

EGYPT

COVERING: Egypt, League of Arab States



ICRC/AR_2016
ICRC delegation

The boundaries, names and designations used in this report do not imply official endorsement, nor express a political opinion on the part of the ICRC, and are without prejudice to claims of sovereignty over the territories mentioned.

KEY RESULTS/CONSTRAINTS IN 2016

- ▶ Palestinians who fled the Syrian Arab Republic obtained food and other necessities with vouchers from the Egyptian Red Crescent and the ICRC; Palestinian and Syrian children received financial and material aid for their schooling.
- ▶ The Egyptian Ambulance Organization created a psychosocial support unit for its staff with ICRC backing. Dialogue with the health ministry, however, was limited, and the ICRC could not support the ministry's hospitals as planned.
- ▶ Despite the ICRC's dialogue with the authorities on its potential contribution to their efforts to address the needs of detainees and of people affected by the situation in North Sinai, it remained without access to both groups.
- ▶ At events organized by the League of Arab States and the ICRC, officials from the region discussed the incorporation of IHL provisions in military doctrine, and the legal frameworks applicable to sexual violence in armed conflict.

EXPENDITURE IN KCHF

Protection	546
Assistance	1,762
Prevention	911
Cooperation with National Societies	286
General	76
Total	3,580
<i>Of which: Overheads</i>	<i>219</i>

IMPLEMENTATION RATE

Expenditure/yearly budget	87%
---------------------------	-----

PERSONNEL

Mobile staff	9
Resident staff (daily workers not included)	53

The ICRC has been in Egypt, with some interruptions, since the beginning of the First World War. It works with the Egyptian Red Crescent Society and other health-care providers/institutions to help them boost their preparedness to address needs arising from situations of violence; as necessary, it provides support to people fleeing violence abroad. It seeks to visit people detained in Egypt. The ICRC's regional legal advisory, communication and documentation centre works with the League of Arab States and other ICRC delegations to promote the incorporation of IHL in domestic legislation, military training and academic curricula throughout the Arab world.

YEARLY RESULT

Level of achievement of ICRC yearly objectives/plans of action

LOW

PROTECTION	Total
CIVILIANS (residents, IDPs, returnees, etc.)	
Restoring family links	
RCMs collected	16
RCMs distributed	30
Phone calls facilitated between family members	1,091
Tracing cases closed positively (subject located or fate established)	117

ASSISTANCE	2016 Targets (up to)	Achieved
CIVILIANS (residents, IDPs, returnees, etc.)		
Economic security (in some cases provided within a protection or cooperation programme)		
Food commodities	Beneficiaries 6,000	1,168
Essential household items	Beneficiaries 6,000	1,956
Cash ¹	Beneficiaries 7,300	1,454
Vouchers	Beneficiaries	3,779

1. Owing to operational and management constraints, figures presented in this table and in the narrative part of this report may not reflect the extent of the activities carried out during the reporting period.

CONTEXT

Clashes between security forces and armed groups continued in Egypt's North Sinai. Casualties, displacement and mass arrests were reported, but security and other constraints made it difficult for international humanitarian organizations to reach the area.

Egypt remained a transit and destination country for thousands of migrants, including refugees and asylum seekers, from the Syrian Arab Republic (hereafter Syria), Libya and elsewhere. Migrants were reportedly arrested for entering Egypt illegally. The government dealt with an increasing number of casualties at sea among people trying to reach Europe.

The country continued to participate in the Saudi Arabia-led military campaign in Yemen.

Cairo hosted the headquarters of the Arab Inter-Parliamentary Union (AIPU) and the League of Arab States (LAS). In May, Egypt chaired the UN Security Council, of which it is a non-permanent member.

ICRC ACTION AND RESULTS

In cooperation with the Egyptian Red Crescent Society and other local organizations, the ICRC sustained its efforts to address the humanitarian needs arising from the situation in Egypt and conflict in the region. It continued to offer its help to the Egyptian authorities for improving the situation of detainees, including through ICRC visits to these people; such activities however, did not take place in 2016. The ICRC also expressed its concern about the humanitarian situation of people affected by the violence in North Sinai.

The ICRC continued to assist other vulnerable people. Palestinians who had fled Syria met some of their needs, including food, with vouchers distributed by the National Society and the ICRC. Over 1,100 Palestinian and Syrian children – more than twice the number targeted – had their education-related expenses subsidized by the ICRC. Unaccompanied minors from other conflict-affected countries received relief goods and psychosocial and educational support from an ICRC-funded NGO, and used Movement family-links services to reconnect with their relatives.

Egyptians and migrants, including refugees and asylum seekers, restored or maintained contact with relatives separated from them because of conflict and other situations of violence, through Movement family-links services. A total of 1,971 foreign nationals were issued ICRC travel documents to help them resettle in third countries.

The ICRC sought to improve people's access to medical assistance by supporting the casualty care chain, but some objectives – such as material and technical support for health ministry-run hospitals – were not met because of limited dialogue with the health ministry. Backing for the National Society's provision of health care for Palestinians from Syria and for their host communities was also cancelled after it sought help from another actor instead. Nevertheless, the ICRC was still able to offer some assistance to government institutions and local organizations. For instance, it organized courses on weapon-wound surgery for doctors and nurses from the defence and interior ministries, and provided technical, material and financial assistance for the National Society's emergency action teams. The Egyptian Ambulance

Organization (EAO) drew on the ICRC's advice to refine its operational guidelines and training curriculum; with ICRC backing, it created a psychosocial unit at its Cairo headquarters, to help staff cope with the stress associated with their duties. During events with health personnel and military/security forces, the ICRC drew attention to the protection due to those providing or seeking medical care.

Local institutions involved in managing human remains strengthened coordination with each other through national meetings, which began in 2016 and were facilitated by the ICRC. Forensic professionals added to their knowledge of the subject via courses in Egypt and abroad.

Military/security forces, including peacekeepers bound for missions abroad, learnt more about IHL, international policing standards and other relevant norms at ICRC-organized courses and dissemination sessions; these events also tackled issues related to the situation in North Sinai, such as: the proportionate use of force, the goals of the Health Care in Danger project, and the prevention of sexual violence. At courses abroad, senior military officers broadened their understanding of IHL and of international rules applicable to their duties, with their attendance subsidized by the ICRC.

The ICRC worked with the AIPU and the LAS to promote IHL implementation in Egypt and other Arab States. Government representatives, diplomats, judges and academics added to their knowledge of the subject at courses in Egypt and overseas. Journalists enhanced their understanding of IHL and the protection it affords them, at seminars conducted with local associations and at times alongside first-aid training.

The ICRC's regional resource and communication centre in Cairo supported the organization's efforts to promote IHL throughout the Arabic-speaking world, through written and audiovisual materials, and information from the ICRC's Arabic-language website.

CIVILIANS

People in North Sinai remain inaccessible to the ICRC

The ICRC continued to monitor humanitarian concerns in North Sinai through media reports and coordination with the National Society, the EAO and other organizations. It raised these concerns with the authorities at high-level meetings, including between the Egyptian president and the ICRC's president (see *Actors of influence*). While it remained without access to the area, it supported the activities of the National Society, which was able to reach people there (see *Wounded and sick* and *Red Cross and Red Crescent Movement*).

During field visits, the ICRC monitored the concerns of Palestinians and others who had fled Syria, including concerns connected with the principle of *non-refoulement*.

With a view to helping people reduce their risk of becoming victims of sexual violence, the ICRC exchanged information on safety measures with the National Society, the LAS and other organizations, during workshops and meetings. With the ICRC's support, the National Society integrated care for victims of sexual violence in the training of its emergency action teams. Plans to assist such victims in coordination with a local hospital and an NGO were cancelled, owing to administrative constraints.

Palestinians who fled Syria meet some of their most urgent needs with ICRC vouchers

The ICRC continued to aid other vulnerable people from conflict-affected countries near Egypt. Some 1,200 Palestinian households (over 3,700 people) who had fled Syria received vouchers for food and household items¹; these vouchers were distributed by the National Society and the ICRC, with the authorities' approval and in coordination with the Palestinian embassy. As part of the ICRC's preparations to hand over such support to another organization in 2017, more than 1,400 vulnerable foreigners in Egypt were given one-off cash assistance by the ICRC in September, to help them cover their housing, medical and other urgent expenses. Beneficiaries included families with elderly, sick and disabled members, and Palestinians from Syria who were assisted through the National Society.

Over 1,100 Palestinian and Syrian children attending an NGO-run education centre – more than twice the number targeted for 2016 – had their school and transportation fees subsidized by the ICRC¹; nearly 800 of them also received school kits. However, plans to refurbish schools attended by Palestinian and Egyptian children were not carried out because of logistical and operational constraints.

Starting in June, over 1,100 unaccompanied minors, mostly girls from other conflict-affected countries in Africa, were given food and hygiene items regularly by an ICRC-funded NGO. They also obtained psychosocial, educational and other support from the same NGO, and were able to contact their relatives via Movement family-links services.

A few people formerly held at the Guantanamo Bay Naval Station in Cuba were also given vouchers by the ICRC, to help ease their situation following their release.

Migrants resettle in third countries with the help of ICRC travel documents

Egyptians and migrants – including refugees and asylum seekers – restored or maintained contact with relatives separated from them by armed conflict or other violence, through Movement family-links services. Families made over 1,090 calls to relatives overseas, and sent RCMs or oral messages to those detained abroad. They obtained news of 117 people they had reported missing, partly through the ICRC's tracing services. In coordination with UNHCR and the embassies concerned, 1,971 foreign nationals without valid identification papers were issued ICRC travel documents to help them resettle in third countries.

National Society personnel enhanced their ability to provide family-links services and other humanitarian assistance, with ICRC support (see *Red Cross and Red Crescent Movement*).

Key institutions coordinate their efforts to manage human remains

The EAO, the Egyptian Forensic Medicine Authority (EFMA), government ministries and the National Society developed their expertise in managing human remains during emergencies, with ICRC support. They discussed institutional guidelines and coordination at working group meetings, which began in 2016 and were facilitated by the ICRC. Forensic specialists honed their skills at ICRC-organized courses; doctors from the EFMA and Cairo

University attended training overseas with the ICRC's help. EFMA doctors and information technology specialists learnt more about handling ante/post-mortem data at an ICRC-organized workshop.

PEOPLE DEPRIVED OF THEIR FREEDOM

The ICRC continued to engage the authorities, particularly the interior and justice ministries, in dialogue to clarify the humanitarian nature of its activities for detainees. It raised awareness of the ICRC's potential contribution to the authorities' efforts to ensure that detainees' living conditions and treatment, including respect for judicial guarantees, were in line with internationally recognized standards. However, it remained without access to detainees.

At the request of the families concerned, the ICRC followed up the alleged arrest of four people in Egypt to ascertain their whereabouts, but none of the cases were resolved via the ICRC's efforts.

WOUNDED AND SICK

During dissemination sessions (see *Actors of influence*) for weapon bearers and training sessions (see below) for health professionals and National Society volunteers, the ICRC underscored the protection due to people providing or seeking medical care. It also organized, with the National Society, a round-table on the goals of the Health Care in Danger project, and gave presentations on the issue at courses and training sessions for medical professionals and students, military officers and the National Society's emergency action teams (see below).

Medical professionals hone their skills at ICRC courses

The ICRC sought to improve people's access to medical assistance by supporting the casualty care chain, but some of its plans – such as material and technical support for health ministry-run hospitals, and training in weapon-wound surgery that was to be co-organized with the Egyptian Fellowship Board – either fell through or were put on hold because of limited dialogue with the health ministry. Plans to help the National Society provide health care to Palestinians from Syria, and to their host communities, were also cancelled after the National Society sought support from another actor instead.

Nevertheless, the ICRC was able to offer some support to local organizations, including the EAO and the National Society (see below), both of which were able to reach people in North Sinai. Furthermore, over 140 doctors, nurses and medical students – from the defence and interior ministries, and Cairo University – honed their skills in weapon-wound surgery and emergency-room trauma care at ICRC-organized seminars, including a train-the-trainer course.

The interior ministry's medical services and a health ministry-run hospital received medical supplies from the ICRC on an ad hoc basis, at times through the National Society.

The EAO creates a psychosocial support unit for its staff

The EAO – one of the largest ambulance services in the country – drew on ICRC support to bolster its capacity to handle mass-casualty situations, notably, by revising its operating procedures, training programme and guidelines for standardizing equipment. On the ICRC's recommendation, the EAO began using case cards to document patients' medical information, in order to facilitate follow-up care. Some 100 trainers were also instructed in the use of a new curriculum developed with ICRC support.

1. Budgeted under Syria (see *Syrian Arab Republic*)

At a workshop organized by the EAO and the ICRC, personnel from the EAO, the National Society and the military reinforced their ability to deal with mass casualties. At ICRC workshops, EAO doctors and paramedics learnt more about the Safer Access Framework and ways to reduce their safety risks when responding to emergencies in weapon-contaminated communities.

With financial and technical backing from the ICRC, the EAO undertook initiatives to help its personnel cope with the emotional stress associated with their duties. It established a psychosocial support unit, composed of a psychologist and four social workers, at its headquarters. To make such support available in other branches, including in North Sinai, the ICRC conducted train-the-trainer courses in coping mechanisms and helped the EAO develop communication materials to promote self-care and the support unit's services. Through workshops, EAO paramedics also learnt how to provide psychosocial support while managing human remains during emergencies.

National Society emergency action teams expand their pool of first-responders

The National Society's emergency action teams – 140 in all – stood ready to provide first aid to casualties and to evacuate them, with the help of ICRC-donated supplies, equipment and vehicles. To bolster the pool of potential first-responders, 75 additional National Society personnel were trained by the National Society and the ICRC. Journalists and others likely to be at the scene of violent incidents were also trained in first aid (see *Actors of influence*).

ACTORS OF INFLUENCE

Security forces broaden their knowledge of IHL and pertinent international standards

Discussions with the authorities continued, centring on the ICRC's potential contribution to their efforts to address the humanitarian needs of violence-affected people (see *Civilians* and *People deprived of their freedom*); thematic issues, such as the protection due to those providing or seeking medical care, were also discussed. Newly elected members of the parliament were briefed on the ICRC's mandate and activities in Egypt.

Police and military forces furthered their understanding of international policing standards at ICRC-organized courses. Over 3,000 army personnel, including peacekeepers, and police officers learnt more about IHL and/or other norms applicable to their duties at ICRC-organized dissemination sessions. Also discussed during these events were issues related to the situation in North Sinai, such as: the proportionate use of force, the protection of civilians, the goals of the Health Care in Danger project, and the prevention of sexual violence.

With ICRC support, two Egyptian army officers broadened their understanding of IHL at an advanced course in San Remo, Italy; at a workshop in Lucerne, Switzerland, a senior official enriched his knowledge of international rules applicable to military operations (see *International law and policy*).

State officials, academics and journalists learn more about IHL at various events

The ICRC continued to work with the AIPU, the LAS and other regional institutions to promote IHL and its implementation among Arab States. For instance, at two courses in Cairo, representatives from LAS Member States exchanged views on the incorporation of IHL provisions in military doctrine, and on the legal

frameworks applicable to the prevention of sexual violence during conflict. The ICRC's Egypt delegation also helped organize regional events elsewhere, including IHL courses in Arabic for officials and academics (see *Kuwait* and *Tunis*) and for legal experts and diplomats (see *Kuwait*); these were organized with the LAS and the foreign ministry of the United Arab Emirates, respectively, and with the ICRC delegations in those countries. Egyptian representatives attended these events with the ICRC's support.

In Egypt, judges and prosecutors learnt more about IHL at an advanced course organized by the National Centre for Judicial Studies and the ICRC. Parliamentarians, officials from the foreign and interior ministries, IHL experts and National Society staff discussed the role of judges in prosecuting perpetrators of international crimes, during a panel discussion facilitated by a local think-tank and the ICRC. Students and professors from five law schools demonstrated their knowledge of IHL at a moot court competition organized by Cairo University and the ICRC. A Cairo University professor gave a lecture at an international conference on the points of correspondence between Islamic law and IHL (see *Iran, Islamic Republic of*); the ICRC sponsored his participation.

The national IHL committee received support for its efforts to promote the ratification or implementation of IHL-related treaties. For instance, it was advised on the drafting of a law on the protection of cultural property, and its representatives exchanged views with their peers at an international meeting in Geneva, Switzerland, which they attended with financial assistance from the ICRC.

The media remained a key partner in promoting humanitarian principles and the Movement among the general public. Briefings and information from the ICRC's website helped improve the coverage of humanitarian issues. During seminars, at times organized with local media organizations, journalists learnt more about the protection afforded to them by IHL and about the National Society's activities; at some of these events, they were also trained in first aid by the National Society and the ICRC. Some of these seminars were cancelled because of constraints faced by partner organizations.

RED CROSS AND RED CRESCENT MOVEMENT

With financial, material and technical support from the ICRC (see *Civilians* and *Wounded and sick*), the Egyptian Red Crescent strengthened its ability to respond to emergencies arising from the situation in Egypt and conflict in other countries, and its ability to promote the Movement's work. The National Society and the ICRC formalized their cooperation in these areas by signing a three-year agreement.

At ICRC workshops, 41 National Society volunteers, including from North Sinai, were trained to assess food-related needs; 16 coordinators bolstered their ability to provide family-links services; and 23 staff members learnt more about the Safer Access Framework, which helped them minimize their exposure to risks while working. Some 200 newly recruited volunteers learnt about IHL and the Movement's Fundamental Principles at orientation sessions.

Movement partners met regularly to coordinate their activities.

MAIN FIGURES AND INDICATORS: PROTECTION		Total			
CIVILIANS (residents, IDPs, returnees, etc.)					
RCMs and other means of family contact			UAMs/SC		
RCMs collected		16			
RCMs distributed		30			
Phone calls facilitated between family members		1,091			
Names published in the media		28			
Tracing requests, including cases of missing persons			Women	Girls	Boys
People for whom a tracing request was newly registered		522	143	102	92
	<i>including people for whom tracing requests were registered by another delegation</i>	3			
Tracing cases closed positively (subject located or fate established)		117			
Tracing cases still being handled at the end of the reporting period (people)		778	161	134	118
	<i>including people for whom tracing requests were registered by another delegation</i>	44			
Documents					
People to whom travel documents were issued		1,971			
Official documents relayed between family members across borders/front lines		3			

MAIN FIGURES AND INDICATORS: ASSISTANCE		Total	Women	Children
CIVILIANS (residents, IDPs, returnees, etc.)				
Economic security (in some cases provided within a protection or cooperation programme)				
Food commodities	Beneficiaries	1,168		1,168
Essential household items	Beneficiaries	1,956	8	1,940
Cash ¹	Beneficiaries	1,454	835	522
Vouchers	Beneficiaries	3,779	902	1,978

1. Owing to operational and management constraints, figures presented in this table and in the narrative part of this report may not reflect the extent of the activities carried out during the reporting period.