global Dialogue, 2008).

Recently, in March 2020, the EU outlined a long-anticipated new Africa strategy with the aim to break the power imbalances, and strengthen EU-Africa partnership in five key areas, including migration and mobility (The European Think Tanks Group, 2020). Most independent development institutes also agreed that there is a strong need to restore governance and policy making agendas in the Africa-EU dialogue requiring a different approach than in the past, with more sensitivity and pragmatism, in order to both help build a future for the youngsters in Africa, and also to improve the EU response to migration (Abebe, 2020). The same was noted in the first EU-African SME Summit in Brussels in 2019 (EU-African SME Summit, 2019). Unfortunately, the ongoing

dialogue between EU and Africa and the discussion related to the proposal contained in this 19-page document will be postponed considering that the summit planned between AU and the EU in October 2020 will also need to be postponed for 2021, due to the global health measures taken as a result of COVID-19 pandemic (Benjamin Fox, EURACTIV, 2020). The upcoming summit aims to identify opportunities and challenges faced by both Continents and define joint strategic priorities for a stronger partnership in the years to come.

At **bilateral level**, despite delays in passing supplementary law reforms, such as asylum law in Egypt, or mobility facilitation schemes in line with the revised *European Neighbourhood Policy in 2017*, Egypt has continued its bilateral level cooperation's and signing of memorandums of understanding with countries of destination. That said, Egypt entered into several **bilateral agreements with Germany and Italy**, at times using EU funding with the aim to regularise the stay and work of Egyptians abroad.

In 2017 Egypt signed an *Agreement on Bilateral Dialogue on Migration with Germany* to intensify collaboration on migration underlining the importance of investing in professional training for young people (Germany Federal Foreign Office, 2017). Similarly in 2007, the Italian state, signed an agreement with Egypt to amongst others promote training courses and educational cooperation programmes (Cooperation agreement on readmission between the government of the Italian Republic and the government of the Arab Republic of Egypt, 2007).

National policy frameworks and legislation

Immigration to Egypt is regulated directly or indirectly through three sets of national legislation: Legislation on immigration, which regulate right of access to and residence in Egypt; Legislation on access to employment for foreign nationals; as well as Legislation on social security, namely Social security draft Bill portability and coordination clauses.

The key institutional apparatus in domestic legislation related to the emigration of both permanent and temporary Egyptians is the **Emigration and Sponsoring Egyptians Abroad Law No. 111 of 1983**. This law covers the rules and procedures to be followed before emigration, including rights of migrants and privileges afforded to migrants and returnees. Labour Emigration from Egypt is a fundamental right recognised by the Constitution of Egypt as well as the UDHR ratified by Egypt (Zohry, 2009). In addition, several pieces of national legislation protect the fundamental rights of Egyptian emigrants prior to their departure from the country (McBride, Kelly, and Lindsey Kingston, 2014).

The new law on **Combating Illegal Migration and Smuggling Migrants No. 82** was passed by the Egyptian parliament in 2016, becoming Egypt's first law addressing irregular migration toward protecting asylum seekers and migrants from criminal responsibility. Nevertheless, this law fails to protect basic refugee rights, in line with international standards, leaving refugees vulnerable. It fails to guarantee the rights to seek asylum or the refugee rights to freedom of movement, primary education, healthcare, work and access to courts, as well as fails to protect migrants against deportation to a country where they might be at risk of serious harm (Egypt National Legislative Bodies/ National Authorities, 2016). The latter is a fundamental right, also enshrined in the *UN Convention Relating to the Status of Refugees* and its 1967 protocol, where Egypt is a signatory state.

Caught in the act of migration, refugees, asylum seekers and migrants in Egypt may in some cases find themselves punished or even criminalised. Additionally, Article 8 of the new law states that anyone who provides accommodation, transportation or any services to smuggled migrants is subject to a prison sentence, without an exception for family members or humanitarian service providers. In this manner, all types of assistance provided to migrants is deemed punishable. Consequently, the Government of Egypt needs to amend the new anti-smuggling law, or issue regulations to clarify the law and ensure that refugee fundamental rights are protected. In particular it needs to clarify how migrants will be treated pending deportation, including where and how they are accommodated, and it shouldn't set time limits for administrative detentions.

Additionally, the Government of Egypt has launched a new **“National Strategy on Combating Illegal Migration”** for **2016-2026** to address irregular migration with support from the International Organisation for Migration (IOM) (International Organisation for Migration (IOM), Egypt, 2016). Both the strategy and Egypt's new law on combatting illegal migration and smuggling migrants promise a lot. Yet, the actual assessments will reveal if they can manage to do both, punish human smugglers to protect asylum seekers and migrants against abuses, as well as protect migrants' fundamental rights.

On the other hand, regarding foreign nationals' access to employment in Egypt, this is regulated under the Egypt Labour Code Order, part of Egypt's **Labour Law No. 12/2003**, hereafter referred to as the Labour Law (Government of Egypt, 2019). Its sections on the employment of Egyptians at home and abroad and the employment of foreigners set out new features of labour code, including the balance in duties and responsibilities between workers and employers, new provisions that reflect global and

local economic changes, and reflection of fundamental principles contained in international labour standards. Nevertheless, the Labour Code is silent on various key dimensions of the migration cycle such as: pre-departure training of migrant workers, role of Public Employment Services (PES), support of services throughout the direction of the contract, assistance to smuggled and trafficked migrant workers, conciliation mechanisms, financial education and remittance channels, reintegration into the Egypt labour market upon return, portability of pension and compensation rights. Moreover, the Labour Code is also silent on issues of contributions into and access to social security by migrants and portability of such contributions back into Egypt.

Nonetheless, the new labour law aims to encourage young people to work in the private sector and contribute to the country's economic development. According to the new law, women working in the private sector will for the first time, just like women working in public institutions, be granted a four month maternity leave. Additionally, daily working hours of pregnant women will be reduced by one hour from the sixth month of pregnancy (Andersen Tax & Legal, 2019). The latter is an important step towards creating a more favourable job market in Egypt, and generating new potential jobs in Egypt's private sector, thus spurring economic development locally, and lowering the number of potential illegal migration.

Egypt is also committed to progress towards achieving the **2030 Agenda for Sustainable Development** (United Nations. General Assembly, 2015) by enabling Egyptian stakeholders to enact best practices at institutional, legislative and informational level for labour migrants. Egypt's support to the 2030 Agenda for Development means that it will report the global goals and targets set out to report on progress regarding the **Sustainable Development Goals** (SDGs). Note the following relevant primary and secondary SDGs for Egypt related to labour migration (Sustainable development, 2015):

Primary SDGs

- 8. Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all.
- 8.7 Take immediate and effective measures to eradicate forced labour, end modern slavery and human trafficking and secure the prohibition and elimination of the worst forms of child labour, including recruitment and use of child soldiers, and by 2025 end child labour in all its forms
- 8.8 Protect labour rights and promote safe and secure working environments for all workers, including migrant workers, in particular women migrants, and those in precarious employment

Secondary SDGs	
5.	Achieve gender equality and empower all women and girls
5.2	Eliminate all forms of violence against all women and girls in the public and private spheres, including trafficking and sexual and other types of exploitation
10.	Reduce inequality within and among countries
10.7	Facilitate orderly, safe, regular and responsible migration and mobility of people, including through the implementation of planned and well-managed migration policies
10.c	By 2030, reduce to less than 3 per cent the transaction costs for migrant remittances and eliminate remittance corridors with costs higher than 5 per cent
17.	Strengthen the means of implementation and revitalise the Global Partnership for Sustainable Development
17.18	By 2020, enhance capacity-building support to developing countries, including for least developed countries and small island developing States, to increase significantly the availability of high-quality, timely and reliable data disaggregated by income, gender, age, race, ethnicity, migratory status, disability, geographic location and other characteristics relevant in national contexts

Egypt's *Sustainable Development Strategy* and *Egypt Vision 2030*, is in line with the SDGs and its national strategic plan delivers policies, programmes, and measurable indicators that are based on ten pillars and cover the SDGs generally (portal, 2020).

Egypt also supports the **Addis Ababa Action Agenda of the Third International Conference on Financing for Development (2016)**, which provides a foundation for implementing the global sustainable development agenda. This agreement was reached by the 193 UN member states attending the Conference (United Nations, General Assembly, 2015).

The Government of Egypt also participated in the consultations for the **United Nations Global Compact for Safe, Orderly and Regular Migration (GCM)** and the negotiations leading to the 2018 Intergovernmental Conference for Safe, Orderly and Regular Migration, that resulted in UN member states agreeing to adapt the GCM and bring together the range of principles, commitments and understandings among member states regarding international migration in all its dimensions.

Egypt also supports the Declaration of the **High-level Dialogue on International Migration and Development** adopted in October 2013 with the aim to identify concrete measures to strengthen coherence and cooperation in order to improve the international migration development benefits for migrants and countries alike (United Nations, General Assembly, 2013).

Additionally, as was noted, during the 2018 voluntary national review of the **high-level political forum on sustainable development**, the vision 2030 and the 2030 Agenda are implemented by engaging all stakeholders through active contribution of the private sector and the civil society in the achievement of all the goals. That said, the Government of Egypt is committed to capitalise on the synergies between the governmental, private sector and civil society efforts to achieve this ambitious agenda.

This cross-sector approach is hugely important in terms of labour mobility, as the role of civil society organisations, including that of the labour trade unions, representatives of Small Medium Enterprises (SMEs) and other companies, is crucial to making that shift from commitment to implementation in the context of labour mobility agreements of Egypt. Designing of such inclusive approaches ensures optimal engagement of stakeholders in Egypt and its communities abroad.

C1.2 Labour institutional apparatus

Labour institutional apparatus herewith denotes entities regulated by national law, which principally aim to facilitate the match between labour supply and demand. Labour institutional apparatus in Egypt consist of the following principle labour market institutions (Egyptian government portal, 2015):

i. The Ministry of Manpower and Migration (MOMM)

MOMM is the most significant Ministry responsible for developing migration policy and mobility management tools. Amongst others, the Ministry aims to facilitate the match between labour supply and demand, increase the labour force employability, and monitor the labour market demand. The Ministry has a specially designated Emigration Sector, it runs its own training centres, as well as an Employment Information Programme. The Ministry organizes a yearly census to collect information on training needs and aims to shape training policies in direct partnership with the private sector.

ii. The Supreme Council for Human Resources Development (SCHRD)

SCHRD is a high-level political body with the goal to establish national policy for planning and developing of manpower and training, as well as to consequently coordinate the training policies of all ministries. SCHRD is headed by the Minister of Manpower and Migration, while other relevant ministers are also members of the body. Their duty is to integrate national training needs in their training programmes to adapt them to labour market requirements.

iii. The Higher Committee for Migration

The Higher Committee for Migration assures policy development, consistency and coordination of all bodies involved in mobility management. The Minister of MOMM is the head of the Committee.

iv. The Information and Decision Support Centre (IDSC)

IDSC is a Government Think Tank in the Cabinet of Ministers. Its aim is to support government decision making with a particular emphasis on priority issues to foster reform efforts. It has to date had a great impact and it comprehensively supported foreign and national policies, including through various analysis for labour demand, creating the National Youth Employment Programme, and more.

v. Employment offices (as part of MOMM)

Employment offices, as part of MOMM have a network of 307 employment offices in Egypt. Offices aim to facilitate the match between labour supply and demand by gathering data on job vacancies and publicising them. Technology plays a great role in the work of these employment offices, as both jobseekers and vacancies are recorded in a computerised system, allowing employers to seek the assistance of local employment offices in finding candidates and vice versa.

As stated in the Article 16 of the *Labour Law* other types of agencies, including non-governmental organisations (NGOs), providing similar services may be established in the future: *“the concerned minister may issue a decree licensing the associations, institutions and trade union organisations – with regard to their members – to establish offices for recruiting the unemployed.”* The latter would meet the same functioning requirements as the existing governmental employment offices.

vi. The Social Fund for Development (SFD)

SFD started off in 1991 as a joint initiative of the Egyptian Government, the World Bank and United Nations Development Programme (UNDP), which translated into a semi-independent agency under the supervision of the Prime Minister office. The agency runs several employment programmes, and its main aim is to assist vulnerable groups of people for job creation and economic development.

vii. The Ministry of Foreign Affairs

The Ministry is responsible for providing assistance and services to the Egyptian citizens abroad, including emergency deportation, renewal of passports or authorisation of personal documents.

viii. The Ministry of Interior

The Ministry is responsible for facilitating administrative support to regular migration, in particular visa issuance, registration of educational certificates and issuing labour certificates for the purpose of travelling abroad, and more.

ix. The Ministry of Defense

The Ministry of Defense plays its role in environments of military service duties of Egyptians abroad.

Deriving from the new *Labour Law*, noted in Section C1.1, new labour market institutions have or will be presented in the government of Egypt. Consequently, the institutional setting introduced by the new Labour Law and elaborated below, but not yet operational, could radically improve the so far lacking coordination between institutions.

Consultative Council for Labour, is one institution which article 145 of the Labour Law describes to be comprised of technical experts and representatives of employers and workers, who would be in charge of analysing draft laws connected with labour relationships, and international labour agreements before signing them. The latter is in line with the crucial importance of implementing the institutional cross-sector approach as noted in section above, ensuring an inclusive approach, and representations from the private sector and civil society organisation throughout consultations.

Moreover, dialogue across institutions, private sector and civil society organisations constitutes a key part of the process for the international labour agreements and for their implementation. It allows Egypt to recognise the importance of representatives of non-governmental organisations (NGOs) as a central driver of development and emphasise the importance of inclusive dialogue for building environments conducive to sustainable development.

Another innovative institution noted in the Labour Law is the Training and Rehabilitation Financing Fund, whose objective it is to finance, develop and modernise training centres and programmes aimed at meeting the needs of the labour market. Thus, it focuses on the R&D which is needed to increase capabilities of participants of the labour market, as well as the Egyptian government stakeholders. Having said that, the Training and Rehabilitation Financing Fund appears to be a promising innovation, assuming that its efficiency is regarded as an absolute priority by the Egyptian Government.

Additionally, a recommended agency to the Government of Egypt, and more particularly MOMM, may be the national employment agency, to implement policies and programmes for employment, register jobseekers and vacant jobs and provide employment services, which would advance the work that is initially being undertaken by the Employment offices listed in the table on pages 19/20. The latter would have a positive impact on the Egyptian labour market.

Technology plays a great role here, whereas the digital capacities required to align with global best practices will need investing in, by allowing that such solutions come from inside and outside of the government. Moreover, paying attention to the countries of destination for migrants which this research is looking at, Germany and Italy, information communications and technology (ICT) is a relatively accessible, cheap and heavily used tool. Hence, it is important for migrants aiming to integrate in countries of destination to start making use of technology as early as possible. At the same time, Egypt must ensure that it complies with normative standards on data production, protection and management, which are approved by the European Data Protection Supervisor, so that it manages to protect various cases of potential asylum seekers, peaceful activists etc. who may be at risk of human rights abuses, or other.

C.2 OVERVIEW OF EU LEGAL MIGRATION ACQUIS AND INSTITUTIONAL APPARATUS FOR GOVERNANCE OF MIGRANT INTEGRATION

When extrapolating key EU legislative infrastructures on labour mobility, all legal provisions adopted both at the national and the Union levels comply with fundamental rights and EU principles of law as well as international human rights documents. Moreover, intra-EU mobility of third-country nationals remains a key component of the EU labour migration policy, beyond the conditions of admission.

The fundamental rights of migrants and general principles of law are enshrined at the level of the EU, the Council of Europe and the international level. International human rights documents related to EU migration and integration law include Conventions and agreements adopted in the framework of the UN, ILO and the Council of Europe. The main foundation of fundamental rights in the EU is the **Charter of Fundamental Rights** (Charter of fundamental rights of the European Union, OJ C 364/01, 2004), which has attained the same legally binding force as the founding Treaties.

In June 2016, the EC has adopted an **Action Plan on the integration of third-country nationals**. The Action Plan provides a wide-ranging framework that supports member states' efforts in the development and consolidation of their integration policies. It also defines the actual measures the Commission will implement in this regard (European Commission, 2016). Moreover, in 2016, the Council adopted **Council Conclusions on the integration of third-country nationals legally residing in the EU** (Council of the European Union, 2016).

In 2019, nearly 21 million non-EU nationals were legally resident in the EU (Source of statistics in this paragraph: Eurostat. UK figures not included). Some integration challenges with a particular focus on selected case countries for the research, Germany and Italy are: inadequate language skills, lack of formal qualifications, the need to make skills visible, preference for work, need for special counselling concepts, health problems (post-traumatic stress disorders), cultural religious aspects (various considerations of formal education), legal and institutional barriers, diaspora concentration related to location and jobs, where assimilation versus integration ought to be addressed.

Great attention needs to be paid towards various obstacles to migrant integration that ought to be overcome by the EU as well as the member states, taking into account that legal migration is a field with a jointly shared competence between the EU and its member states.

Ever since 2001, when Egypt attempted to adapt an inclusive approach to economic migration, EU legislation has opted for a segmentation approach. To date this entailed EU legal migration directives that focused on students, researchers, highly qualified migrants, seasonal workers, intra-corporate transferees, and more. As such, the mobility schemes still vary according to categories of migrants covered by EU directives and are largely left to member states' discretion, considering that volumes of admission for economic migration are determined by member states and cannot be influenced by EU legislation (European Commission, 2019).

However, ineffective promotion of some of the directives resulted in unsatisfactory results. As per the reports issued by EU in 2011, which assessed the impact of **Directive 2005/71 on attracting third-country researchers to the EU**, the EU was short of one million researchers in order to meet the Europe 2020 target of growing R&D investment to three percent of GDP. Aside from lack of directive promotion, according to the Commission, these results most likely occurred due to ineffective differentiation between permits for researchers and other types of permits for highly skilled workers.

The latter is an example of a centralised design at EU level, and de-centralised market variabilities. Hence, it is important for centralised decision making to be followed by de-centralised application in order to bring decision-making closer to where problems and individuals are.

Moreover, labour market integration programmes tend to be more effective when they take into account the characteristics of the target groups and seek to match them with labour market needs (Martin, J. P., & Grubb, D., 2001). That said, placement and training services of youth and disadvantaged groups need to be supplemented with psychological support and traineeship in labour markets, to so generate sustainable outcomes.

In accordance with the *2015 European Agenda on Migration*, below are nine directives representing the *EU acquis* on legal migration:

EU legal migration directives are listed below:

- Transposition **Family Reunification** Directive – FRD (2003/86/EC)
- Status of third-country nationals who are **Long-Term Residents** Directive – LTRD (2003/109/EC)
- Conditions of admission of third-country nationals for the purposes of **Studies, Pupil Exchange, Unremunerated Training or Voluntary Service** Directive – SD (2004/114/EC)
- Specific procedure for admitting third-country nationals for the purposes of **Scientific Research** Directive – RD (2005/71/EC)
- **EU Blue Card** Directive – BCD on the conditions of entry and residence of third-country nationals for the purposes of highly qualified employment (2009/05/EC), Commission proposal for recast in June 2016 (COM (2016) 378 final)
- **Single Permit** Directive – SPD on a single application procedure for a single permit for third-country nationals to reside and work in the territory of a member state and on a common set of rights for third-country workers legally residing in a member state (2011/98/EU)
- **Seasonal Workers** Directive – SWD on the conditions of entry and stay of third-country nationals for the purpose of employment as seasonal workers (2014/36/EU)
- **Intra-Corporate Transferees** Directive – ICDT on the conditions of entry and residence of third-country nationals in the framework of an intra-corporate transfer (2014/66/EU)
- **Students and Researchers** Directive – S&RD on the conditions of entry and residence of third-country nationals for the purpose of research, studies, training, voluntary service, pupil exchange schemes or educational projects and au pairing (recast) (EU 2016/801 – recast)

The directives in general provide uniform statuses and admission conditions and rights attached to permits, although similar statuses already existed in most member states at national level pre-adaption of the directives.

Among the main proposals of the 2005 Policy Plan on Legal Migration, **the Blue Card directive** was the first legal instrument to be adopted. Similar to **Directive 2005/71**, the Blue Card was envisioned to appeal to highly qualified migrant workers, enhance economic competitiveness and achieve the *Lisbon strategy* objectives launched in March 2000 by the EU heads of state and government.

The directive provides a fast admission procedure of 90 days, while member states remain free to limit access to their labour market envisioning boundaries on some professions, sectors or regions. For example, while Blue Card holders are constrained to the exercise of paid employment activities during the first two years, member states may grant them equal treatment to nationals for accessing of highly qualified employment (Directorate General for Migration and Home Affairs, European Commission, 2018).

As of 2018, several EU directives specify rules of entry and stay for specific groups of immigrants: seasonal workers, intra-corporate transferees (ICTs), highly skilled workers (EU Blue Card), students and researchers and family migrants. Nevertheless, assessments of the implementation of the **Researchers Directive (2011)** and the **Blue Card Directive** on highly qualified migrants (2014) show low rates of use. In that context, worldwide promotion of these ambitious schemes for migrants is much needed.

Additionally, according to the Commission's last report on the EU Blue Card Directive application, both errors in transposition and a restricted set of rights and barriers to intra-EU mobility are a noted concern. Moreover, the Commission expressed that it is likely the latter may discourage highly skilled migrants to come to the EU through such schemes (European Migration Network, Belgium, 2014). Having said that, the extensive power of discretion retained by member states undermines the potential of directives in most cases, particularly related to equal treatment with nationals, the right to change employer, and the level of rights guaranteed compared to the framework directive. So, while the establishment of a single application procedure marks an undeniable simplification, member states are still given great flexibility at different stages of the application procedure and there is little harmonisation regarding procedural guarantees. The same conclusions can be drawn in regards to the areas in which equal rights are granted, subject to potential restrictions from member states.

As per the EU legal migration acquis, the following five categories of third-country legal national migrants (aside from Asylum seekers, or refugees) can be noted (Wiesbrock, 2010):

- Family members of EU citizens who are residing in an EU member state, who have returned from an EU member state, or are exercising a cross-border economic activity, whereas EU law applies (the condition is governed by Community provisions, Directive 2004/38/EC);
- Third-country nationals enjoying a preferential treatment on the basis of specific agreements made between EU and their country of origin;

- All third country nationals legally residing in an EU member state, other than Ireland and Denmark, governed by the four EC directives on legal migration;
- Family members of EU citizens who have not made use of their free movement rights, governed entirely by the national law of the state of residence);
- Third-country nationals residing in Denmark, Ireland or the UK, governed entirely by the national law of the state of residence.

Although the EU cannot impose quotas for migrant workers, it has legislated conditions under which the admittance of migrants happens. Matters such as the number of labour migrants admitted in the EU, whether employed or self-employed, continue to be determined by member states, according to the *Treaty on the Functioning of the EU* (Treaty on the Functioning of the European Union, 2012).

These directives are not specific to Egypt, but they place the overall legal framework on legal migration to the EU, while member states have discretionary powers to allow access to member state labour markets, particularly in cases of migrants benefiting from family reunification and international protection, as well as foreign students. Consequently, for the benefit of particularly the latter noted category of migrants, Egypt should consider focusing more on bilateral diplomacy, due to the noted member states discretionary powers.

Additionally, EU labour market operational reforms have amplified the demand for knowledge-intensive, high-manufacturing and new technological skilled labour (Commission Staff Working Document. Impact Assessment, 2016). Similarly, demand for highly skilled workers is growing both in high income and middle-income countries, therefore EU will compete on a global scale to attract talent (Hunt, 2010).

Economic and social benefits, such as reducing skills mismatches, addressing unemployment, and supporting growth at the EU level, are undoubtedly recognised by the *EU acquis*. These benefits derive from mobility for both member states and individuals, but barriers continue to exist, both in the *EU acquis* and in measures applied by member states.

Moreover, third-country nationals are likely to also at times be discouraged from moving for the purpose of employment due to the national measures adopted at member state level, including for example burdensome administrative requirements, lack of automatic recognition of degrees and diplomas, and rates of minimum wages required. Some NGOs have shared their concerns related to the limited EU interventions in reference to low-skilled migrants, creating a gap in national legislations, which consequently raises the number of irregular migration as well as lowers working conditions (Directorate General for Migration and Home Affairs, European Commission, 2018). For example, the *Seasonal Workers Directive* is the only directive that concerns with the admission of medium and low-skilled migrants. According to the directive, a seasonal work permit entitles its holder to stay and work in the territory of a member state for a stay exceeding 90 days, while EU visa legislation applies for shorter periods of stay. This directive intends to prevent exploitation and abuse from employers, as well as to enhance the EU's economic competitiveness, especially in sectors such as agriculture, horticulture and tourism, characterised by the strong presence of seasonal workers.

In the future, a credible legal migration and integration policy, deriving from the newly released *Pact on Migration and Asylum* by the EC in September 2020, will benefit European societies and economies. This pact acknowledges structural weaknesses in the EU's present system, and it aims to streamline trust between member states and restore citizens' confidence in EU's capacity to manage migration (The Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions, 2020). The purpose of the pact is to improve collaboration with third countries for fast returns, more legal pathways and robust actions to fight human smugglers, thereby essentially protecting the right to seek asylum.

For example, the Commission plans to encourage legal migration to the EU through a new Skills and Talent Package to be proposed in 2021, which will contain some legislative changes, including revision of the *Directive on long-term residents* to strengthen the right of long-term residents to move and work in other member states, and the revision of the *Single Permit Directive* to ensure harmonisation of admission and residence conditions for workers who are not in the 'highly-skilled' category. The latter will promote migrants' intra-EU mobility, which will in return aid meeting labour and skills scarcities within key sectors of the EU economy.

Additionally, the Commission plans to disclose talent partnerships with non-EU countries that will match labour and skills needs in the EU, as well as its plans to adopt a new comprehensive *Action Plan on integration and inclusion for 2021-2024*, to foster inclusion of migrants and broader social cohesion *in line with its priority to promote the European way of life*. Parallely, the Commission has also launched a public consultation to collect new ideas, which will enrich the Skills and Talent package noted above, related to coordinating the skills matching, attracting skills and talent, and protecting labour migrants from exploitation.

Nevertheless, considering that collaboration with non-EU countries is crucial in the successful implementation of plans elaborated above – as has been the case in the past, a lot of effort ought to be directed to such work in the future. The latter will depend on the ability to inaugurate a genuine partnership of equals in the short and long-terms with the non-EU countries, which has already been noted as part of the EU-Africa partnership proposed in March 2020, elaborated above in the C1.1 sub-section of this research paper.

Finally, although the labour markets of Egypt and EU countries, more specifically Italy and Germany, differ considerably from each other given the nature of each country's economy, there are still moderate similarities regarding the key institutional apparatus and legislative infrastructure on labour mobility. Therefore, in the following sub-sections, this paper aims to review and compare the legislation and policies related to the labour markets from the perspective of country of origin as well as countries of destination, by utilising a comparative based approach.

C2.1 Legislation, Policy and Strategy analysis related to migrant integration in Germany

Germany's aging society has been an issue for decades, translating into growing shortages both in high and medium skilled occupations, something which has been neutralised by Germany becoming a country of migration. Nonetheless, not all of Germany is content with such developments (Der Spiegel, 2018). Hence, there remains a strong need for a well-managed labour migration policy lever.

After the adoption of Directive 1999/70, most EU countries have passed specific legislation on fixed-term contracts in order to meet the requirements set in the new EU Act. In 2000, the limited skilled workforce in the information technology (IT) sector spurred a debate on the need to reform the German migration policy, namely the controlled migration, as well as Germany as an immigration country. The latter led to the adoption of the *Migration Act in 2005*. That is when the government of Germany undertook the first large-scale reform of the immigration system and established a systematic integration policy. Moreover, two integration plans have been set up to date in Germany to integrate the social inclusion of migrant populations.

The new legal migration context of the *Migration Act* was revised a few times over the years, particularly in 2007 with *the Act to Implement Migration and Asylum Directives of the EU*, the *Work Migration Control Act of 2008*, the *Second Act to Implement Migration and Asylum Directives of the EU in 2011*, and *the Act to Implement the Highly Qualified Professionals Directive of the EU in 2012*. (The Law Library of Congress, Global Legal Research Center, 2017).

In 2007, Germany's National Integration Plan had a focus on education, training, employment and cultural integration, whereas the National Action Plan on Integration of 2012 created tools to extract the results of the integration policy. The latter included general aims, timeframes, as well as indicators to verify the achievements of the set goals, such as optimising individual support provided to young migrants, improving the recognition of foreign degrees, increasing the number of migrants in the civil service of federal and state governments and delivering healthcare and care to migrants (German Federal Agency for Political Education).

Most recently, in March, 2020 Germany launched the *Skilled Immigration Act*, a new law on the immigration of skilled workers aiming to provide easier access to the German labour market for qualified workers from non-EU countries (The Federal Government, 2020). This Act was especially important considering that the German economy suffers from a lack of skilled workers, which strongly challenges its economic growth. The Act does not provide a completely new immigration system, but it revises and supplements existing regulations. The law also expands the framework under which qualified professionals from non-EU countries can come to work in Germany. For one, this law has removed the barrier that non-EU citizens can only get a job in case there is no German or EU citizen who is able to perform the job instead. Nevertheless non-EU citizens with qualifications lower than the vocational training level are excluded, unless they already have a job offer from a German employer, whose responsibility it would be to train them and bring them to par with the

relevant professional certificates. Additionally, as per the New Act, non-EU-citizens looking for a job are allowed entry into Germany only if they can speak German at B2 level of the Common European Framework of Reference for Languages, and if they can prove that they can support themselves. Parallely, for professions with a big shortage of skilled professionals, such as medical doctors, IT specialists or registered certified nurses, the bar for emigrating to Germany has also been lowered.

Nonetheless, critics have been vocal to note that the Act still leaves room for improvement, especially considering the vast challenge of lack of skilled workers that Germany faces at the moment. According to these critics, equivalence is still not certainly a given in every situation as per the new law, since the law imposes conditions like German language skills must already be acquired in the home country, and qualifications before entering the country must be equivalent to German ones, while keeping in mind that Germany's extensive dual system of vocational training is globally unique. What is more, the new skilled Act endorses an optional implementation of new centralised immigration authorities to deal with the new fast track procedures, whereas the resources of immigration authorities are especially limited at the moment (Leonie Meißner, LL.M. and Nils Neumann, K&L Gates, 2020).

Following are a broad set of laws and frameworks regarding labour migration into and from Germany:

National legislation	Detailed Description
The Skilled Immigration Act	In March, 2020, Germany adapted a new law which makes it easier for skilled workers from non-EU countries, with vocational, non-academic training to migrate to Germany for work. Some relaxations of the rules have also been provided for the previous conditions of qualified professionals with university degrees.
Foreigners Law	Requirements for entry and residence of foreign nationals in the federal territory, and requirements on asylum procedure have been inscribed in the German Immigration Act, enacted in 2005. The Act was reformed in 2007 to, among other changes, interpret eleven EU directives, fight fake and involuntary marriages, and enable the residence of entrepreneurs.
Asylum Law	In 2015, the Asylum Procedure Act, has been amended and replaced by the Asylum Act, with the aim to regulate the legal status of refugees and asylum seekers.
Integration Law	Germany's first integration legislation framework at the federal level is the Integration Act of 2016. It intends to facilitate the integration of refugees and it is therefore accompanied by the Regulation on the Integration Course which specifies the implementation of the integration system on the basis of "support and demand" approach. Moreover, the Recognition Act, which entered into force in 2012 and was amended in 2014, regulates the fast recognition of qualifications and skills of third country nationals.

National Legislation	Detailed Description
Nationality Law	The Nationality Act of 2000 maintains the attainment of German citizenship and presents the “Optionspflicht” for children born in Germany to foreign nationals. If at least one of their parents has lived legally in Germany for at least eight years and has had permanent residence at the time of the child’s birth. Nonetheless, they do have to pick between the German and the foreign citizenship by their 21st birthday.
Anti-Discrimination	The General Act on Equal Treatment of 2006 regulates the fight against discrimination in employment and civil law, by incorporating four Anti-Discrimination EU Directives into German law.

C2.2 Institutional Apparatus and Integration Programmes in Germany

The Federal Office for Migration and Refugees (BAMF) of the Ministry of Interior plays the key role in the governance of asylum, migration and integration issues in Germany, by being in charge of the asylum procedures, the promotion and harmonisation of integration measures, data collection and research. On the other hand, local actors are often responsible for implementing the measures of the office.

Additionally, the Federal Employment Agency is a self-administered public body which leads integration of people into the labour market, while the Commissioner for Migration, Refugees and Integration supports the federal government to develop its integration policy as well as to promote the coexistence of all of Germany’s residents and the integration of immigrants.

The 2005 integration plan incorporated integration courses for foreigners provided by the federal government. In 2010, Germany introduced its nation-wide Integration Programme with the aim to standardise a great number of coexisting integration measures taken by the federal, state and local governments and ensure a greater coordination between integration offers. It is a needs-based orientation programme and it includes language courses, civic education and vocational training.

Since 2006, the Federal Chancellery has been organising an *Integration Summit* on a yearly basis, (“Integrationsgipfel” in the German language) and ensuring participation of all integration stakeholders, from representatives of the federal government and media to trade unions and migrant associations. Germany’s first national integration plan was published as a result of the first held summit. In the 9th Integration Summit which took place in 2016, concrete proposals on how to make public institutions more diverse, which were made by 50 active migrant organisations were discussed.

The National Action Plan on Integration institutes a paradigm shift in integration policy. The aim of the Federal Government of Germany is to ensure sustainable structural changes in order to establish a lasting foundation for successful integration. The Plan on Integration also represents a new quality of integration policy assuming that the achievement of goals in integration policy will be verifiable on the basis of indicators in the future. Moreover, the integration monitoring established by the federal government plays a vital role to depict that Germany is making good progress in terms of integration.

The Action Plan is designed as a process that surpasses the legislative period. Hence, it is imperative for the Plan implementation to continue on this path on a systematic basis in the future, and ensure a verification of the achievement of objectives at regular intervals. Moreover, it is imperative to accompany the implementation of the targets and the verification of the accomplishments in a follow-up process that includes all partners as part of the forums for dialogue. Hence, a future task of integration policy is to realise the goal of participation on an equal basis, whereas the federal government should make its contribution in conjunction with the municipalities, associations, federations and immigrant organisations.

Having said that, the *National Action Plan on Integration* aims to reinforce social cohesiveness in Germany, keeping in mind that the civil society plays a very important role in the integration process. In Germany, many CSOs assist immigrants in all areas of life, particularly since the unprecedented arrivals of asylum seekers in 2015 and 2016. Some of these models of assistance, have been replicated in other EU countries as well. For example, the “Refugees Welcome Housing Project” is presently a cross-border platform embodied in almost half of EU member states (Refugees Welcome International, 2019). More information on the initiative may be noted in subsection D2 of the paper.

Moreover, non-profit organisations and local authorities can apply for financing through several EU funds, such as Asylum, Migration and Integration Fund (AMIF) in Germany, European Social Fund (ESF) in Germany and other EU funds for integration available in Germany. Examples of institutions and organisations implementing integration programmes in Germany are: the Goethe-Institut, the German Joint Welfare Association, the German Adult Education Association, the Federal Association of Non-Statutory Welfare, Arbeiterwohlfahrt, Caritas Germany, the Internationaler Bund, several local institutions, schools and churches.

In 2016, the *Meseberg Declaration on Integration* was adopted by the federal cabinet. It outlined the Government policy, and a draft legislation based on a 2-ways principle: offering support, training and job opportunities to foreigners but also requiring efforts in return and highlighting their duties on the basis of “support and demand” (“Fördern und Fordern” in the German language) approach. It noted that the state provides assistance but equally expects incomers to do their bit for integration (Gesley, Germany: Act to Integrate Refugees Enters Into Force, 2016).

To illustrate, while a great number of the EU member states do not enforce any integration-related conditions as a precondition to issuance of the national permanent residence permit, Germany is one of the few countries that requires the proof of civic knowledge, and a basic knowledge of the legal and social order of Germany, as conditions for the national permanent residence permit. The latter knowledge can be verified by the successful attendance of an integration course (Constant, A. F., & Rinne, U, 2013).

Below are extracts of Meseberg Declaration on Integration (Federal Government of Germany, 2016):

Meseberg Declaration on Integration (extracts)

For successful integration it is indispensable that migrants **learn German quickly**, that they are swiftly **integrated into training, tertiary studies and the job market**, that they understand and **respect the foundations on which German society** is built, and that they respect the laws of the land.

Germany is not starting from scratch in their efforts to address these issues. The principle of **providing assistance but expecting incomers to do their bit** is central to Germany's integration-policy activities. Integration involves the offer of services, but it equally entails an obligation on the part of incomers to make an effort. Integration can only work as a **two-way process**.

A guiding principle in this integration policy is **justice**, justice for those recognised as refugees here, and justice for the German people.

Acquiring a sound command of the German language and an appreciation of the values of our society are a key foundation for successful integration into society and into education, training, tertiary study and the labour market. For this reason, Germany will be **improving access to integration courses**. Incomers should learn German at as early a stage as possible.

By **allocating incomers to specific places of residence**, it will be possible to more equally distribute people entitled to protection. At the same time this should serve to foster integration, avoid segregation that could obstruct integration efforts, and avoid the emergence of social hotspots.

Germany is also creating greater legal certainty for individuals with **tolerated residence status** and companies offering training places. In future, trainees will be assured of tolerated residence status for the entire duration of their training.

Access to the labour market will be further eased. For a period of three years, the requirement to determine that no German or EU citizens are available for a vacancy before a non-EU citizen is employed is to be suspended for asylum-seekers and individuals with tolerated residence status, depending also on the rate of unemployment in the region in question and with the involvement of the individual federal states. This will make it possible for this group to work as temporary workers.

Germany has also laid down a requirement to **cooperate on integration measures**. Any individual refusing to participate in refugee integration measures or dropping out of such measures without good cause, will see their benefits under the Asylum-Seekers' Benefits Act cut.

Germany has also **modified the benefits system** under the Asylum-Seekers' Benefits Act. In future certain misconduct will result in benefits being cut. It is to become more difficult to conceal relevant assets.

In future individuals will be deemed to have a **temporary residence permit** when they are issued with the proof of arrival so as to eliminate uncertainties in practice to date. In this way Germany will ensure that asylum-seekers are given legally certain and early access to the labour market and to integration services, among other things.

Germany will **not accept attacks on women, children and other vulnerable individuals**, whether they are citizens of our country or asylum-seekers and refugees.

Asylum-seekers without good prospects of staying in Germany should also be given orientation during their stay in our country.

Increasing the percentage of employees with a **migrant background in German public authorities** remains an important concern of the German government.

The adoption of the Integration Act was a milestone that highlighted the pro-active stance of Germany to address every individual arriving in Germany. Easier access to the job and training markets for refugees was also a major step forward in economic terms. That said, the labour market programme "Refugee integration measures," part of the integration measures used federal funding to create 100,000 additional job opportunities for individuals receiving benefits under the provisions of the *Asylum-Seekers' Benefits Act*.

Despite these significant advancements, various legislative and policy gaps still need to be addressed by the German Government. Hence, building trust of immigrants and immigrant organisations is an important duty for the German Government, which leads to promotion of migrant integration. Similarly, it is very important for the Government to transparently communicate the benefits of inclusive policies to non-immigrants too, as well as to ensure there are independent institutions in place to monitor the implementation and the effects of these policies. Moreover, despite Germany's singular efforts to monitor the integration of migrants in-house, independent institutions have found that European countries overall, including Germany, are lagging behind in conducting vital impact evaluations of immigrant integration policies that would allow us to determine whether policies are cost effective for boosting outcomes (Bilgili, 2015).

For example, in federalised EU member states, like Germany, regions have their own budgets to allocate to integration activities, which ideally complement, and do not substitute national funding. Integration mainstreaming and the fragmentation of integration governance on the other hand, can make it very difficult for cities to locate and rapidly make use of the funding from either the national or regional level. Hence, it is worth noting that harmonisation of effective migration policies, as well as successful

initiatives across host countries, and even across EU countries are crucial to ensure migrant fair treatment and protection of rights related to labour mobility.

The Germany-Egypt context

Over the past three years deportations of Egyptians from EU countries have increased. For example, in Germany, an increasing number of Egyptians have been deprived of international protection (AP News, 2018).

The EU collaboration with Egypt on migration strengthened the policing capacities of Egypt, such as trainings on border management or funding for the *National Coordinating Committee for Combating and Preventing Illegal Migration* (NCCPIM) that reports directly to the Ministry of Interior.

Advancements of Egypt's border management capacities have helped legitimise the criminalisation of unauthorised exits and irregular migration (OHCHR, 2018), whereas preventing emigration is a breach of the right to leave any country, including one's own, as stipulated by article 12 of the *International Covenant on Civil and Political Rights*, which has binding force (United Nations Human Rights, 1976). Therefore, these cooperation channels must be monitored by EU and Egypt via systematic and comprehensive human rights mechanisms.

In order to intensify collaboration on migration, in 2017 Egypt signed an *Agreement on Bilateral Dialogue on Migration with Germany*. The agreement intended to support the Egyptian education sector and additional scholarships for young Egyptians to study in Germany, as well as cooperate better on return of illegal migrants, including by raising awareness of the dangers of illegal migration (Germany Federal Foreign Office, 2017).

In the meantime, the Federal Employment Agency has initiated a recognition procedure supplemented by a skills assessment tool (MYSKILLS) for all migrants, including Egyptians abroad. MYSKILLS supports integration experts of the agency to assess existing occupational knowledge in the absence of formal qualifications, to validate customer self-disclosures, to have access to informed, targeted and individual counselling and integration in qualification of work (Bertelsmann Foundation, 2018).

As presented by Managing Director for European Affairs at the German Federal Employment Agency, Dr. Wolfgang Müller in the International Conference "Future Employment: Changes, Challenges & Opportunities" in 2019 in Lithuania, Germany's commitment is to achieve the increase in the supply of skilled workers, by reducing the number of school leavers without school leaving certificates, reducing the number of drop-outs from vocational trainings and university drop-outs, increasing the labour force participation of people over 55 and women, increase the volume of full-time work, improve labour market transparency, and others (Dr. Wolfgang Müller, 2019).

Moreover, the importance of investing in professional training for young people, in the context of Egypt, was also strongly emphasised by the Foreign Minister Sigmar Gabriel in 2017 (Germany Federal Foreign Office, 2017).

Recently, in July 2020, Egypt and Germany signed a contract of €2 million for the establishment of the Egyptian-German Center for Jobs, Immigration and Reintegration, which is the first centre of its kind in Egypt (Egypt Independent, 2020). The centre aims to provide a wide-range of information about the German labour market to those who wish to migrate out of Egypt to promote safe and regular migration, rather than illegal migration, as well as provide information and guidance for economic and social integration to returnees from abroad re-integrating back into the Egyptian society.

C2.3 Legislation, Policy and Strategy analysis related to migrant integration in Italy

Immigration to Italy from the 1980s was firstly managed through administrative regulations and bureaucratic discretion, while immigration laws largely absorbed the planning of admissions of foreign workers. The first actual notion that immigrants were growing in demand to carry out low skilled jobs in the Italian labour market are underlined in the “Martelli Law” of 1990 (L 39/1990).

On the other hand, the three-year *Document of Migration Policy Planning* (“Documento Programmatico Triennale” in the Italian language) was the first policy instrument to identify main priorities and planned integration measures for the period of 1998-2000. The other *Planning Document of 2005* was also the last national strategy aimed at integrating migrants and their children.

In 2017 the Italian government adopted **the National Integration Plan for Persons Entitled to International Protection**, funded by the EU and national financial resources. The Plan set out priorities for 2017-2018, including interreligious and intercultural dialogue, language training, access to education, labour inclusion and vocational training.

At the end of 2019, the implementation of the plan was limited to pilot actions in the three regions of Italy: Piedmont, Emilia Romagna and Calabria. The implementation of the plan however took a more inclusive approach, whereas amongst the key actors responsible were local authorities and local public services, with the support of civil society organisations, as well as with the collaboration of United Nations High Commissioner for Refugees (UNHCR).

National Legislation	Detailed Description
Foreigners Law	The legislative decree 286/1998 adopted in 1998 and its succeeding amendments embody the main legal framework on immigration and integration. Among the main amendments introduced, the most important is law 189/2002, which employed a more restrictive approach, and significantly reformed rules related to legal and irregular migration.
Asylum Law	Asylum laws in Italy are mostly outcomes of the transposition of the EU directives on the Common European Asylum System (CEAS) and their altered versions. Therefore, asylum is not enclosed as an organic legislative framework in Italy, but it is regulated by numerous parts of legislation targeting different features, such as qualifications, status determination procedures and reception and integration services for asylum-seekers and beneficiaries of international protection.
Integration Law	Italy does not have a self-standing integration law.
Nationality Law	Law No. 91/1992 constitutes the current legislative framework on naturalisation. The Security Bill adopted in 2009 introduced restrictive rules in the area of naturalisation by marriage, with the goal of tackling ‘marriages of convenience’.
Anti-Discrimination	Anti-discrimination is not an object of organic legislation in Italy, but it is addressed by a number of legal provisions contained in several pieces of legislation. Law 205/1993 (“Legge Mancino” in the Italian language) punishes hate speech and tackles discrimination on the grounds of race, religion and nationality.

Legislative Decree 113/2018, adopted in 2018 and converted into Law 132/2018 (“Salvini Decree” in the Italian language) introduced two new elements in the cases of:

- Naturalisation based on marriage, the foreign spouse must endorse knowledge of the Italian language via the ‘Common reference framework for knowledge of languages’ at a level no lower than B1, and
- Naturalised Italian citizens who are condemned of terrorism charges and are bound to lose their Italian citizenship. Such removal of citizenship would not affect non-naturalised citizens, even if being convicted on terrorism charges.

Furthermore, the **Immigration Act of 286/1998** includes provisions related to anti-discrimination. It therefore outlines equality of treatment between nationals and foreigners in the following rights, such as access to employment, labour conditions, social assistance and security, as well as protection against discrimination as an individual.

In Italy, regional governments have the competences over integration strategies. Moreover, they enjoy full independence in policy planning and implementation, thus producing a multilevel governance framework. According to the Italian legislation as well, regions are the key actors in planning integration policies, given their legislative and regulatory competence in the areas of social policies, education, labour market, vocational training, health and housing. Similarly, the annual admission quota for third-country nationals in Italy, for the purpose of employment compensation is based on a needs assessment at the regional level.

As per the policies set by the regional governments, municipalities are accounted as the main responsible bodies in terms of identifying actual integration measures and policy implementation. Therefore, the vital responsibility of local authorities and public services at the local level, is also reflected within the framework of the *National Integration Plan for Persons Entitled to International Protection*, whereas offering of educational institutions and healthcare services are noted.

Hence, it is critical for Egypt to absorb Italy's decentralised approach in planning of integration policies, and to effectively exercise across its own services directed towards potential migrants to the EU.

In line with the comprehensive understanding of migration and the 'mobility partnerships' promoted by the EC, when establishing the annual quota for labour migration, the Italian Government reserves spaces in the quota for nationals of third countries with which it has signed agreements designed to regulate migration flows, such as readmission agreements and subsequent agreements designed to regulate entry flows and procedures for re-entry. For example, the quotas which had been enforced in 2007 prove the importance of these agreements, where nationals of countries with which Italy has signed agreements in the prior years, including Egypt are given a noteworthy share of the general quota (i.e. 8,000 Egyptians out of the 47,100 admissions assigned for non-seasonal employees) (Mantovan, 2007).

This approach seems practical since, in principle, it is a win-win for both the EU member state and the third country parties involved. Nonetheless, these policies and their outcomes have not been analysed in detail to ensure the added value they bring to the table. Inversely, restrictions are applied to those third countries which do not cooperate or participate in the fight against irregular migration.

Special provisions have been adapted and governed within the context of these agreements in various EU member states. In various such provisions, for example migrant flows for the purpose of seasonal labour, Italy is one of the more accommodating EU member countries, as it is one of the two countries that has introduced multiple-entry permits for seasonal work for up to three years, whereas other EU member countries keep to the limitation of a maximum number of months of residence per year. Additionally, while some EU member countries do not permit seasonal workers to apply in-country for another immigration category, Italy is one of the two countries that does make it possible for immigrants to switch status for certain specified categories, such as switching from 'seasonal work' to 'employment' etc.

C2.4 Institutional Apparatus and Integration Programmes in Italy

At the national level, Ministry of Interior and Ministry of Labour and Social Policies share the responsibility for the governance of integration policies. Managing integration policies and other practical activities are delegated to General Directorate of Immigration and Integration Policies of Ministry of Labour and Social Policies.

Italy is represented at the European Integration Network by its Ministry of Interior. Within the Ministry of Interior, the Department for Civil Liberties and Immigration deals with matters related to the protection of civil rights, including those related to immigration, asylum, citizenship and religion.

Additionally, representatives of the most relevant immigrant organisations and NGOs are consulted during the drafting of policies and can participate in the technical group meetings of the Coordinating and Monitoring Committee, the inter-ministerial body in charge of drafting migration policies. Nevertheless, the participation of non-governmental stakeholders in migration decision-making ultimately depends on the Government's predisposition. Ministry of Labour and Social Policies manages a national register of the organisations providing integration services.

Aside from the national level, consultative bodies have been established in most regions of Italy with the aim to bring stakeholders together and carry out public consultations. Nevertheless, participation of CSOs and experts differs significantly across regions. It is also noted that often public consultations do not involve Immigration Territorial Councils, which are consultative bodies operating at the provincial level under the responsibility of the Ministry of Interior.

Nonetheless, Italy ensures availability of national and private funds for service providers and other stakeholders to carry out initiatives and projects for a better integration of the migrant population, because NGOs are very important in migration matters in Italy. Therefore, non-profit organisations and local authorities can apply for financing through various EU funds, such as Asylum, Migration and Integration Fund (AMIF), European Social Fund (ESF) and other offered EU funds for integration.

In the Italian context, the cultural and social integration of the migrants have only recently become part of governmental discourses, and planned policy instruments. Yet, observations that may be made after investigating Italian integration policies are that integration policies may have an assimilative approach, and that there is a gap between policy and practice (Caponio, T. and G. Zincone, 2011).

A more cultural notion of integration was first presented in 2006, with the drafting of the *Charter of the Values and Citizenship and Integration* elaborated by experts in collaboration with voluntary organisations and religious and immigrant communities. The charter is connected to the *European and International Charters on human rights* and the *Italian Constitution*. It intends to present guidelines for the Ministry of the Interior and for immigrants, religious communities and Italian citizens, with the intention of spreading data related to the problems concerning immigration (Immigrazione Oggi, 2007).

Later in 2010, the *Integration Plan* (“Piano per l’integrazione nella sicurezza” in the Italian language) was presented categorising five areas where integration occurs and in which it is required to intervene, such as the educational system to help with Italian, values and civic culture; language courses for adults, with particular focus on women; the labour market, to avoid the rise of the informal economy; housing policies to avoid the formation of ethnic enclaves; access to social and health services; and to ensure that education is guaranteed for children and second generation migrants (Caneva, 2014).

Since 2012, newly arrived immigrants have been obligated to sign the *Integration Agreement* (“Patto per l’integrazione” in the Italian language) when they obtain their first residence permit. Similarly, to the model of the *German Action Plan* elaborated in section C2.1, signing of such an agreement by migrant ensures a two-way approach, whereas migrants also commit to achieving specific integration goals in a particular timeframe.

In the Italian model, achievement is determined through a credits system assessing sufficient knowledge of the Italian language (A2), constitution, civic life and institutions, entailing of a language course, civic education and vocational training. Moreover, the fulfilment of these integration goals are mandatory for the renewal of permits. However, various categories of migrants are exempted from this obligation, either by law or if their permits cannot be withdrawn, in cases of beneficiaries of international or humanitarian protection, family migrants, long term residents, relatives of EU citizens.

The Plan together with the Integration Agreement, are the main instruments adopted by the Italian government for action on integration. Nonetheless, although the Integration Agreement highlights requirements that immigrants have to fulfill in order to integrate i.e. to “assimilate,” there are no references to the protection of immigrant cultures and languages.

The Italy-Egypt context

The Italian state, signed a Cooperation agreement on readmission with Egypt in 2007 aiming to favour the match between supply and demand through the exchange of information, promote training courses and educational cooperation programmes; assign preferential quotas, especially for those who have attended training courses in Egypt; and enhance the role of immigrant communities in Italy. The agreement entered into force in 2008, and was still being applied in 2013 (Cooperation agreement on readmission between the government of the Italian Republic and the government of the Arab Republic of Egypt, 2007).

In 2019, Italy and IOM signed an agreement to implement the second phase of the development project “Initiatives for local development of Egypt through the support of Egyptians abroad,” thereby recognising the great role Egyptians abroad have in the development of their country of origin (International Organisation for Migration (IOM), 2019).

Additionally, the Integrated Migration Information System (IMIS) was a project dedicated to put implementation of a regulatory policy in practice, which ended in 2016. It was financed by the Italian government and jointly implemented by the Egyptian Emigration

Sector of the Ministry of Manpower and Emigration, as well as the IOM. The implementation timeframe was 2001 through 2005, while the second phase of the project, started its implementation in 2010, involving the same stakeholders and donor. IMIS' aim was to support the management of regular migration flows from Egypt, advance the social status of Egyptian migrants in host countries, specifically Italy, and boost the Egyptian migrant input to Egypt's development by channeling human and financial resources generated by migrants abroad. (Egyptian Ministry of Manpower and Emigration, Christine Fandrich, 2009).

This project relied heavily on modern technology, whereas a website developed on an automated matchmaking platform aimed to connect Egyptian job seekers with employers abroad. In this manner, potential Egyptian migrants were kept up to date with data about a number of destination countries, as well as an info-portal for Egyptian migrants abroad. Since its initiation, the website matchmaking platform had received 170,000 applications from potential Egyptian migrants, out of which 1,500 applicants were selected for interviews for positions of machine operators, assistant cooks, cooks, engineers, system developers and construction workers. Out of them, 200 applicants passed a practical test, while only 178 were nominated to work in Italy.

Moreover, several policy documents in Italy plan the distribution of funding or the implementation of bodies committed to integration issues, but these actions have never been implemented or have been removed after a brief period of implementation.

Considering the competence of regional governments in Italy, integration policies are implemented by regions at local level due to their autonomy to coordinate the entire local system of social services. For example, the allocation of integration funding and investments in language courses are decided by local authorities themselves. On the other hand, housing is an area in which regions devote funds for integration policies, while language courses are often implemented with the help of the European Fund, by various organisations and associations in partnership with the local authorities.

Moreover, integration policies are generally endorsed through the European Integration Fund, because the funds for social policies, including migrant integration policies, have been reduced tremendously.

Regions of Lombardy and Piedmont have implemented ventures to offer temporal accommodation to migrants, support them in finding permanent accommodation, and favour relations with Italian neighbours. Help with labour supply and demand is another example of a very practical initiative.

As a result, the tools of policy implementation in Italy are fragmented and not consistent, and they depend on the initiatives of local authorities and the active CSOs and on the private sector in specific areas of Italy. The latter translates into difficulties for potential Egyptian migrants, depending on the region of Italy where they decide to reside. Therefore, CSOs and private sector organisations are particularly active, and they have a very important role because many integration initiatives were a result of their sole efforts, thereby compensating for the lack of integration policies since the initial immigration flows. They are to date complementary to Italian institutions.

C2.5 Comparative based analysis of two legislative infrastructures to evaluate the impact evaluations on labour mobility channels and integration policies

The previous sections and sub-sections of this paper provide an overview of the existing key legislative infrastructure and institutional apparatus on labour mobility and integration policies. Consequently, this sub-section aims to provide a comparative based analysis of two legislative infrastructures, EU selected case countries, and Egypt in order to promote flexibility to the Egypt legislative infrastructure.

In general, the Egyptian labour market legislation appears as rather flexible. Despite the lack of specific mention in the new Labour Law of types of labour contracts, such as part-time work, the unlimited and free use of fixed-term contracts grants employers considerable power and autonomy in determining the size and employment modalities of their labour force at various moments, production cycles and economic circumstances.

Nevertheless, a high degree of flexibility normally requires a decent level of protection for workers whose basic rights risk otherwise to be abused. As noted in the different sections of this paper, there are some instances where the position of workers is extremely weak and unprotected in Egypt. The existence of well-functioning social dialogue and of strong workers' organisations usually helps reconcile labour market flexibility with workers' protection and employment security. Therefore, the establishment and proper functioning of social dialogue institutions can help achieve this objective.

Moreover, a poor protection system for workers can be compensated by the provision of solid technical assistance through training and employment services, as well as through various labour market measures. In that context, the efficiency and effectiveness of employment services in Egypt must be substantially upgraded so they can provide workers with quality services both when they enter the labour market for the first time and when they need to find jobs after the termination of previous employment relationships. Hence, there is a need for the government to form a comprehensive and realistic employment promotion strategy for Egypt, which would involve the relevant economic and social ministries, the social partners and important sections of the civil society.

On the other hand, the EU legal migration framework is enacted in numerous directives adapted from 2013 up to 2016. These directives regulate from 'admission and residence conditions' to 'equal treatment rights and mobility' within the EU for different groups of third-country nationals. While the directive aims are relevant to EU's needs related to legal migration, the identified gaps in the directives regarding various categories of third country nationals, are mostly covered by national legislation of singular member states. For example, all member states have schemes for the admission of low and medium skilled third-country nationals, while the latter are not covered via the EU directives (European Commission Staff Working Document, 2019).

In general the EU framework related to migration has been accompanied with limitations, such as fragmentation, inadequate coverage of EU rules, improper

application of the common rules, and more. As far as application of EU rules in practice, various levels of success and efficiency have been noted across different EU countries depending on the countries' flexibility.

Additionally, extensive research of independent institutions finds that European countries have been lagging behind in conducting vital impact evaluations of immigrant integration policies that would in return determine whether policies are cost effective for boosting outcomes. Having said that, it has been noted that collection of data at both national and EU level ought to be improved. Yet, various types of programmes that work best for immigrants and best use and develop immigrants' skills, have been noted for both selected countries for this research: Germany and Italy, range from job search personalised assistance tied with intensive coaching, general introduction programmes and language trainings to provide migrants with country-specific skills, subsidised private jobs and more.

Considering migration is highly likely to play a growingly vital role in tackling labour and skills shortages in an ageing European society, coherence and complementarity across migration legislation and policies, as well as more efficient interaction are of great importance to make the EU more competitive.

While the current EU legal migration framework has not managed to have a great effect on the overall obstacles related to migration in Europe, the benefits of having a shared EU legal framework for legal migration range from: improved legal reliability and predictability for third-country nationals, employers and administrations; improved acknowledgement of third-country nationals' rights; improved intra-EU mobility for various groups of third-country nationals, such as researchers and students and ICT; simplified administrative procedures; and harmonisation of conditions, procedures and rights across EU member states.

In the case of Germany, one of the two selected case EU countries for the research, managing immigration flows has been identified as a government top policy priority, whereas immigration and integration policies have a vital impact. On the other hand, the other selected EU member state, Italy's integration policies have been mostly focused on economic integration, whereas social and cultural policies remain marginal, and have only developed recently, but with great assistance from its CSOs.

The table opposite aims to provide a concise summary of the conclusions reached through the assessment in terms of the legal and policy apparatuses in place for the regulation of labour immigration and emigration. It also intends to compare the legislation and policies in place, including integration policies, as well as level of bilateral and multilateral agreements, and the related challenges across Egypt, EU and the EU selected member states, Germany and Italy, with a view to identifying recommendations that will follow in later sections of the research.

Comparative based analysis

Egypt

European Union

Germany

Italy

Bilateral and Multilateral agreements

Egypt has signed agreements at both the EU level, as well as with member states, Italy and Germany. Nevertheless, Egypt cannot react flexibly and maximise the returns of international migration, due to the government mostly having to resort to ad hoc migration management measures. There is a lack of mobility management tools, like migrant pre-departure training and orientations or skills training. Also, there is policy and planning deficiency on labour migration in Egypt, rather than the lack of legal basis.

European Agenda on Migration suggests a supply-driven system as an instrument to match EU labour migration policy to labour market needs. EU labour migration policy integrates measures to enable the labour market integration of all flows of migrants into the EU. This does not represent solely economic migrants in the EU labour market with a work permit, but also all third-country nationals with access.

Italy entered into bilateral agreements with Egypt. In 2007, Italy signed an agreement with Egypt to, amongst others, promote training courses and educational programmes.

In 2019, Italy and IOM signed an agreement to continue implementing the "Initiatives for local development of Egypt through the support of Egyptians abroad."

In 2017 Egypt signed an Agreement on Bilateral Dialogue on Migration with Germany to intensify collaboration on migration underlining the importance of investing in professional training for young people.

Integration policies

Return and reintegration of migrant workers into the Egypt labour market are migration cycle stages which are currently neglected with only a few organisations assisting returned workers, whereas financial education, investment of savings in welfare, education and training projects are not offered to ensure positive reintegration of returned migrant workers.

The selection and analysis of data on key legislative frameworks and institutional apparatus on labour mobility from Egypt to the EU region are in general limited.

EU Action Plan on the integration of third-country nationals (2016) supports member states' efforts in the development and consolidation of their integration policies.

EU legislation opted for a segmentation approach which entails EU legal migration directives. But, ineffective promotion of some of the directives resulted in unsatisfactory results.

Germany's National Action Plan on Integration in 2016 institutes a paradigm shift in integration policy.

Refugees who show the potential to integrate and have a good chance of staying permanently in Germany are provided with easier and faster access to integration classes and employment opportunities, while refugees who refuse to cooperate face a reduction in benefits.

In 2017 Italy adopted the National Integration Plan for Persons Entitled to International Protection, funded by the EU and national resources. Integration policies differ across regions in Italy.

Since 2012, newly arrived immigrants are obliged to sign the Integration Agreement when they obtain their first residence permit which are universal across Italy.

Comparative
based analysis

Egypt

European Union

Germany

Italy

Challenges in Legislation/ policies

Limited gendered context in Egyptian migration related legislation and policy.

Limited inter-ministerial coordination in policy making related to migration.

The Labour Code is silent on pre-departure and training of migrant workers, reintegration into the Egypt labour market upon return, portability of pension and compensation rights, and portability of migrants' social security contributions.

Egypt should amend the new anti-smuggling law, or issue regulations to clarify the law and ensure that refugee fundamental rights are protected.

Recruitment of Egyptian workers for employment abroad should be regulated to prevent against trafficking, smuggling, forced labour and fraudulent recruitment.

The political sensitivity of immigration policy and the independent capability of member states to decide the

volume of admissions of third-country nationals seeking work are two major constraints on policy initiatives in this field of migration.

The current situation is characterised by the absence of a single European labour market and by the limitations of European employment policy, reduced to a kind of open method of coordination.

The tools of policy implementation in Italy are fragmented and not consistent, and they depend on the initiatives of local authorities and the active CSOs and or the private sector in specific areas of Italy.

The latter translates into difficulties for potential Egyptian migrants, depending on the region of Italy where they decide to reside.

Not all of Germany is content with "Germany becoming a country of migration," but the latter is a need due to Germany's aging society.

Limited focus is put on the Government to transparently communicate the benefits of inclusive policies and legislation to non-immigrants as well.

There is a limited number of independent institutions in place to monitor the implementation and the effects of such legislation and policies.

Challenges in Integration policies

Services available to Egyptian migrant workers currently are too limited due to resource constraints and also an overemphasis on assistance to workers covered under the bilateral agreements with the EU.

Various obstacles to migrant integration, such as inadequate language skills, lack of formal qualifications, health problems, cultural religious aspects, jobs ethnicities and assimilation need to be overcome by the EU and the member states, since legal migration is a field with a jointly shared competence of the EU and its member states.

There is a gap between policy and practice.

Policy documents plan the allocation of funding for the implementation committed to integration issues, but these actions are not implemented, or after a brief period of implementation they are removed.

The labour migration system in Germany is fairly open to highly-educated immigrants with a matching job offer, but that does not apply to jobs that do not require a tertiary degree. Moreover, this system does not consider the fact that the German language is the key skill demanded by employers.

D. The impact of labour migration policies and legislation on migration flows and the labour market integration of immigrants

The findings related to the impact of EU labour migration and legislation on migratory movements are limited. Moreover, coping with international labour required by its EU labour migration has not received the deserving attention of the policy makers. Nevertheless, legal migration is a key element of international bilateral migration policy dialogues between the EU and its partner countries, undoubtedly required to counter the approaching demographic crisis in Europe (Martín, I., Di Bartolomeo, A., De Bruycker, P., Renaudiere, G., SALAMONSKA, J. J., & Venturini, A., 2015).

This section reflects on the policies of select European labour markets/EU labour migration policy and the impact migration policies have on migratory movements, by allowing a matching of skills required by European labour markets and those selected skilled via policy instruments, as well as by fighting irregular labour migration via established effective legal labour migration channels. Consequently, the section also reflects the impact on labour market integration of immigrants by understanding the potential opportunities and challenges that Egyptian migrants specifically may face in the EU, and Germany and Italy in particular.

The visa requirement for foreign travels tightened after the Egyptian revolution of 2011 (overthrow of Mubarak) in Egypt. Nevertheless, that did not in any way decrease the willingness of Egyptians to emigrate. Quite the opposite, Egyptians at the time sought various routes and ways to leave Egypt, which are followed to date, primarily to the Middle East and North Africa (MENA) region, as well as to the region of modern western states, like USA, Canada and Europe. While the initial groups were mainly characterised by temporary and circular migration, other groups were characterised by other motives that include religious and political persecution, personal and professional development and training, academic careers and other forms of labour and marriage migration. (Weißköppel, 2015).

The factors that affect mobility of Egyptians toward the EU are overqualification and absence of quality employment within Egypt. On the other hand, Egyptian mobility can also contribute to the expansion of skills and knowledge which could consequently result in contribution to Egypt's development. The latter can also establish sustainable bridges among a high skilled labour force in the EU and Egypt, so long as the EU and Egypt are committed to the full protection of the rights of migrants.

Additionally, as noted in Research Paper 1, skill transferability in European labour markets is faced with high barriers for all migrants. For Egyptian migrants as well, deskilling is very common, especially for women migrants, because when there is no or limited skill transferability, even highly skilled and educated women straightforwardly join paid care work. The latter requires special support for the labour market integration of migrants, by mapping of migrant knowledge and skills, targeted regularisation of irregular migrants and facilitating of changes in migratory status, whereas a gendered approach is employed to ensure labour market demand and incentivisation.

Hence, participation not only of governmental institutions, but also of representatives of CSOs and the private sector, which have helpful information on local conditions and needs is encouraged to achieve successful co-ordination and adaptation of legislative and policy implementation. As an example, CSOs, including trade unions, representatives of Small Business Enterprises (SMEs) may provide services that complement government services, such as vocational training, placement and special re-integration services.

D.1 DO CURRENT EU-EGYPT MIGRATION POLICIES RESPOND TO EU MARKET NEEDS?

Available evidence on the need for labour migration from third countries to the EU is reviewed in Research Paper 1 "*Understanding the labour markets of key EU destination countries*". Results indicate that international migration is set to have an important role in meeting the needs of EU labour markets. Nevertheless, it may be noted that even the newly proposed *European Agenda Migration* does not represent a comprehensive and coherent policy, filling out the gaps in the current EU labour migration policies.

The chapter of European Agenda Migration "*A new policy on legal migration*" does not encompass major novelty in regards to the current EU labour immigration rule. The proposals do not respond to the identified and projected labour needs of the EU over the medium to long-term in relation to future EU labour migration policy and its integration with labour market and employment policy.

Although, the EU Community *acquis* in the area of freedom, security and justice is significant, its measures are mostly directed towards security matters cooperation between administrations, rather than assuring and promoting the rights and interest of migrants coming to EU. (Gerard Deprez on behalf of the Committee on Civil Liberties, Justice and Home Affairs to the Council (O-0128/08), 19 November 2008).

Nonetheless, Egypt concluded Association Agreements with the EU in 2004, where migration is listed as one of the working areas. Moreover, continuous re-actualisation of EU migration policy presents a unique opportunity to open the discussion for the EU labour migration policy in the context of its current labour market gaps and forecasts. Therefore, the policy developers ought to be wary of misalignment between the demand for labour in the EU and the supply of adequately qualified workers from countries of origin, as elaborated in the Euro-Mediterranean Network for Economic studies (EMNES) Policy paper in 2019 (EMNES Policy Paper 009, 2019).

Moreover, time and monetary investments to materialise projects that foster legal migration on the large size and diverse composition of migration flows ought to be used strategically to reduce irregular crossings. The latter may be undertaken even in small scale projects, as long as they are implemented in close cooperation with the government of migration origin, and as long as existing social network, i.e. relevant diaspora, residing in the EU, are empowered to support labour migration integration. Moreover, the EU ought to attempt to in such a way contribute to enhancing the information available to would-be migrants in close cooperation with the countries of origin (Alcidi, 2019).

To translate the above to the Egypt-EU context, providing more legal labour migration pathways is considered a way forward for EU-Egypt migration policies.

In 2017, a €60 million programme under the EUTF was signed, aimed at supporting 'Egypt's migration management, addressing the root causes of irregular migration into and from the country, and supporting Egyptian communities hosting migrants (European Commission, 2018). Additionally, as part of the EU Trust Fund, a project on Labour Mobility involving Egypt is being developed, with the contribution of the German Development Agency (GIZ), as well as the IOM and the ILO. Parallely, Egyptian authorities have also been actively engaged at a technical level, including by participating in a Workshop on Labour Migration and Visa Facilitation under the Mobility Partnership Facility (European Commission & High Representative of the Union for Foreign Affairs and Security, 2018).

Additionally, Europe has an enduring and important presence in Egypt in the field of Science, Technology, Research and Innovation. Over time, the collaboration between European and Egyptian scientists has been growing in the framework of bilateral or multilateral research projects. In 2005 the EC and Egypt signed a *Science and Technology Agreement* that entailed various activities of collaborative research projects, joint funding, mobility schemes and networking (EC-Egypt Science and Technology Cooperation Agreement - Roadmap, 2007-2008).

Egypt has signed similar agreements with many EU member states as well. Moreover, the EU has pushed forward its cooperation in science and technology through its *7th Framework Programme for Research and Technological Development*, covering broad areas of collaborative research in ICT, Health, Energy and Agriculture (European Commission, Research and Innovation, FP7, 2016).

In December 2013, the EU launched its Horizon 2020 programme: H2020 (2014-2020), positively proving EU's belief in research and innovation as a means of addressing the great socio-economic challenges that will be faced in the years ahead through one of the greatest and most open research programmes in the world (European Commission, Horizon 2020, 2014-2020). An essential part of this is stepping up Egypt's engagement with its international partners, to make sure that they cooperate in those areas where their impact is the greatest.

The successor of the *Horizon 2020* programme is *Horizon Europe* set to begin in 2021, with the Commission's proposal of an ambitious €100 billion research and innovation programme. The provisional agreement amongst the European Parliament and the Council of the EU was reached in March/April 2019, while the Parliament endorsed the agreement in April 2019 (European Commission, Horizon Europe, 2019-2020). It is of utmost importance for Egypt to be informed of such future plans.

Finally, the segmentation, or the category-specific approach, to legal labour migration does not respond to the needs of EU labour markets, which are subject to a process of steady and measured unification. Hence, central decision making should be adapted to decentralised integration policies and programmes applied locally to enhance current labour force in the EU, including labour market integration of non-economic migrants (family reunification beneficiaries and refugees; intra-EU mobility of third-country nationals; and targeted regularisation of irregular migrants).

The formal decentralisation of responsibilities is most commonly found in decentralised states, such as Germany and Italy, which also happen to be the selected EU member states for this research. For example, while the German federal government is overall responsible for promoting employment and has been formally responsible for integration policy since 1997, it has managed to transfer specific aspects of labour market integration to states and municipalities in Germany. Having said that, while German states are responsible for policies related to vocational education and training, German municipalities are responsible for guaranteeing access to public services, managing social security benefits (and getting jobseekers into work), and helping young people access the labour market (Bendel, 2014).

Similarly, the Italian national government establishes an integration plan that regions of the country can then build upon, setting objectives in areas like labour market integration and managing public employment services. Italian municipalities are also responsible for reception services and helping immigrants access social services, which can include language training and other employment-related measures (OECD, 2014).

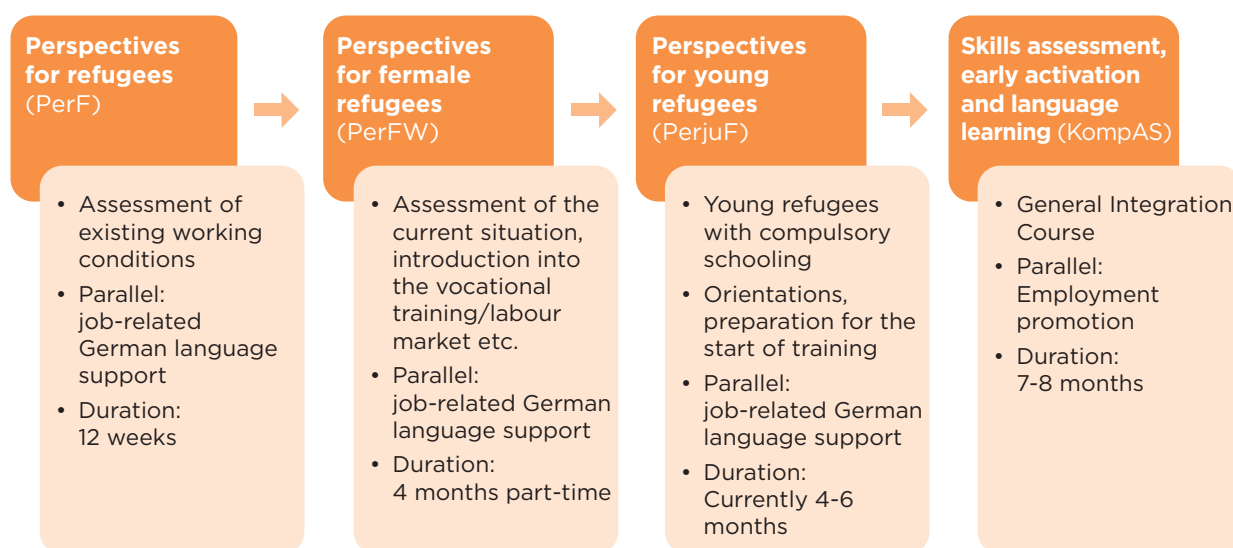
D.2 LOCAL AND REGIONAL BEST PRACTICES ON LABOUR MOBILITY CHANNELS AND INTEGRATION POLICIES IN CONTEXT OF EGYPT

Integration programmes

Local and regional authorities play a crucial role in developing and implementing efficient, sustainable and replicable integration programmes. In 2019, the European Committee of the Regions (CoR) identified a various range of local and regional best practices on integration practices. Following are the best practices identified in Germany and Italy. The good practices identified in these cases have a clear local or regional dimension and are operated or co-funded by these authorities. While Germany has a greater list of best practices for migrant integration, there were limited best practices noted in Italy.

Germany

Germany has launched a great number of programmes which combine labour market and language support for various categories of migrants as can be noted in the table on pages 42/43. These programmes have been tailored to benefit migrant integration.



An example of best practices identified in Germany:

From refugee to citizen, Germany's approach to refugee integration, in Altena, Germany (OECD, 2018)

Under the theme 'From refugee to citizen', the city of Altena, Germany started implementing a best practice initiative in 2014 in the area of integration of migrants in the education system and labour market, and in political and civic local life, as well as access of migrants to health services and housing. This best practice undertook an inclusive approach to refugee integration, with civil society, rather than government administration playing the role of the main actor.

The city had supported civil society in implementing initiatives in a range of areas, including housing support, mentoring, language learning and labour market integration. The basis for the success of this initiative was precisely the community's openness to newcomers and being part of the integration process through the investment of their time and resources. For example, various activities have been realised with the support of Stellwerk, a local volunteer agency that is supported by the city council.

Similarly through language classes and improved language skills, adults were ensured better access to the labour market. Various voluntary mentors were also important contacts for access to the labour market, helping companies and refugees connect with each other. Additionally, some companies have offered vocational orientations and internships, recognising existing qualifications and teaching new knowledge. In some cases, they might have even offered permanent employment to migrants.

Such projects are not only implemented for, but also with, refugees, through their active participation and commitment to take responsibility for integration, by also giving back to the community.

Due to Altena's pioneering approach, the city was able to take in an additional 100 refugees in October 2015, whereas in 2017, the western German town of Altena was given a prize of a cash award of €10,000 for its contribution towards the integration of immigrants into German society (Deutsche Welle, 2017).

Example of Implementing Integration Programmes in Germany:

- **Which doctor speaks my language?** – Medical directory for migrants in Darmstadt-Dieburg, Germany, whereby doctors in the district who speak languages in addition to German are listed in the publication, together with their areas of specialisation and contact information.

Since 2011, this initiative supports migrants acquire good healthcare, as a joint project of the Office for Migration and Inclusion and the Office for Equal Opportunities with financial resources from the Darmstadt-Dieburg district (**Website of the Office for Migration and Inclusion, 2019**).

- **Language counselling as a part of labour market integration** – Darmstadt-Dieburg district in Germany has an essential unit of language advice within the centre of municipal jobs.

The Staff trained in German as a second language offer assistance in applying for language courses, in addition to preliminary consultation and advice on the types of courses. The language advice is directly related to the process of labour market integration and staff case management.

- **Promoting multilingualism with book chests** – Office for Migration and Inclusion of the Municipality of Darmstadt-Dieburg (Germany) put together multilingual children's books and CDs named as 'book chests,' which have been available since 2013.

Educational establishments in the district can borrow these materials for their work in looking after and educating children. Additionally, the chests include informational brochures, such as those for parents in different languages, and materials for teachers. Feedback from teaching staff has been very positive (**Office for Migration and Inclusion, 2019**).

- **Tailored integration process for migrant children and their parents in the education system** – Heilbronn city in Germany has introduced a few of the tailored integration process initiatives related to the education system.

This initiative implemented testing for newly arrived children at school to find the most appropriate type of school and maximise their educational potential; presenting parent mentors as interpreters for meetings with parents in kindergartens and schools; as well as obtaining funding from the state and the national level to achieve strategic integration goals (**Landratsamt Heilbronn, 2019**).

- **MoBio** – Digital management of integration documents and processes - Baden-Württemberg in Germany launched an online application MoBio (Mobile Biography) making it possible for newly arrived migrants in the Rhein-Neckar district to upload certificates, qualifications and other personal information, to contribute to drawing up integration plans and agreements.

The application confirms with the digital integration management regulation of the Ministry of Social Affairs and Inclusion. Currently more than 1,000 refugees registered in the system, and their uploaded files are stored centrally on a secure server of the Rhein-Neckar district authority (**Landratsamt Rhein-Neckar-Kreis-Stabsstelle Integration, 2019**).

- **Local initiatives for refugee integration** – Schneverdingen city in Germany has implemented a variety of refugee integration initiatives, such as: weekly organised ‘Welcome cafés’, one-on-one meetings between aid workers and refugees, activities such as a reading group, cooking group, bicycle workshop, group for mothers, etc.

The integration initiatives focused on the needs of people in their educational and professional lives. Daycare centre, school, vocational school and other relevant local institutions like the Federal Employment Agency were noted to also be well prepared to meet refugee needs. For the many initiatives, the municipality delivers information, supports projects with applications for funding, engages coordinators and makes material resources available. Similar material can be noted in the website of the initiative (**Fluechtlingshilfe schneverdingen (FHS), 2019**).

- **Refugee Welcomes Housing Project** – started in Germany, but has now become a cross-border platform replicated and implemented in other EU member states (**Refugees Welcome International, 2019**).

Platform’s aim is to allow refugees to live in flatshares or houses instead of camps, by housing them in private accommodation, which is advertised as an advantage for everyone by allowing refugees to live in sound accommodation, learn the language faster, and adjust to a new environment more easily. The rent is mostly financed by government, but in other cases it is sourced from micro-donations (**Zusammenleben Willkommen, 2019**).

Italy

The best conditions for social integration of migrants in Italy have been identified in regions of Friuli Venezia Giulia, Umbria and Marche, and finally in Trentino Alto Adige (Caponio, 2013). For five years Friuli Venezia Giulia has been providing funds directed towards migrants, and in 2013 public tenders were launched to finance interventions in the five areas of the Integration Agreement.

Example of Implementing Integration Programmes in Italy:

- The Umbria region has a **website dedicated to immigration (Umbria website, 2020)**, as well as Friuli Venezia Giulia (**Friuli Venezia Giulia website, 2020**). For example, each year Umbria draws up a programme to present in which areas funds will be allocated.

As specified in the Integration Agreement, school, language courses, housing, and insertion in the labour market are the chosen areas for funding with particular attention to initiatives, which support collaboration among local institutions; as well as makes citizens aware of issues related to immigration and discrimination; and privileged immigrant women.

- A successful **project on language and civic courses** in the Lombardy region (**De Marchi, C. and S. Pozzi., 2013**).

- **Project on housing for migrants** in the city of Turin (**Cattai, G. and F. Garbaccio, 2013**).

- The Ministry of Interior, the Ministry of Education and Rai Education (**Rai education, 2020**) have created a **website to teach Italian and Italian civic culture to migrants**.

The website is financed by the European Fund for the Integration of non-EU immigrants.

E. Recommendations

This research paper aims to serve as an interactive guiding document for Egyptian counterparts to design potential legislative innovation to contribute to more effective and safer migrant labour mobility channels and collaborate with EU member states on labour market integration of immigrants.

The analysis of existing policy options for widening the legal channels for access to the European labour market permits some suppositions on the right mix of policy instruments to integrate into a comprehensive labour market approach. In terms of policy instruments, an analysis of existing options suggests the recommendations in this section, their impact, and some of the illustrative actions.

RECOMMENDATIONS FOR THE GOVERNMENT OF EGYPT

Following are recommendations for the Government of Egypt to develop policies aiming to protect migrants in Egypt better, fit legal migration channels to the needs of European labour markets, and enhance bilateral agreements within European labour markets:

Recommend	Impact	Illustrative action
1. Improving migration management legislation	<ul style="list-style-type: none"> - Addressing the silence noted in the Egypt Labour Code on dimensions of the migration cycle such as: pre-departure training of migrant workers, support of services throughout the duration of the contract, assistance to smuggled and trafficked migrant workers, conciliation mechanisms, financial education and remittance channels, reintegration into the Egypt labour market upon return, portability of pension and compensation rights. 	<ul style="list-style-type: none"> - Increase the number of mobility management tools, like migrant pre-departure training and orientation or skills training, to address the gap in policy and planning deficiency on labour migration, rather than only the lack of legal basis. - Establish migrant chain of safety and security from departure to destination through the professionalisation and a growing number of labour attaches.

Recommend	Impact	Illustrative actions
2. Better protection of migrant workers in Egypt	<ul style="list-style-type: none"> - Protection and provision of support to migrant workers in Egypt through education, and training of workers and strengthened labour inspection, mediation, arbitration and reconciliation to avoid abuse related to termination of contract, non-payment of overtime, poor conditions of work. 	<ul style="list-style-type: none"> - Introduce migrant protection policies that will target integration of immigrants in diverse domains of life. - Compensate claims, access to benefits and assistance in situations of dispute. - Adapt post-deportation monitoring mechanisms to assess the situation of people deported to Egypt in the past years
3. Enhancing bilateral agreements within European labour markets through institutional capacity building	<ul style="list-style-type: none"> - Rise of inter-ministerial coordination in emigration related matters to ensure that the different policy plans proposed by Egyptian ministerial bodies remain coherent and achieve complementary objectives. - In order to ensure legislative harmonisation, Egypt should continue the cooperation with member states for the strengthening of the UN treaty body system, and provide adequate support for UN agencies, programmes and funds that aid the promotion of human rights. Also, Egypt needs to engage in a comprehensive revision of its position with respect to the various international and regional instruments linked to human rights. 	<ul style="list-style-type: none"> - Integrate legal labour Egyptian migration opportunities to the EU, into the EU migration agreements with third countries (such as Mobility Partnerships), as well as mechanisms to facilitate the labour and skills matching for migrant workers for EU countries. - Egypt ought to be committed to submitting its periodic national reports to treaty bodies of the treaties it is a party of and to review reservations on and the status of ratification of the various regional and international agreements. <p>(For example, Egypt is committed to support the 2030 Agenda for Sustainable Development by reporting targets and goals on progress vis-à-vis the SDGs.)</p>
4. Fitting legal migration channels to the needs of European labour markets	<ul style="list-style-type: none"> - Align the adoption of national strategies in accordance with EU migration strategies and international standards, as well as renew bilateral agreements with EU member states. - More gendered Egyptian legislation and policy frameworks with positive impact on the Egyptian labour market. 	<ul style="list-style-type: none"> - The enduring reform of the EU Blue Card should enforce fewer costs on migrants and employers while granting more rights, particularly to intra-EU mobility, to Blue Card holders. - Offer migrants' skills acquisition through training and internships validated by EU accepted certifications.

Recommend	Impact	Illustrative actions
5. Ensure data production, protection and management	- Egypt must comply with normative standards on data production, protection and management, due to the risk that un-protected data entails for the safety of asylum seekers, and/or peaceful activists.	- Any data-sharing agreement between Europol and Egypt should be approved by the European Data Protection Overseer.

This paper acknowledges Egypt's efforts to progress towards achieving the 2030 Agenda for Sustainable Development by enabling Egyptian stakeholders to enact best practices at institutional, legislative and informational level for labour migrants, as well as to submit its periodic national reports to treaty bodies of various regional and international agreements. Furthermore, the government of Egypt should continue to pioneer the strengthening of the national human rights framework and the foundations for a contemporary and democratic society. In this way, Egypt will be committed to upholding the rights of its citizens in line with its respective international legal obligations and to continue to develop and strengthen its national human rights institutions and frameworks as the backbone of the protection of rights and freedoms of its citizens, as enshrined within the Constitution.

Additionally, for example the drift towards a growing number of female migrants leaving Egypt for family reunification in EU countries, has not been followed by integration programmes for women migrants. Hence, further steps needs to be taken for Egypt to develop a more gendered Egyptian legislation and policy frameworks related to migration. Similarly, Egypt should undertake strategic actions to better protect migrant workers in Egypt, and ensure it complies with the EU normative standards on data production. A national employment agency within MOMM to implement policies and programmes for employment, register jobseekers and vacant jobs, would assist and upgrade the current work that is being undertaken by the Employment offices, as part of the Egyptian institutions.

It is also crucial for Egypt to align the adoption of national strategies in line with EU migration strategies and international standards, as well as renew bilateral agreements with EU member states, due to the great power of discretion that EU member states have over EU central policies.

Moreover, as noted in the recommended actions above, by using the virtue of being a founder of and an active player in a number of key regional and political organisations, Egypt can lead the way to development of enhanced regional cooperation in the area of protection of all human rights and fundamental freedoms, including through the Human Rights Council.

Egypt can also do so through the implementation of the African Charter on Human and Peoples' Rights, the African Charter on the Rights and Welfare of the Child and the African Peer Review Mechanism; as well as engage in the consideration of the protocols relating to the rights of women and to the African Court of Justice and Human Rights. Furthermore, in order to enhance human rights and fundamental freedoms in the continent, Egypt ought to encourage more cooperation and political dialogue in the field of human rights.

RECOMMENDATIONS FOR ALL STAKEHOLDERS INVOLVED, INCLUDING INTERGOVERNMENTAL ORGANISATIONS (IGOs)

Following are recommendations regarding the cooperation between EU member states (Germany and Italy in this case) and the Government of Egypt, to develop policies that optimise the Egyptian labour force present in the EU, as well as extend the pool of potential Egyptian labour migrants in the EU. The recommendations are relevant for all stakeholders, including IGOs, as their implementation can be expected after a great set of efforts to be employed by all parties.

Recommend	Impact	Illustrative actions
6. Optimising the Egyptian labour force presence in the EU	<ul style="list-style-type: none"> - The recognition and certification of qualifications and skills attained in Egypt by Egyptians needs to be made easier, thus envisioning the progress of the EU-wide recognition system. - Enable the intra-EU mobility of Egyptians legally working in EU member states. - Incentivise the targeted regularisation of irregular migrants for whom there is labour market demand. 	<ul style="list-style-type: none"> - Support the labour market integration of migrants by firstly mapping their knowledge, skills and facilitating changes in migratory status to therefore understand Egypt's employment priorities. - National Integration Plan for Persons Entitled to International Protection, including interreligious and intercultural dialogue, language training, access to education, labour inclusion and vocational training.
7. Extending the pool of potential labour migrants for employers	<ul style="list-style-type: none"> - Enhance the appeal of the EU destination. - Address the limited skill transferability of Egyptian migrants and their de-skilling in European labour markets by expanding services to migrants in the form of assistance with access to EU labour markets and migrants' skills development. 	<ul style="list-style-type: none"> - Facilitate smooth integration of Egyptian migrant professionals with the required skills via an EU Traineeship Programme for them. - Provide opportunities for Egyptian migrants (foreign students) graduating in EU education institutions, to access EU labour markets.

Recommend	Impact	Illustrative actions
8. Ensuring an institutional cross-sector approach in the context of both EU and Egypt	<ul style="list-style-type: none"> - Develop inclusive approaches that ensure optimal engagement of stakeholders in Egypt and its communities abroad. - Explore the role of private placement agencies in international labour migration matching to be regulated via the development of a system of certified international recruitment agencies. 	Engage in dialogue with immigrant communities and NGOs to create common principles and improve the system of monitoring integration. Such data may be combined with polling and other tools for measuring the integration climate
9. Defusing misrepresentations of migrants in political discourse and public opinion	<ul style="list-style-type: none"> - Labour migration policies ought to be more transparent regarding the admission criteria harmonised with labour market needs. 	<ul style="list-style-type: none"> - Undertake a communication strategy on Egyptian migration at EU level to be employed and promoted through and with migrants on the realities of migration.

Labour market integration of immigrants is one of the key policy areas in many EU countries, which focus on migration. Effective integration of immigrants in the labour market is a vital factor of their individual level structural integration in the host countries, considering that it has been widely concluded that having a job and earnings that reflect one's skills positively contributes to the individuals' well-being, as well as positively influencing their social integration.

As part of the selected countries for this research, Germany and Italy, labour migration policies at both the EU central level, as well as at the EU member state level ought to be more transparent regarding the admission criteria harmonised with labour market needs.

On another note, any monitoring and evaluation of cooperation between the EU at the central level, or the EU individual member states, such as Germany and Italy, with Egypt in the field of migration and asylum should be based, amongst others, on the consultation of relevant European and Egyptian independent civil society organisations. Social partners and social dialogue mechanisms are a necessary component of any labour migration initiative, considering that they both define a labour migration policy responding to the actual needs of the labour market.

Having said that, initiatives aimed at affiliating different stakeholders in society, such as the Integration Summits organised in Germany in July 2006 and July 2007, are undoubtedly a step in the right direction. They have involved the participation of various stakeholders, including civil society, immigrants groups and community and government representatives, to so help the Governments to develop wide-ranging policy for immigrants and their families.

In that context, building of immigrant trust and the trust of immigrant organisations is an important duty of both the country of origin and the host country, because the latter leads to promotion of migrant integration. Similarly, it is very important for the Governments to transparently communicate the benefits of inclusive policies to non-immigrants too, as well as to ensure there are independent institutions in place to monitor the implementation and the effects of these policies.

RECOMMENDATIONS FOR COORDINATION OF EGYPTIAN MIGRANTS FROM THE PERSPECTIVE OF EU MEMBER STATES, GERMANY AND ITALY:

Following are recommendations regarding the partnerships between Egypt and EU migration member states (Germany and Italy, in this case). Furthermore, this analysis is enriched by best practices on labour mobility channels and integration policy, and it provides recommendations regarding policy contributions to facilitating effective and safer labour mobility, as well as successful integration programmes in host countries.

Recommend	Impact	Illustrative actions
10. Improving labour matching within and outside the EU	<ul style="list-style-type: none"> - Facilitate international labour matching for Egyptian migrants and operationalise the principle of EU preference in order to guarantee a better matching of labour migration policy outcomes to the actual needs of EU labour markets. - Offer current EU and member states (Italy and Germany) job intermediation tools, such as public employment matching services to Egyptian migrants. 	<ul style="list-style-type: none"> - Extend the European Job Mobility Portal, EURES, and others, to Egyptian migrants, in particular neighbourhood countries in the framework of Mobility Partnerships. - Extend employment matching services through partnerships with public employment services in Egypt. Aligning their digital capacities with global best practices for technology plays a great role here.
11. Addressing migrant integration challenges	<ul style="list-style-type: none"> - Through involvement of all relevant stakeholders, and efforts concentrated on a public debate on immigration which is factual and balanced. 	<ul style="list-style-type: none"> - Have placement and training services of youth and disadvantaged groups, to be supplemented with psychological support and traineeship in labour markets, to so generate sustainable outcomes.

Recommend	Impact	Illustrative actions
12. Addressing the extensive power of discretion retained by EU member states	<ul style="list-style-type: none"> - The mobility schemes still vary according to categories of migrants covered by EU directives and are largely left to member states' discretion, considering that volumes of admission for economic migration are determined by member states and cannot be influenced by EU legislation. 	<ul style="list-style-type: none"> - Have centralised decision making be followed by de-centralised application in order to bring decision-making closer to where problems and individuals are. - Focus on bilateral agreements with EU member states to make use of market variabilities in Egypt's favour.
13. Comprehensive promotion of EU legal migration directives	<ul style="list-style-type: none"> - Cases of ineffective promotion of some of the EU directives has resulted in unsatisfactory results. The EU was short of one million researchers to meet the Europe 2020 target of growing R&D investment to 3% of GDP. - Ineffective differentiation between permits for researchers and other types of permits for highly skilled workers. 	<ul style="list-style-type: none"> - Promote EU directives that focus on students, researchers, seasonal workers, highly qualified migrants, intra-corporate transferees, etc. - Replicate/adapt the EU Blue Card Directive as an instrument for low-skilled migrants too (Currently, <i>Seasonal Workers Directive</i> concerns with the admission of medium and low-skilled migrants).
14. Create a "clearing house" of informational sources and data coordination for Egyptian stakeholders	<ul style="list-style-type: none"> - More research is needed particularly on Labour Market Integration of non-economic migrants, patterns of intra-EU mobility of third-country nationals residing in the EU legally, on tools to improve matching of the profile of labour migrants to the needs of the EU labour markets. 	<ul style="list-style-type: none"> - The current Commission Annual Report on Immigration and Asylum could be altered into a self-sufficient review tool for EU-wide migration policy. - Collect exact and decentralised migration statistics at the EU level, especially related to Egyptian migrant youth and their employment in the focus countries.

As noted in this research before, EU legislation has opted for a segmentation approach, but the extensive power of discretion retained by member states undermines the potential of directives in most cases, such as the *EU Blue Card Directive* application, which may discourage highly skilled migrants to come to the EU through such schemes. That is considering that member states have discretionary powers to allow access to member state labour markets, particularly in cases of migrants benefiting from family reunification and international protection, as well as foreign students. So, although the established single application procedure marks an irrefutable simplification,

member states are given great flexibility at various stages of the application procedure and there is little harmonisation regarding procedural guarantees. In many occasions, the flexibility of member states has also made the procedures more burdensome on immigrants.

Hence, Egypt should consider focusing more on bilateral diplomacy, due to the noted member states discretionary powers. It should focus on renewing its agreements with EU member states designed to regulate migration flows, such as readmission agreements etc. For example, Italy's decentralised approach in planning of integration policies is crucial for Egypt to absorb and effectively employ across its own services directed towards potential migrants to the EU.

Some immigrant integration challenges that have been noted throughout the analysis of this research, especially in the case of selected EU member states, Germany and Italy, are: inadequate language skills, lack of formal qualifications, the need to make skills visible, preference for work, need for special counselling concepts, health problems (post-traumatic stress disorders), cultural religious aspects (various considerations of formal education), legal and institutional barriers, diaspora concentration related to location and jobs, whereas assimilation versus integration ought to be addressed. Additionally, the assessments of the implementation of the *Researchers Directive (2011)* and the *Blue Card Directive on highly qualified migrants (2014)* show low rates of use. In that context, Egypt may initiate its own small promotion of these ambitious schemes for potential Egyptian migrants solely.

Inversely, after extensive research few types of programmes that work best for immigrants, and best use, develop and activate 'immigrants' skills, can be recommended in both case countries for this research: Germany and Italy. They range from job search individualised assistance coupled with intensive coaching, general introduction programmes and language trainings to provide immigrants with country-specific skills, subsidised private jobs and more. Moreover strong coordination between central employment agencies and immigrants' municipalities result to higher success rates of finding employment for immigrants. Having said that, in Egypt's case, the role of private placement agencies in international labour migration matching can be enhanced and regulated via the development of a system of certified international recruitment agencies.

The impact on labour mobility channels and integration policies of economic and non-economic migrants may be assumed to be fairly restricted. Though obtainable information does not allow an elaborate analysis of such impact evaluation, the latter may be inferred taking into consideration the low usage of EU labour policy tools and insufficient promotion of the existence of rules and potential directives, as is noted in section C of this paper. Additionally, an EU-wide Labour Market Information System and an EU labour market requires a forecasting system integrating migration flows of non-economic migrants. While both are the basis of any effective, evidence-based labour migration policy at the EU level, the former's role can be to facilitate international labour matching for third-country nationals and to operationalise the principle of EU preference, as well as to ensure a better matching of labour migration policy outcomes to the actual needs of EU labour markets.

Therefore, more research is needed, particularly on Labour market integration of non-economic migrants, patterns of intra-EU mobility of third-country nationals residing in the EU legally, on tools to improve matching of the profile of labour migrants to the needs of the EU labour markets, and the actual implementation and working of labour market tests in different EU member states. Hence, Egypt may consider to adapt the current Commission Annual Report on Immigration and Asylum into a self-sufficient review tool for EU-wide migration policy. The latter assessment should also be presented to the EU member states and EU national human rights mechanisms.

Finally, Government of Egypt also needs to address existing data gaps related to Egyptian migrant youth and their employment in the focus countries. It ought to be guided by further analyses and nuanced information to support the development of skill-sensitive, bilateral labour migration agreements or programmes between Egypt and Germany, Italy for Egyptian youth to be best matched with quality labour opportunities in these countries. In order to achieve the latter, Egypt needs to ensure the coherence and complementarity of policies across sectors. Moreover, Egypt needs to ensure the cross-sectoral complementarity of policies across countries, which is even more difficult.

F. Conclusions

One of the main objectives of the *EU legal migration acquis* was to benefit from establishing of a level field in the EU by approximating and harmonising national legislation of member states regarding admission criteria and conditions of entry and residence, which would in turn bring EU economic benefits and create a more attractive destination for migration. Nevertheless, as per the research undertaken for this paper, it can be noted that substantial disparities endure in relation to rules concerning admission procedures across the directives, therefore resulting in different standards across EU countries.

Additionally, little interaction is noted between *Employment* and *Legal migration policies*. Despite promoting labour mobility in fields with persistent vacancies and skills mismatches, the new policies for jobs, growth and investment make no reference to the need of a comprehensive economic migration strategy and its beneficial impact on EU competitiveness. Moreover, although Europe would without a doubt benefit greatly economically from greater intra-EU mobility, more legislative harmonisation is needed in order for it to be more attractive and competitive.

It is also highly important for future research to focus on analysing socioeconomic and environmental factors which may affect the relevance of the Egypt legislation in place, as well as of EU legal migration acquis. Additionally, more research and better production of data are crucial in any effective evidence-based labour migration policy at both the Egypt and the EU level. Hence, this paper aims to serve as an interactive guiding document for Egyptian counterparts, as well as IGOs assisting in the field of labour market integration and mobility channels, to develop potential legislative innovation that will contribute to more effective and safer migrant labour mobility channels.

It is indeed accurate that Europe's policy towards Egypt focuses strongly on the arrival of irregular migrants on its territory, which can take precedence over other issues. Nevertheless, there is lack of clarity for both migrant workers' and employers' obligations and entitlements due to limitations in Egypt's national legislative and regulatory frameworks on labour mobility, resulting in uncertainties regarding social protection provisions, insurance and residence/work permits.

Young Egyptian workers in Europe are especially at risk of lowered employment standards and potential informal labour arrangements, due to lack of diplomas and formal certifications that would give them access to jobs, and/or possessing certifications from country of origin

which may not be recognised in a host country new labour market. Moreover, as noted in the research, the barriers to skill transferability in European labour markets remains high. Migrant men, and especially women, are prone to undergo a process of deskilling, as a consequence of their migrant status. The latter provides an area for further research to serve as a vital basis for consideration both in migration studies and in labour economics. Moreover, there is also scope for important research with regards to families that have migrated together and the impact barriers to labour mobility channels have on them.

Additionally, Egypt needs to adapt the inclusive approach of involving CSOs, including labour trade unions, representatives of SMEs and other companies, in the context of labour mobility agreements of Egypt. The latter is crucial for Egypt to make that shift from commitment to implementation. Egyptian public information and communication strategy on the realities of migration and the need for a comprehensive labour migration policy at EU level should also be an integral part of any debates with migrants in this field, especially given the public discourse on immigration.

In Italy, integration policies have been implemented at local level, whereas regions have the independence to coordinate the entire local system of social services and decide how to allocate integration funding. Often, local authorities have invested in language courses, in funds for integration policies in housing and in the area of work, whereas NGOs have played a great role compensating for the lack of integration policies in the past, and complementing or substituting Italian institutions to date. Recently, newly arrived immigrants in Italy have been obligated to sign the Integration Agreement when they obtain their first residence permit. Similarly, in Germany, the model of the German Action Plan ensures a two-way approach, whereas migrants commit to achieving specific integration goals in a particular timeframe.

In collaboration with countries of origin, such as Egypt, both Germany and Italy need to also further engage in dialogue with immigrant communities and NGOs to create common principles and improve the system of monitoring integration. Such data may be combined with polling and other tools of measuring the integration climate. Similarly, labour migration policies ought to be more transparent regarding the admission criteria harmonised with labour market needs.

Having said that, there is a lack of quality research answering the precise search terms selected in relation to legislative frameworks on labour mobility of Egyptian migrants in the EU, and the case study EU countries of Germany and Italy, more generally. Hence, this research marks a culture of R&D that needs to continue to enhance the competencies of Egyptian stakeholders, including government, CSOs, academia, the private sector and IGOs.

Finally, host countries in collaboration with Egypt need to ensure that labour migration policies are framed to foster innovation, boost investment and create jobs even during the times of recession. Such labour migration effective policies should allow for migrants to shift to more permanent migration status, and host countries should communicate the latter in a timely and public way to all constituents to ensure that such reforms are not met with intolerance.

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