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The American University in Cairo

The School of Global Affairs and Public Policy

Egyptian Government's Diaspora Engagement Strategy: A Qualitative Study

By Mai Abou Samra

A Thesis Submitted to the Public Policy and Administration Department in partial fulfillment of the requirements of the degree of Master of Public Administration

Supervised by: Dr. Shahjahan Bhuiyan

Winter 2018

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Abstract

Numerous country experiences highlight the positive effects of diaspora engagement on a country's development. These country experiences can showcase whether successful diaspora engagement can be replicated in Egypt and can incentivize the Egyptian diaspora in brain gain in Egypt and thus benefit Egypt's development agenda. Qualitative interviews as well as a questionnaire survey were used in order to provide insight to answer the key research question: What can the government do to successfully encourage human capital transfer of the Egyptian diaspora? The findings of the study suggest what needs to be part of a successful National Diaspora Engagement Strategy and highlight the importance of effective and efficient communication between the diaspora and the government. Realizing the potential positive impact the Egyptian diaspora community can have on Egypt's development agenda; this research focuses on how to achieve this engagement successfully. This study looks into the current Egyptian policy towards the diaspora. It analyzes the different approaches to diaspora engagement. Each country has a different road map to diaspora engagement. In the case of Egypt, the study looks into the engagement of the diaspora in line with Egypt's development agenda. As Egypt is currently setting its own road map towards diaspora engagement, it is important for Egypt to set what its priorities are and consequently choose how it would like to engage its diaspora.

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Acronyms

CAPMAS: Central Agency for Public Mobilization and Statistics

GIZ: Deutsche Gesellschaft für Internationale Zusammenarbeit

GoE: Government of Egypt

IOM: International Organization for Migration (IOM)

MFA: Ministry of Foreign Affairs

MoSE: Ministry of State for Emigration and Egyptian Expatriates' Affairs

NCCPiM and TiP: National Coordinating Committee on Preventing and Combating Illegal Migration and Trafficking in Persons

USAID: United States Agency for International Development

UNDP: United Nations Development Program.

Chapter 1: Introduction

The purpose of this chapter is to introduce the research topic as well as provide a background of the research. The chapter also presents the main research question as well as the sub-research questions.

1.1 Setting the Current Context

Post-revolution Egypt has witnessed several changes in governmental operations as well as its policies. This includes change in policy towards migration, migrants and specifically the diaspora or its expatriate community. The Egyptian government has recently taken several decisions and decrees focusing on the clear steer in policy towards engaging the diaspora. This study looks into the current Egyptian policy towards the diaspora. It will analyze the different approaches to diaspora engagement. Each country has a different road map to diaspora engagement. In the case of Egypt, the study intends to understand the engagement of Egypt's diaspora members in setting Egypt's development agenda through the Egypt 2030 vision. The thesis is examining two sides to the Egyptians' abroad engagement in the country's development; it will examine the position of the government and the position of the Egyptian diaspora. It will specifically examine Egyptian diaspora engagement through human capital transfer.

While there is a clear difference between the diaspora (Egyptians who are resettled outside of Egypt) and the Egyptian expatriate community (Egyptian migrants that are posted abroad for a period of time) (Program Manager, IOM Interview, interview December 2017), the study includes the two groups as they are both important groups and compose around 10 million Egyptians not counting second and third generation Egyptians (Program Manager, IOM interview, interviewed December 2017). For the purpose of this research, the term diaspora will be defined as “emigrants and their descendants who live outside the country of their birth or ancestry, either on a temporary or permanent basis, yet still maintain affective and material ties to their countries of origin. The common thread among these recent arrivals and members of long-established communities is that they identify with their country of origin or ancestry and are willing to maintain ties to it” (Aguinas and Newland, 2012: 15). However, due to the key importance of how the Egyptian government chooses to define its diaspora, this term will later be revisited and discussed. The definition is integral in the level of success of the strategy.

As Egypt is currently setting its own road map towards diaspora engagement, it is important for Egypt to set what its priorities are and consequently choose how it would like to engage its diaspora. Numerous country experiences highlight the positive effects of diaspora engagement through human capital transfer on a country's development, therefore it is important to examine if the government is willing to make policies to facilitate this knowledge transfer. It will simultaneously examine the diaspora's interest in

engaging in this knowledge transfer to benefit Egypt's development agenda. The importance of diaspora engagement is that it can mobilize Egyptian expertise abroad without their need to return.

The change in diaspora engagement policy by the Government of Egypt (GoE) focuses on the change of government's attitudes towards the overall migration phenomenon. Emigration was once looked upon as an indicator of the success or a failure of a country's economic development strategies; large numbers of emigrants constituted a failing strategy. "In the past two decades, however, countries of origin have begun to explore the ways in which emigrant populations can and do impact upon the development of their homelands from their new overseas locations and, as a result, how the energy and talent of émigrés might be managed, levered and harnessed to best effect" (Ancien, Boyle, and Kitchin, 2013:18).

The World Bank estimates global remittances at 167,000 million dollars in 2006, which is more than the total amount of development aid in the same period. Remittances affect around eight per cent of the world's total population. Additionally, there are positive effects in the countries of origin through brain gain and return of skilled workers (Adepoju, Van Naerssan and Zoomers, 2008: 3). Therefore, Egypt stands to benefit from its diaspora, not just through the remittances but also through the return of human capital through diaspora engagement, which is the focus of this thesis.

The history behind the different waves of migration and thus different generations of migrants that Egypt witnessed is important to give historical context to the study. How Egypt viewed its diaspora is essential to understand the current Egyptian policy towards them and therefore is instrumental in the policy recommendations this study will propose. The literature review will look into the different waves of migration from Egypt and the history of migration policy in order to set the historical context. Then the literature review will delve into examining the different diaspora engagement options regarding brain gain (return option and diaspora option) (Amagoh and Rahman, 2014: 38); and outline which option would be the best in the Egyptian scenario.

The thesis examines the importance of diaspora engagement in the context of human capital transfer. It will first outline the current Egyptian government's efforts to engage with its diaspora and particularly look into the current efforts being done on human capital engagement and knowledge transfer. Then through the study, it will recommend the best option to engage with the academic and professional Egyptian diaspora. The methodology explains how the research will be conducted in order to reach the policy recommendations. The research findings will present what the researcher found is currently being done by the Egyptian government in order to engage with its diaspora community as well as how the diaspora community would like to be engaged by the GoE. The study will conclude with the policy

recommendations for the Egyptian government as well as the priorities the Egyptian government should have in its Diaspora Engagement Strategy, which is currently underway.

1.2 Brain Gain in Egypt

Egypt does have previous experience with brain gain attempts, however, not in the form of governmental policy but rather a programme; a programme that started out funded by the United Nations Development Program (UNDP) and was later exclusively funded by the GoE. The programme was administered by the Academy of Scientific Research and Technology and was entitled “The Transfer of Knowledge Through Expatriate Nationals Programme (TOKTEN)” (“Brain Drain in IDB Member Countries: Trends and Development Impact, 2006: 64). TOKTEN created a database of Egyptian expatriate experts and established two catalogues: one with the demand, including “a list of host organizations” and a supply catalogue which is comprised of a list of Egyptian experts (“Brain Drain in IDP Member Countries...”, 2006: 64). Since its inception, TOKTEN managed to attract around 440 experts. The programme, however, had several shortcomings; the amount of funding provided by the government was insufficient and additionally host organizations and institutions were not requesting experts, rather the experts were the ones that were offering their services (“Brain Drain in IDP Member Countries”..., 2006: 64).

Although this programme did have its shortcomings, it is important as it can be turned into policy. It demonstrates that Egypt does have ad hoc initiatives in diaspora engagement and it can learn from the past experiences and turn them into government policy. The current Minister of State for Emigration and Egyptian Expatriates’ Affairs, Nabila Makram Abdel Shehid, has regular visits abroad in attempts to engage with the diaspora; however a more systematic and institutional type of engagement is needed (IOM Programme Manger, interviewed December 2017).

When creating its priorities in diaspora engagement, previous lessons learned are important. An important lesson here is that funding is critical in diaspora engagement. Additionally, this programme demonstrated that the diaspora are indeed interested to participate in such programmes, however it is important to understand if the diaspora are still willing to engage, and therefore which option is best in the Egyptian diaspora engagement.

1.3 History of Migration in Egypt

In order to understand how Egypt views its diaspora community, it is important to understand how the Egyptian government tackled the issue of migration historically. This will explain why the diaspora are only now being prioritized by the government.

The Nasser regime was marked by two distinctly clear phases of migration. Dessouki (1982) outlines in detail the different phases and policies of the Egyptian government towards migration. The first phase of migration was mainly of prohibitive nature and it lasted from the 1950s until around 1967 and the second one being more ambivalent and marked with indecisiveness (Dessouki, 1982). Migration policy had a clear “lack of a coherent and concrete set of objectives based on an accurate estimate of manpower force and its development [actually] it is difficult to speak in terms of a migration or even a population policy in Egypt until the early sixties. In fact, until the installment of Zakaria Muhi El Din's Cabinet in October 1965 population, birth control and family planning were not given top national priority” (Dessouki, 1982).

The Sadat regime also had specific phases regarding labor migration. The first phase was one inherited from the previous Nasserist era, which was marked from 1970 until 1973 (after the October war), although even then Sadat had attempts to encourage and regulate migration. The second phase was known as the "open door policy," which while mainly an economic phase, had huge impact on migration (Aulas, 1982). To fully demonstrate the impact of Sadat's policy, one had to look at the number increase in migrants between 1970 and 1986. In 1970 according to the Central Agency for Public Mobilization and Statistics (CAPMAS), emigrations were around 70,000. By the year 1976, this number had reached 1.4 million. By 1983, emigrants peaked at 3.28 million and finally by 1986, it came down to 2.25 million (Roman, 2006). Emigrants continued to increase well into Mubarak's era again due to the government's encouragement continuing during this time as well.

It was during Mubarak's era when migration began to have a high priority and the realizations that migrants can have an impact on the national economy began to dawn on the government. The government started to establish a legal framework to govern the migration phenomenon. A specialized ministry was set up based on Presidential decree no. 574 of 1981 establishing the Ministry of State for Emigration Affairs (Ghoneim, 2010). In addition, Law 111 of 1983 further elaborated the importance of migration in Egypt. The emigration and sponsoring of Egyptians abroad was the law governing migration in Egypt. It identified the rights of all migrants, temporary and permanent, and listed the responsibilities of the Ministry; it granted migrants rights to dual citizenship and made a distinction between permanent and temporary migration; and finally identified financial rights of migrants as it gave them tax waivers when they invested their money in Egyptian banks (Ghoneim, 2010). Roman (2006:2) notes, “migration became a priority in resolving unemployment problems and in directing remittances towards offsetting the balance of payments deficit and financing private projects.”

1.3.1 Ministry of State for Emigration and Egyptian Expatriates' Affairs

The current government efforts to engage with the diaspora community are highlighted in its decision to reestablish the Ministry of State for Emigration and Egyptian Expatriates' Affairs. This specific ministry has a history of being at times declared a stand-alone ministry and at times being part of the Ministry of Manpower. Different eras have resulted in the shifting of the Ministry. The first time it was declared a standalone ministry was in Mubarak's era, separating it from the Ministry of Manpower, then again it was remerged into the Ministry of Manpower, until the 2016 decision to declare it its own Ministry (IOM Project Officer, interviewed December 2017). The Ministry's role is a coordination role between the different ministries, and does not have the right to implement projects or programs on its own (IOM Project Officer, interviewed December 2017).

1.4 Current Egyptian Diaspora

According to a 2010 study conducted by IOM, 50 per cent of the current Egyptian diaspora reside in Saudi Arabia, followed by Kuwait, Libya, and Jordan. As for non-Arab countries, 78.6 per cent of Egyptians residing in industrialized countries reside in the following five countries: United States, Canada, Italy, Australia and Greece. The rest of Egyptian migrants abroad residing in Western Europe are mainly in the UK, Holland, France, Germany, Switzerland, Austria and Spain (Debnath and Zohry, 2010). It is important to understand how these numbers are gathered; these are all based on CAPMAS figures, which come from sources like reports from Egyptian consulates abroad, outflow numbers from the Ministry of Interior as well as "emigration permits from the Ministry of Manpower, as a result, these estimates differ considerably from estimates by the destination countries." (Debnath and Zohry, 2010). However, this gives a picture of where the Egyptian diaspora reside.

Adding to the above, Egyptian migrants include both temporary and permanent migrants. Ghoneim 2010, classifies the different migration flows. "Emigration flows out of Egypt have always been classified as temporary directed towards Arab and especially Gulf Cooperation Council (GCC) countries, and permanent directed towards EU and North American countries. Flows of temporary migrants to neighboring Arab countries have exceeded those of their permanent, circular, and temporary counterparts in Europe and North America" (Ghoneim, 2010: 4).

1.5 Statement of the Problem (Main Research Question and Specific Research Questions)

The Egyptian diaspora abroad are now seen as an indispensable instrument by the government, not only because remittances are a big share of the country's Gross Domestic Product (GDP) but also because the expertise of Egyptians abroad can be geared towards contributing to the country's development. This is

made clear through the new policies the government is currently making aimed at engaging with the diaspora. Thus, it is evident that the Egyptian government realizes the potential positive impact its diaspora can have on Egypt's economic development and is consequently taking steps towards diaspora engagement. The reestablishment of a new Ministry of State for Emigration is one of the steps of diaspora engagement that the government has undertaken. Although the Ministry has been newly established in 2016, it is quickly trying to gain ground with the Egyptian population abroad and establish a proper working mandate. The reestablishment of the Ministry is a very important step taken by the Egyptian government and it was considered a step in the right direction in diaspora engagement. Historically, there was no clear policy by the GoE to try to engage with its diaspora, however, it is now moving towards effectively engaging with them. Additionally, research on the use of remittances in Egypt has shown that 75 per cent of these funds are used for daily household expenses such as food, clothing and health care followed by expenditures on building new houses and education (Zohry, 2005). Therefore, in the end, remittances are not used for investment or development and there needs to be a shift of focus by the government.

1.6.1 Main Research Question

The most important research question this research aims to tackle is: what should the Egyptian government's priorities be in engaging with its diaspora? The GoE is about to embark on a very important task which is putting about a strategy that will serve in providing a clear vision on how it would like to engage with its diaspora community. The importance of the strategy is that it will institutionalize engagement with diaspora and it will no longer be based on ad hoc basis and the political will of the minister that holds office. Instead, it will be the actual strategy of the Ministry of State for Emigration (MoSE). Therefore, putting in place a good strategy that prioritizes actual government's needs is essential for the success of the government's diaspora engagement plan.

1.6.2 Specific Research Questions

While the aforementioned research question is the main question, there are other sub questions that are also part of this research. The research also looks into the side of the Egyptians abroad and questions if there is interest on their side in engaging with the GoE; are they indeed willing to be engaged? And if so, the research questions what the best means of engagement are. Another question the research tackles is who to engage with from the Egyptians abroad. Finally, it will look into what challenges and what opportunities exist.

1.6 Importance of the Study

This study's importance is primarily due to the timeliness of the research, as well as the urgent need for the government to respond to Egypt's brain drain. Egypt is currently coming up with its own Diaspora Engagement Strategy; therefore, this study can directly benefit the government when coming up with its strategy. The study can highlight what should the government priorities be in diaspora engagement. The research includes a twofold question: one for the government, questioning how best to engage with the diaspora, and the second for the diaspora questioning their willingness for engagement and how best they would like to be engaged. The research focuses on human capital transfer because a lot of research on diaspora engagement focuses on the importance of remittances and the benefit to sending countries' economies. However, human capital transfer presents an equally important benefit especially when highly skilled migrants are utilized for their expertise. The study will look into the importance of human capital transfer and inclusion of diaspora in Egypt's development agenda.

1.7 Organization of the Study

This thesis is divided into six chapters. Apart from the introductory chapter, the other chapters are divided as follows:

Chapter 2: This chapter reviews published scholarship that highlights previous countries' success with diaspora engagement and additionally highlights the importance of the research focusing on human capital transfer specifically.

Chapter 3: The conceptual framework showcases the theories the research is relying on, while defining key terms used in the study.

Chapter 4: This chapter explains the research methodology, describing the data collection methods, the IRB approval and ethics consideration. It explains the sampling of the research and the design of the in-depth interviews conducted, giving a brief biography on each of the interviewees. Additionally, the survey questionnaire design is discussed along with the dissemination of the questionnaire.

Chapter 5: This chapter deals with the analysis of all the in-depth interviews conducted including those with IOM professionals; government and diaspora experts' along with data triangulation with previous secondary sources. Analysis of the survey questionnaire is conducted and findings from the questionnaire are presented and cross-referenced with findings from the in-depth interviews and data triangulation with other secondary sources.

Chapter 6: The final chapter concludes the study and provides policy recommendations to overcome the challenges associated with the diaspora engagement and human capital transfer.

Chapter 2: Literature Review

This chapter reviews existing literature on diaspora engagement including past books and articles in journals.

2.1 Why Engage with the Diaspora?

2.1.1 Diaspora and Economic Development in Countries of Origin

There is increasing attention to the topic of migration and development. In a 2003 World Bank report, the link between migrants and their effect on economic development it highlighted the remittances are an “important and stable source of external development finance” (Ratha, 2003:157). Therefore diasporas can be seen as a tool for economic development if they are properly engaged. However “the goals of diaspora engagement cannot be set in a vacuum. They should be seen as an integral part of development planning, not as a sideline or add-on. “Diasporas can bring important financial, intellectual, and social capital to the development process” (Aguinas and Newland, 2012: 26).

It is important to understand that diasporas’ contribution to the development of their countries of origin exceeds sending of remittances. Newland and Plaza (2013: 2) rightly notes, “there is mounting evidence that diasporas do indeed play important roles in promoting the development of their countries origin or ancestry...and these roles go far beyond the transfer of remittances”. Therefore, countries of origin diaspora engagement policy should not just focus on the increase of remittances; diaspora engagement should include much more than that.

The diaspora option “refers to the remote mobilization and association of the expatriates to the development of their countries of origin... it sees the brain drain as more of brain circulation” (Rahman and Yong, 2012, 40). Much of the policies using the diaspora option are derived from policies from Israel in the 1950s and India and China in the 1980s and 1990s (Rahman and Yong, 2012). Through both the professional and academic engagement of highly skilled diaspora members, diaspora knowledge networks have been created and have been successful in creating a brain gain effect (Meyer et. al 2001 as cited in Rahman and Yong, 2012).

According to Aguinas and Newland (2012), there are six “bridges” by which you can engage with the diaspora: remittances, direct investment, human capital transfer, philanthropic contributions, capital market investments and diaspora tourism. Of all of the six, remittances continue to be the main “bridge”

widely discussed and easily attributed to diaspora engagement, especially as numerically it is easily identified as a percentage of a country's GDP. Additionally, the importance of remittances is that they constitute foreign currency entering the country. The Central Bank of Egypt's press release on the first half of fiscal year 2016-17 states that remittances in Egypt amounted to 4.6 billion USD in October-December 2016. However, as aforementioned remittances are only one of the ways in which the diaspora can effect economic development, countries who have mobilized the human capital transfer of their diaspora managed to reduce poverty and increase trade and industrialization (Rahman and Young, 2013).

2.2 Why Human Capital Engagement?

2.2.1 Human Capital Engagement (academic and professional)

AnneLee Saxenian (2006) notes the contributions of Asian immigrants in Silicon Valley in the economic growth in their countries of origin and highlights the positive relationship between the use of diaspora human capital and countries' economic development. In Egypt, human capital engagement is essential as "many studies had lamented the loss of Egyptian scientists and university lecturers and highlighted the negative impact of such migration on the quality of education at universities" (Saleh, 1990 as cited in Islamic Development Bank Paper, 2006). The engagement of academic and professional engagement must be a key priority in Egypt's roadmap to diaspora engagement.

It is also important to identify that there are two types of brain drain; temporary and permanent (Islamic Development Bank, 2006: 59). It is important when setting up human capital transfer policy to engage with diaspora members who have emigrated temporarily and permanently. The case of Ahmed Zewail highlights the importance for Egypt in engaging with diaspora scientists who had permanently emigrated (Islamic Development Bank, 2006: 62).

Developed countries understand the importance of knowledge. "The term knowledge economy is usually used to emphasize the importance of knowledge in almost every economic endeavor, in the developed countries, the knowledge economy includes about half of all nongovernmental economic activities...fueling the development of the knowledge economy requires public investment in education and training, global information exchange and commercialization of intellectual property" (Kuznetsov, 154: 2006). In the past, entities such as universities, governmental organizations and laboratories were not linked with another; information flow was not immediate as it is now; however now, "new dynamics require "coupled" structures, such as innovation clusters and incubators that reduce the uncertainties of the investors, corporations and universities involved and provide dynamic framework for generating, circulating and appropriating knowledge generation" (Kuznetsov, 2006:154). "The generation, exchange and transformation of knowledge are highly influenced by national and regional competencies and

available human resources (Novick and Gallart 1997; Yoguel 2000 as cited in Kuznetsov, 2006). The degree of association with networks and the degree of integration or on of key local actors, namely academia, industry and government (Hirshman, 1996; Poma, 2000; Rullani, 2000 as cited in Kuznetsov, 2006).

2.2.2 Diaspora Knowledge Networks

The creation and importance of diaspora knowledge networks is that networks “imbedded in social institutions mimic market structures through signaling and informational exchange among participants. Networks affect the flow of information in fundamental ways, shaping content, access and credibility of information. Their role in employment and labor markets is well documented as well as in immigration and immigrant entrepreneurship” (Kapur, 2001: 271). This, however, leads to an important question; if networks are this valuable; why are some networks more influential than others. The influence of a network is directly linked to the size of the countries of origin; larger countries have bigger diasporas and thus more influential networks (Kapur, 2001: 271).

The size of the network is only a factor. As Kapur notes, “the strategic location of diasporas is equally important because of the brokering the role they play. The Chinese diaspora played that role in labor-intensive manufacturing exports from China and the Indian diaspora is playing a similar role in the labor intensive segment of IT — namely software and IT-related services. Diasporas seem to be playing an important role in the diffusion of knowledge and technologies — as well as fads, fashions and ‘inappropriate technologies’” (Kapur, 2001: 271).

The power of the diaspora knowledge networks stem from their knowledge of the local scene in their countries of origin. In China, “the diaspora was well positioned to do business with China because of its widespread entrepreneurial experience, specialized knowledge, and relationships, which allow it to overcome the language, cultural and legal barriers that frustrate non-Chinese investors. The nonfinancial motivation of overseas Chinese to reconnect with their homeland is also seen as an important stimulus for early-stage investment (Kuznetsov, 2006: 60).

2.3 Prerequisites for Diaspora Engagement

There are several ways in which governments can choose to engage with their diaspora communities. Depending on the goal of the government and what it wants to achieve from this engagement the road map is then set. There are several barriers to diaspora engagement as well as specific bridges that can facilitate engagement (Aguinas and Newland, 2012). In addition the success of diaspora engagement depend on sound good governance elements being incorporated into a country’s development planning (Aguinas and Newland, 2012).

The current Egyptian government efforts to engage with its diaspora will be clearly outlined in the thesis through interviews with government officials as well as with officials at the International Organization for Migration (IOM) (as it is assisting the government in setting its diaspora agenda). The current government efforts are only publicized in the news as these efforts are quite new and only recently taking place. Additionally, a study on brain drain in Eritrea suggests that unless there is an accountable, transparent and responsible government that creates a conducive environment, emigrated professionals would not be willing to participate in nation and state building of their respective countries (Kapur and McHale in Amagoh and Rahman, 2014: 40).

2.4 How to Engage with the Diaspora

2.4.1 Diaspora Option Theory: Benefits of Engaging with the Diaspora (Skills and Knowledge Transfer)

The return option involves the physical return of expatriates to their countries of origin...the relative success of this option...has been attributed to the opening of their economies and policies to foster domestic investment in innovation as well as research and development. (Ite, 2002 as cited in Amagoh and Rahman, 2014: 38). Therefore, it not only relies on the willingness of the diaspora community but there are other prerequisites that need to be present for the success of this option. Egypt. The diaspora option works by engaging the diaspora while they are still living abroad, it is the less expensive option as it does not require expatriates to uproot their lives and move (Rahman and Young, 2012).

2.4.2 Diaspora Knowledge Networks: Chile (non physical presence of the diaspora)

Diaspora knowledge networks have proven to be fruitful and beneficial for the countries of origin. Diaspora knowledge networks “facilitate the flow of knowledge and financial resources between home and host communities” (Amagoh and Rahman, 2014: 39). With knowledge networks, physical presence of the diaspora is not required, instead it is their expertise and time that is utilized. An example highlighting the importance of such network is *ChileGlobal* - a network set up by the Chilean diaspora. This network managed to facilitate development of important economic clusters in Chile, it set up linkages between Chilean diaspora with skills, knowledge, contacts and experience who gave their time to help globalize 400 Chilean companies (Newland and Plaza, 2013: 6). They further stated, “by 2011, it had helped with more than 50 domestic and international partners...among these companies were leaders in biotechnology and information technology” (Newland and Plaze, 2013: 7).

The importance of diaspora knowledge networks is the impact they can provide great impact with minimal resources. For example the South African Diaspora Network was able through a trip of the chair

of the South African Business Club in London to South Africa to provide six local businesses with “a free assessment of their internationalization strategies...each of these businesses benefited from the advice they received” ((Kuznetsov, 2006: 181). Thus showcasing that simple links with minimal investment can render important results.

2.4.3 Professional engagement of the diaspora

As reported by the Asian Development Bank (2004), 19 of the top 20 Indian software businesses were founded or managed by professionals from the Indian diaspora. The software industry has created 400,000 new jobs in India and exported over US\$ 6 billion worth of goods and services in 2002 (Ionescu, 2006: 23). In this case, the direct effect of the Indian human capital transfer on the Indian economy is quite evident. In the case of India another major industry that was directly positively impacted by the diaspora was the diamond industry. Indian diamond traders managed to penetrate the diamond industry in Brussels and pass the skill onto their home communities, the diamond industry now employs over one million Indians and generates 21 billion dollars in export revenue (Newland, 2013: 6).

2.4.4 Academic engagement of the diaspora

Saxenians study of Asian diaspora in Silicon Valley shows that for “the Diaspora option to success, there needs to be an attractive infrastructure in place and the presence of a large stock of scientific community in the countries of origin to support links with Diaspora researchers” (Amagoh and Young, 2014: 40). The Chinese government realized the importance of its academic diaspora and “therefore not only set up programmes to promote the return of overseas Chinese scientists, but also engaged in a range of activities to strengthen its ties with growing communities of overseas scientists. Networks of Chinese scientists had begun to emerge organically in the United States, and the formation of similar networks has been actively supported in various other host countries” (Jonkers, 2010: 227).

2.4.5 Creation of Diaspora Knowledge Networks

The process by which the diaspora knowledge networks are created is important. There are different models of these networks are created; whether through the diaspora itself, through the government outreaching to the diaspora to create such a network, or through the support of intergovernmental organizations and international donors such as the United Nations, Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) or United States Agency for International Development (USAID). The Honduras model is an important example due to its success. It came about through a public-private partnership (Seddig and Sabillon, 2014: 12). The set of criteria it used in searching for new members were the following: “(a) recognized achievements in their area of expertise; (b) desire to contribute to the development of Honduras; and (c) self-identification as Honduran” (Seddig and Sabillon, 2014: 12). Here,

the issue of identification of who the diaspora are is important. In the Honduran example it was up to the diaspora to decide; it was not mandated by the state and citizenship was not a pre-requisite. This broadens who can be part of the network, whereby it is not only Egyptians that hold citizenship, but it can include second and third generation Egyptians who do not necessarily have the Egyptian citizenship. This criterion allows for more inclusiveness and flexibility. Establishment of Honduras Global was mainly funded by the GIZ and there continuous support was a main reason for the launch and success of the network (Seddig and Sabillon, 2014).

The network created a website and set up a clear vision for the network. The vision gives great weight to the knowledge transfer of the diaspora and puts it as a main objective; “to strengthen the national capabilities of human resources through the development of programs and services that promote knowledge transfer through internships, tutoring, summer courses, alliances and agreements, among other things” (Seddiq and Sabillon, 2014: 14). This highlights the importance of this study and its implications for Egypt. Other international successful models who have created such networks have made knowledge transfer an integral part of their network. Therefore, as Egypt is creating its current strategy on diaspora engagement; it is important to take into account knowledge transfer.

2.5 Literature Gap

The study aims to address an important literature gap; why human capital transfer should be a priority for Egypt in its Diaspora Engagement Strategy as well as how the Egyptian skilled migrants would like to be engaged by the government.

Chapter 3: Conceptual framework

The purpose of this chapter is to construct the conceptual framework of the research.

3.1 Framework of the Study of Diaspora Engagement

This research responds to the need to examine diaspora human capital transfer in Egypt; how best the government can engage with the diaspora specifically on human capital transfer and how the diaspora would like to be engaged. This is a current and timely need as the government is on its way to developing a diaspora engagement strategy. There is a current gap in research as to what exactly should be included in Egypt's Diaspora Engagement Strategy and why human capital transfer specifically should be a priority. There are several ways by which the government can choose to engage its diaspora community; however, the focus of the thesis is engagement of professional and academic human capital in Egypt's development agenda.

The literature review looked into the necessary prerequisites the Egyptian government must have to successfully engage with its diaspora, as well as the necessary policies Egypt has to make in order to effectively engage its diaspora through human capital transfer. This includes proper diaspora mapping as well as consultation with diaspora members themselves (Aguinas and Newland, 2012: 27). The literature review also looked into the different approaches various countries have taken to engage with their diaspora communities.

3.2 Key Concepts

3.2.1 Brain Gain

Traditionally migration of skilled professionals was looked at through the concept of brain drain (Bhagwati 1976 in Amagoh and Rahman, 2014: 37). Recently there has been a shift in ideas, where brain drain is looked at as brain gain. The departure of skilled labor can have “positive impacts in the medium to long run...through a counter flow of remittances and new knowledge. Some governments do now increasingly consider highly skilled laborers to be an export product (Haas, 2005 in Sorensen, 2014: 30). This notion of reversing brain drain and utilizing it as brain gain can theoretically be done through the “diaspora option”. (Amagoh and Rahman, 2014, 38)

3.2.2 Diaspora Option

“The ‘Diaspora option’ is an emerging policy orientation aimed at utilizing the human, economic and social capital of migrant populations in order to revitalize levels of investment, skill and development in the places with which they maintain ancestral ties” (Mullings and Pellerin, 2013: 89). This diaspora option looks into the brain gain of diaspora and the benefits of “educated and skilled professionals bringing

back their knowledge and enhances human capital, and putting their skills to work for their home countries (Zweig et al 2008, in Amagoh and Rahman 2014, 38). The diaspora option “refers to the remote mobilization of expatriates for the development of their countries of origin”, this a fundamentally approach to how brain drain was perceived, as it offers a different viewpoint looking at brain drain as a gain rather than a loss (Amagoh and Rahman, 2014: 38).

The diaspora option as a policy can be implemented through two different options: the diaspora option and the return option; the diaspora option is drawing on their expertise while abroad “through their remote mobilization and commitment to development of the home country”, while the return option is “diaspora homecoming initiatives” ((Devjack, Ferfila and Filipovic, 2012: 9).

As the thesis is looking to answer two main questions; how can Egypt effectively engage its diaspora community in the country’s development agenda through human capital transfer and how does the diaspora community want to be engaged. The questions make up the research variables:

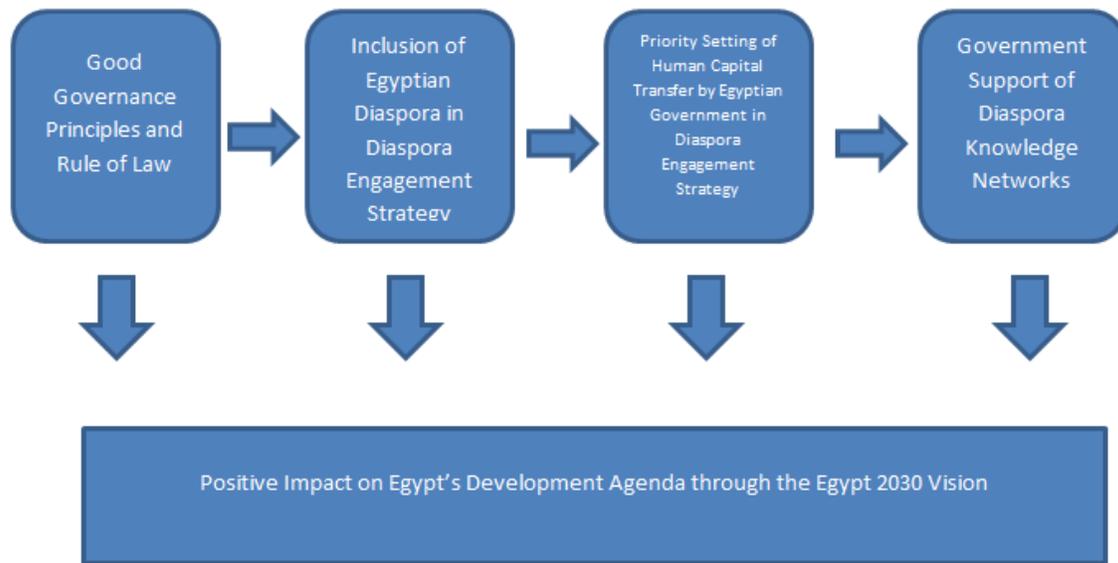
- 1) The dependent variable is :Egypt’s development agenda;
- 2) The independent variable; is the policies the Egyptian government should undertake to ensure effective human capital transfer of the diaspora.

The recommendations will be based upon how the diaspora community wants to be engaged as well as what the literature present. The thesis thus examines which diaspora engagement human transfer capital model would best fit Egypt. The primary research part of the thesis will be conducted through interviews with Egyptian officials, migration professionals as well as Egyptian diaspora, which will be further explained in the methodology. The thesis will use the primary research conducted in order to recommend its human capital diaspora engagement policy for the Egyptian government.

3.3 Conceptual Framework Diagram

Based on the previous literature review highlighting the importance of having good governance principles and basic rule of law in place and the importance of human capital transfer and positive impact of diaspora knowledge networks on a country’s development agenda and the variables chosen in this study, the below conceptual framework illustrated in the below figure is proposed. If the government consults with its diaspora regarding human capital transfer as well as include NGO members in its National Diaspora Engagement Strategy; this strategy will present success and impact on Egypt’s development agenda: Egypt 2030 Vision.

Figure 1: Conceptual Diagram



Source: Author

3.4 Significance of Human Capital Transfer

The research aims to fulfill a current gap in literature specifically on Egypt and the current steps taken to achieving successful diaspora engagement in Egypt's development agenda. Due to the timeliness of the research it is able to address this gap. Egypt is currently on its way to create a National Diaspora Engagement Strategy. The research will analyze the current steps taken by the government and provide recommendations on creating successful strategy. The research is responding to an existing phenomenon of emigration from Egypt; "skilled emigration (defined as emigration after the completion of tertiary education) is a substantial phenomenon in most development countries, with annual emigration rates for countries with populations of more than 20 million ranging from 0.6 per cent Brazil to 15 per cent in Uganda (Carrington and Detragiache, 1998). Therefore, Egypt is not alone in this phenomenon and can draw from international experiences in diaspora engagement when coming up with its national strategy. The research will look at successful international strategies in engaging diaspora knowledge networks and recommend similar strategies to Egypt.

The research aims to transcend the common view of linking diaspora to remittances and show that the diaspora community can in fact serve Egypt's development agenda through more than just remittances.

The research will look at the impact of human capital transfer specifically through diaspora networks, as well as the significance of human capital transfer. Additionally, the research looks at the willingness of the diaspora to be engaged and why it is important that they are engaged.

3.5 Political and Legal Framework in Egypt

When discussing the political and legal frameworks regarding diaspora engagement there are two sides to look into; 1) the current governmental political and legal framework and 2) the political and legal framework regarding diaspora groups.

3.5.1 Current Government Political Framework

When studying diaspora engagement, the local home context needs to be taken into account. The local ecosystem should be welcoming of diaspora engagement in order for it to be successful. “The ecosystem should be open and ready for new models and accept them. (Ataselim and Meryem, 2014: 26).

Success in diaspora engagement means that a political framework in Egypt regarding “diaspora efforts cannot succeed when the basic elements of good governance are not integrated into development planning. The past success of governments such as the Republic of Korea and Taiwan Province of China in bringing diaspora talent and treasure to the table were in large part possible because both governments had sound development strategies in place to invest in education, promote science and technology, build infrastructure, and foster entrepreneurship” (Aguina and Newland in Ataselim and Meryem, 2014: 200). Therefore, the Egyptian government has to look at the Diaspora Engagement Strategy as part of sound strategies contributing to Egypt’s overall development agenda.

The re-establishment of the MoSE and its attempt to engage with the diaspora was an important step on the government’s side. The important step now for the government is to institutionalize this engagement as opposed to the ad hoc basis that is currently used when engaging with the diaspora.

The Egyptian State’s interest in diaspora engagement is on board with current political economy trend of viewing partnerships built between states and skilled migrants as a natural evolution of neoliberalism “into a self-regulating governing strategy of rule. Rather than a straight forward approach to facilitating economic growth and international competitiveness, they argue that attempts to capture human capital within the diaspora should be considered an extension of ongoing efforts to develop market-friendly social, economic and political institutions to minimize market failure in liberalizing economics in both the global North and the global South (Mullings, 2001: 26). Therefore, not only is a diaspora engagement strategy of importance but a focus on human capital should be a priority.

3.4.2 Egyptian Diaspora Legal Framework

Law 111 of 1983 “Emigration and Sponsoring Egyptians Abroad Law” outlines the Egyptian government’s efforts to create legislation covering Egyptians abroad. The law incentivizes Egyptians to be engaged in the development of Egypt, however most Egyptians are unaware of this law (Debnath and Zohry, 2010: 52). The no. 111 of the year 1983 law is separated into five chapters. The first chapter has general provisions, the second chapter discusses permanent emigration, chapter three discuss temporary migration, and chapter four delineates rights of migrants and lastly chapter five has concluding and transitional provisions. In addition, the five main policies as dictated by the government on different occasions are that; it encourages emigration ensuring equilibrium in the domestic labor market, fighting illegal migration, maximizing economic benefits of migration and increasing migrants' remittances, ensuring the welfare of emigrants and meeting labor demand in receiving countries (Zohry, 2007). Egypt had five main objectives which compose its migration policy; encouraging emigration, combating irregular migration, maximizing economic benefits of migrations and increasing remittances, ensuring welfare of emigrants and meeting labor demand in receiving countries (Zohry, 2007).

Additionally, the Constitution of Egypt includes a section guaranteeing the rights of Egyptians abroad. Therefore, the government’s institutional framework regarding its diaspora and Egyptians’ abroad is present. Moreover, in September 2015, the reestablishment of the Ministry of State for Emigration and Egyptian Expatriate Affairs fortified the government’s will to engage with the expatriate community. The main mandate of the Ministry is emigration affairs and Egyptians’ abroad affairs. (National Project Officer, IOM, interviewed December 2017).

Chapter 4: Methodology

This chapter looks into the methodology employed in the study. It looks into the choice of the researcher to use qualitative research. It details the ethics considerations in the research. It outlines the research design and sampling.

4.1 Qualitative Research

The research is based on qualitative research. The researcher opted for qualitative over quantitative research for this study as it qualitative research gives more emphasis on the perspective of insiders, which was importance in this study (Lapan, Quartaroli and Reimer, 2012). This research uses two main data collection methods; in-depth interviews with field professionals and diaspora members, as well as a survey questionnaire disseminated to Egyptian diaspora.

4.2 Basic Aim of the Research

There are two main objectives to this research. The first objective examines and analyzes the government's side on diaspora engagement. Specifically it is to look into how the government can best engage with the diaspora specifically through human capital transfer in order to benefit Egypt's development agenda. The second objective is examining the other side of the coin; the diaspora's side. The research's aim is to understand the willingness of the diaspora to engage with the government.

4.3 Research Design and Sampling Overview

The thesis relies on qualitative research. The first main data collection method was in-depth interviews. Interviews were conducted with Egyptian government officials in the Ministry of Foreign Affairs, and the IOM in order to understand current government efforts in diaspora engagement. Interviews were also conducted with a sample of academic and professional Egyptian diaspora to examine what possible government incentives could entice them to get engaged in Egypt's economic development. Interviews with a T20 group conference participant was also conducted. The T20 are a group of professional and scientific Egyptian diaspora members who are currently engaged in policy-making with the Ministry of Planning and contributing to the Egypt 2030 plan. The interviews were conducted with urban migrants who had travelled abroad regularly. The research samples were composed of urban-based, tertiary educated migrants. Additionally, this research uses multiple data gathering methods in order to be able to answer all research questions and because "data from different sources will better guarantee a spectrum of diverse perspectives for analysis and representation (Beretvas et al., 2014: 76). Thus, a questionnaire will

be administered to a selected diaspora sample to investigate their interest in engaging in academic or professional human capital transfer to Egypt.

For the purpose of this research, no interview will be conducted with an irregular migrant (a migrant who left Egypt in an irregular manner, without proper documentation and following formal procedures). In-depth interviews conducted were used to generate the main findings of the research. Finally, according to the presented findings, policy recommendations for the Egyptian government will be generated.

4.4 In-depth Interviews Overview

In-depth interviews were chosen in order to gain an in-depth understanding from experts in the field on best government policy towards diaspora engagement. "Interviews are the most common form of data gathering in qualitative research studies, perhaps, because they directly solicit the perspectives of the people we wish to study (Beretvas, Leavy and Saldana, 2014: 76). Therefore, for the purpose of this research it was important to conduct in depth interviews with key informants identified through sampling methods that will be later mentioned.

Participants in Egypt: For the "field professionals" the research relied on purposeful and snowballing sampling specifically, experts working in the field of migration; the IOM and the Ministry of Foreign Affairs as well as returning diaspora members.

Participants Abroad (the Egyptian diaspora): For these participants the research used both purposeful sampling and the snowballing technique especially with the T20 group who are a group of Egyptian expatriates participating currently participating in Egypt's development agenda, in order to collect enough data to be able to derive findings on how the diaspora would like to be engaged.

4.4.1 Professional Interviews

IOM

Three in-depth interviews were held with professionals at the IOM in Egypt. IOM professionals from the Labor Migration Unit were interviewed:

1. Egyptian National Project Officer; overseeing diaspora engagement projects;
2. International Program Manager; overseeing Labor Migration Unit at the IOM Cairo Office;
3. Regional Thematic Specialist; overseeing Labor Migration Unit in the Middle East and North Africa (MENA) Regional Office.

The government is currently relying on IOM to provide technical assistance in guiding the government in coming up with its Diaspora Engagement Strategy. Therefore, through the interviews with IOM staff the researcher gained insight to the current steps undertaken by the government to create a strategy. The researcher is aware of the Labor Migration unit within IOM and relied on her personal knowledge of the interviewed professionals' job positions to interview them. Additionally, snowballing technique was utilized as IOM staff guided the researchers to other useful staff within the organization to Interview. Snowballing technique was specifically chosen as the professional staff working on diaspora engagement identified other diaspora "experts" within the organization for the researcher to interview. Three different in depth interviews were conducted at the IOM.

Within IOM, three different professionals were interviewed in order to get the perspective from three different professional positions. An Egyptian National Officer managing a project funded by the Italian Cooperation (the Italian Development Agency) particular on Egyptian diaspora engagement. In order to get the perspective on the ground national officer that deals directly with the Egyptian government on the development of the Egyptian strategy on diaspora engagement. Additionally, the International Manager in the IOM Egypt office that manages the Labor Migration Division, under which is the diaspora engagement program. This perspective was important to get because she worked in different countries specifically on diaspora engagement and is able to identify successful models and national strategies. Finally, the Regional Thematic Specialist on Labor Migration, he is the main expert employed by IOM, guiding other IOM professionals on all thematic issues regarding Labor Migration (including diaspora engagement). He was able to provide insight on successful regional practices.

The Ministry of Foreign Affairs (MFA)

The final interview conducted with a staff member at the Ministry of Foreign Affairs, working at the National Coordination Committee for the Prevention of Illegal Migration and Trafficking in Persons (NCCPiM and TiP). It was important to get insight from the Ministry of Foreign Affairs, therefore a staff member from this particular committee was chosen as this committee has been mandated by a ministerial decree to work on migration, smuggling and human trafficking issues.

Diaspora

Interviews with the diaspora community were also conducted based on purposeful sampling. Three different diaspora members were interviewed:

1. Second generation Egyptian residing in the US;

2. Returning diaspora member working in the academic field in Egypt;
3. Returning diaspora member working in the professional field in Egypt

The diaspora members interviewed highlighted different types of Egyptian diaspora. Diaspora members were chosen to represent different criteria. A diaspora member returning to Egypt after 40 years abroad and working as a university professor to represent academic human capital transfer, a diaspora member returning after 40 years abroad and working in the philanthropic NGO field, representing professional human capital transfer and a return of professional diaspora wanting to engage in philanthropic contributions to Egypt. The same diaspora member had political aspirations (running for the parliamentary elections). Therefore, interest in the development of Egypt was clear. It was important to understand if the opportunity presented itself while abroad, would there have been an interest to participate in Egypt's development agenda. The third development member interviewed. The third diaspora member interviewed was also a university professor, however spending much less time abroad than the first diaspora member, who was resettled abroad before choosing to return to Egypt. This perspective was important to understand if there was a difference in views depending on years spent abroad. The final diaspora member interview is with

T20 Interview

An interview with a conference member of the T20 ground was conducted. They are viewed as a diaspora knowledge network. The interview took place over Skype as the member of the group resides abroad. This member was chosen through purposeful sampling. This particular T20 member was chosen as they are critical of the group and for the purpose of the research, it was important to get a critical insight into the group to understand candidly the positives as well as the negatives of this group.

4.4.2 Study Limitation

A main study limitation was the inability to conduct an interview with a professional working at the Ministry of State for Emigration and Egyptian Expatriates' Affairs in the GoE. Due to their time constraint, the researcher was unable to conduct an interview with staff there. Additionally, this is a new ministry and the staff are quite new in their jobs. The researcher opted to interview instead staff the Ministry of Foreign Affairs. It is a main partner of the Ministry of State. Thus, when the Egyptian diaspora engagement strategy is completed, Ministry of Foreign Affairs staff posted in the Egyptian embassies abroad would be responsible for the engagement of the diaspora. Additionally, all previous engagement (prior to the establishment of the Ministry of Emigration) with the diaspora was conducted through the consular section at the Ministry of Foreign Affairs.

4.5 Survey Questionnaire

A second main data collection method was a survey questionnaire. 50 survey questionnaires were sent out with 22 respondents. The objective of the survey was to gain insight into if the Egyptian skilled diaspora is willing to engage with the Egyptian government in its development agenda as well as understand how can the government better engage with the diaspora. This is important because as the government is currently underway in creating a strategy, it is necessary to understand how the targeted diaspora members would best like to be engaged.

4.5.1 Questionnaire design

The questionnaire included both open ended and closed ended questions. As it was important to understand the profile of the survey respondents, the questionnaire included questions on profession, alma mater and years abroad. The questionnaire included a total of eleven questions; four open ended questions and seven closed ended questions. The first three questions were questions related to gathering information on the respondents' profiles. It was important for this research that the targeted respondents come from a certain caliber. The research is targeting highly educated Egyptians that are willing and have the expertise to impact Egypt's development agenda through impact on the Egypt 2030 vision; as "the construction of skilled members of diasporas as agents of development represents a significant shift in popular development discourse (Mullings, 2010: 26). Therefore, there was a focus on getting responses from those skilled migrants. The questions; what is your current occupation, what is your highest degree of education and what is your alma mater were all to establish the level of skill of the respondents. The questions on how many years abroad and what is the current country of residence; were to establish the geographic coverage of the respondents and the amount of years to see if they affected the respondents' willingness to engage.

It was important to understand if the diaspora members were willing to return or not, in order to see if the return or diaspora options better for the Egyptian diaspora; thus the question do you consider moving permanently back to Egypt. To gain an understanding on if the respondents were already active or engaged in Egypt's development; they question; do you currently contribute to Egypt's development, whether through donations or being part of diaspora networks; was asked. In order to gain direct insight on the respondents willingness to be engaged three questions were asked; if the GoE would ask for you to help in the country's development, would you consider doing so through donations of your knowledge/skills, two follow up questions were then asked; if yes would you consider doing this by returning to Egypt or would you rather do this while still abroad, if now why would not consider donating your knowledge and skills. There were two purposes for asking these questions; the first one is to again look into if the diaspora willing to engage were opting for the diaspora or return option for engaging with

the government and the second purpose was to understand the reasons that would stop the diaspora from engaging in Egypt's development agenda and if the government can address those reasons or not.

The final question was to provide recommendations to the government on how to better engage with the diaspora; therefore, the question; what can the Egyptian government do more to encourage its expatriate community in contributing to the country's development, was asked. It is important to understand from the skilled migrants, what they think the government should be doing; as they are the target group the government should be engaging.

4.5.2 Sampling selection

It was important that the questionnaires were disseminated to diaspora in different countries abroad, in different age groups and in different fields in order to get a good overview from different diaspora if they are willing to engage. However, a big limitation in this research was the sample size, as the aim was to get around twenty respondents to the questionnaire, with a final total count of 22 respondents answering the survey questionnaire.

For the purpose of the research this target sample size was set according to the available time needed to complete the research, however in order to get a more representative sample, the number of respondents should increase. The sampling methods were both purposeful and snowballing sampling methods. The questionnaire was sent out to a selected number of diaspora members (highly skilled tertiary-educated diaspora) and they in return sent it out to fellow diaspora members with the same criteria in their community.

4.6 Other Sources

Finally, the thesis benefits from secondary sources collected mainly by IOM to serve as the reference point of the Ministry of State for Emigration, as IOM is the main international partner with the Ministry assisting it to develop their diaspora engagement strategy. Therefore, IOM's earlier publications are definitely a main reference point for the thesis.

4.7 Institutional Review Board

Institutional Review Board (IRB) approval for this research was obtained on November 29, 2017. Data collection began after approval was granted. As is the purpose of the IRB, they ensured that the researcher was conducting research taking into account, ethical considerations and complying with both governmental and legal guidelines (Beretvas et al., 2014: 86). Ethical considerations will be mentioned in the next section. The survey questionnaire was administered and disseminated online and the in depth

interviews took place; face to face and via Skype. Approval is mandatory as part of the University's policy in conducting field research.

4.8 Ethics Considerations

The researcher took into consideration the ethical consideration during the interviewing phase and handed out consent forms to all participants in the in depth interviews. There was oral as well as written consent in all the interviews. In the Skype interviews conducted the consent form was emailed, electronically signed and sent back to the researcher.

Chapter 5: Analysis and Findings

This chapter presents the research conducted to answer the question of how the government can engage with its diaspora, as well as answering what are the Egyptian governments' priorities in engaging with its diaspora in human capital transfer. It presents the findings of what the government is currently doing in order to engage with its diaspora community as well as present the challenges uncovered during the in-depth interviews. The chapter will also present findings of in-depth interviews carried out with diaspora members and the results of the survey questionnaire administered. Findings from the diaspora interviews and survey questionnaire will answer: if the diaspora are willing to be engaged and how they are willing to be engaged by the government in Egypt's development agenda.

5.1 Professional Interview Findings

IOM's National Project Officer managed to present chronologically the current government efforts to create the Egyptian Diaspora Engagement Strategy. Below is a summarization of her detailed account that present the current government efforts.

5.1.1 Current Efforts and Framework for Expatriate Engagement

Egyptian National Strategy for Diaspora Engagement

According to the Egyptian National Officer interviewed at IOM, the government is currently undergoing the preliminary stages to set up its National Diaspora Engagement Plan. This is crucial in the road forward in diaspora engagement, as no longer will efforts be on ad hoc basis, and instead there will be a complete strategy that will include a five year strategy. IOM is acknowledged by the government to be the lead international partner regarding expatriate engagement. The main donor for this project regarding expatriate engagement is the Italian Fund for Development.

First step taken prior to working on the national strategy for diaspora engagement was building the capacity of the MoSE, as it is a new ministry it was important to raise the caliber of the Ministry employees. The plan of engagement between IOM and the MoSE was to first establish platforms of dialogue, first starting with the international community in order to learn from other countries' experiences, and thus came about various stages; including roundtables and workshops to prepare Egypt government officials to create the Egyptian Diaspora Engagement Plan, below she outlines the different steps chronologically, that the government has taken:

The First Roundtable on Expatriate Engagement

The first roundtable was held February 2017, with the engagement of 17 embassies and international partners. Ambassadors from Ireland and Mexico presented their best practices and made policies and recommendations based on their countries' experiences with diaspora engagement. There was a workshop discussion facilitated by the Minister. This was the first step taken towards the creation of the Egyptian Diaspora Engagement Strategy. This was the first step to create a proper strategy rather than have the ministry work on the ad hoc basis it had been using. The strategy they are working on is a holistic one including all different ways.

After which came the national counterparts. As per the National Project Officer, this was highly important as MoSE is not a line ministry and thus does not implement on its own, it's a coordinating body, therefore it had to coordinate and facilitate discussion with other ministries in order to come up with the Egyptian National Diaspora Engagement Strategy.

The Second Roundtable on Expatriate Engagement

The August 2017 workshop included 22 Egyptian ministries, organized by IOM. Senior members of the various ministers as well as a parliamentarian were present to launch the initiative to create a Diaspora Engagement Strategy. This workshop was conducted in order to bring international expertise and successful experiences to the attention of the representatives from the 22 ministries creating the Egyptian Diaspora Engagement Strategy. The workshop drew upon the experiences of Dr. Russell Martin of the diaspora matters website and he is a main expert consulted by IOM in order to show case to the aforementioned Ministry's successful international experiences.

This strategy is taking into account that the diaspora engagement is with a main purpose; engaging them in Egypt's development agenda; harnessing their contributions, protecting their rights and freedoms.

While this is a national roundtable, IOM had the opportunity to present its approach which is summarized in the IOM publication "Developing a Road Map for Engaging Diasporas in Development: A Handbook for Policymakers and Practitioners in Home and Host Countries". IOM also had the opportunity to present what it can offer the Egyptian government. Thus, highlighting that IOM does play an integral and main role in assisting the government establish its strategy, while not interfering with the actual strategy. They provide expertise as requested by the government itself, thus being an international facilitator.

During the workshop support was evident from most ministries as well as the Central Bank of Egypt. Additionally, this roundtable was noted by the Prime Minister and the Cabinet of Ministers, thus showcasing the high importance the government was giving to the diaspora and the strategy.

What was evident the need to build the capacity of the government in order to be able to set the priorities for the strategy; relying on global and local IOM staff in order to raise the capacity of the government in order to set the necessary priorities for a successful diaspora engagement strategy.

This was a five-day workshop and it tackled the six pillars set by IOM in the aforementioned “Developing a Road Map for Engaging Diasporas in Development...” which include; remittances, direct investments, human capital transfers, philanthropic contributions, capital market investments, and tourism. There were thematic working group discussions based on the pillars. Very prominent discussions were those on investment, trade promotion and trade facilitation. These are directly related to human capital transfer as trade facilitation is based on access to market knowledge. Therefore, the diaspora can act as very strong focal points in this area. In addition, diasporas can help trade by overcoming the reputation barrier. Countries such as Egypt may “face reputational barriers to entry in export markets resulting from limited information that buyers may have about the quality of their products and service reliability. Because, by definition, buyers in major export markets will have had little prior experience of dealing with these firms, the former may be reluctant to do business with them. This places newcomers at a reputational disadvantage relative to established firms, effectively creating a reputational barrier to entry”, diaspora networks can help local firms overcome reputation barriers. (Kapur, 2001: 271).

Ministry of Trade’s Explicit Request for Diaspora Engagement

After the aforementioned roundtable, the Ministry of Trade approached IOM presenting an Interactive Industrial Investment Map, which they wanted to engage with the diaspora and bring their contributions and knowledge to micro, small and medium enterprises. This map is governorate based and has industries per governorate. This map will be presented to the diaspora community and will be a main tool to engage with the diaspora on human capital transfer. The potential for the government to engage with the diaspora on investment through diaspora knowledge networks depends on the creation of these networks. Currently there are numerous associations for Egyptians abroad. However as of yet, there are not still any organized diaspora knowledge networks, even the aforementioned T20 group that was working with the government is not active.

In October, the Ministry of Trade signed a Memorandum of Understanding with the MoSE regarding engaging with the diaspora on the Interactive Industrial Investment Map. This is a major step as it sees the materializing of diaspora engagement, not just through the previous ad hoc visits MoSE used to have abroad with the diaspora but through clear prioritization by the GoE on how to interact with the diaspora. Through the map MoSE can present to the diaspora clear ways they can engage in the development of Egypt through specific industries. This is important because it sets the stage for the full on Diaspora

Engagement Strategy and serves as a preview on how successful the strategy will be (IOM, National Officer, interviewed December 2017).

Building Trust with the Diaspora

The strategy will take into account the need to build trust with its diaspora; therefore the government is not currently focused on creating a diaspora database, but rather building profiles of the diaspora abroad. This is important because diaspora members need not be afraid that the government is keeping tabs on them. In addition, the government would be able to present to the diaspora members what services it can offer them while abroad. It is important that in all discussion the government is focused on using the diaspora option rather than the return option. It wants to engage with its diaspora while they remain abroad (IOM, interviewed December 2017).

Capacity Building for MoSE and Officials engaged in Diaspora Engagement Strategy

November 2017 witnessed an intense workshop, which including coaching for MoSE officials as well as training for officials from the 22 ministries involved in the creation of the diaspora engagement strategy. The workshop was led by the President of the Institute of Mexicans Abroad and a USAID program manager in Mexico leading on engagement of the Mexican Diaspora as well as Dr. Martin Russell from the Diaspora Matters website.

Upcoming Steps

The upcoming step is the support of IOM to MoSE in facilitation the coordination between the 22 ministries to create the Egyptian Diaspora Engagement Strategy through the facilitation of the thematic workshops which are based on IOM's six different diaspora engagement pillars. The goal is for the strategy to be ready by mid-2018.

Human Capital Transfer as a Priority

While the strategy has not been yet been set, there is a trend in all past discussion to highlight the importance of human capital transfer to be a priority when setting the Diaspora Engagement strategy. The logic behind the prioritization of this pillar is that it is an easy way to engage with the diaspora without them committing money but rather their time and expertise. Additionally, past surveys have shown that only 12 per cent of remittances are used for investment purposed while the rest go directly to household consumption (IOM National Project Officer, interviewed December 2017)

5.2 Challenges/Critiques to the National Diaspora Engagement Strategy

5.2.1 The Diaspora

The main important critique to the strategy formulation currently underway by the government is the lack of presence and representation from the diaspora community itself. The IOM, Regional Thematic Specialist interviewed highlighted the need for diaspora members to be present in the strategy formulation.

5.2.2 Definition of Expatriate Community (Diaspora vs. Expatriate versus 2nd and 3rd Generation)

The definition of diaspora members should not only be those that have formal recognition by the state and hold citizenship papers. Diaspora members can be those that self-identify as Egyptians without holding the necessary paperwork. It is still up to the Egyptian government if it will recognize and include those that self-identify as Egyptians in its engagement plan. There are different examples in international experiences when citizenship is not necessary. In the Irish Diaspora Policy identifies the Irish diaspora as “emigrants from Ireland and their descendants around the world and those with a tangible connection to Ireland” (“Global Irish”, 2015).

The identity issue is critical when addressing the diaspora. It is important for the Egyptian government to be very clear regarding who it sees as its diaspora, however the IOM professionals suggested that it is important for the definition to be as inclusive as possible. While many diaspora members could “feel” Egyptian and feel drawn to their Egyptian heritage, if the Government of Egypt decides that diaspora includes only those with citizenship for example it would be cutting off a huge number of diaspora members. Therefore, this issue is very critical. All key informants highlighted the importance of defining who the diaspora are. It is important when coming up with a country strategy to ensure that this definition is clear but also wide. The government can draw on the definition of “Sheffer’s (1986): three proposed criteria: the dispersed group must hold a distinctive collective identity across international locations; the group must have some internal organisation of its own; the group in dispersion must keep ties with the homeland, be it symbolic or real.” (Weinar, 2010: 26).

In one of the workshop discussions on establishing the Egyptian Diaspora Engagement Strategy, IOM’s International Program Manger cited that there have been talks of inserting a chapter in the strategy on strengthening linkages between Egypt and diaspora members including second and third generation diaspora members. While initial discussions within the strategy formulation working group was limiting participation to only diaspora members abroad with citizenship; international experts brought to the

working group's attention the importance of widening this definition; stating these diaspora members could be potential investors and have impact on tourism promotion for example without necessarily holding citizenship in Egypt.

This was mirrored during interviews with diaspora members. Second generation diaspora member interviewed stated; that she “feels” Egyptian regardless of having a piece of paper”. She felt that whether she has official documentation or not, granting her Egyptian citizenship, she identified as Egyptian. First generational diaspora members stated they were not especially keen on issuing Egyptian papers for their offspring, saying it did not particularly make a difference for them.

Coptic Church Involvement

A very important entity that is not present in the roundtable discussion coming up with the Diaspora Engagement Strategy for Egypt is the Coptic Church. The presence of the church is important because the church through its affiliates abroad is very active in engagement of the Coptic Diaspora. (Brinkerhoff and Riddle, 2012). In a 2012 survey conducted to Coptic diaspora, “all respondents consider themselves part of the Coptic diaspora, and 70 per cent indicated they also belong to a broader Egyptian diaspora” (Brinkerhoff and Riddle, 2012) this survey included 2nd and 3rd generation Coptic diaspora members. Additionally, the study concluded that “the Coptic diaspora is more interested and more capable of contributing to development in Egypt than its current activities reflect (Brinkerhoff and Riddle, 2012). Therefore, highlighting the importance of including the Coptic Church in the current diaspora engagement strategy working group along with the 22 ministries already present.

Communication Plan

IOM's Regional Thematic Specialist stressed the importance of having a clear communication strategy of the Egyptian Diaspora Engagement Strategy; both pre strategy formulation and post strategy formulation. It means that he saw the importance of diaspora members being included in the diaspora engagement strategy currently being formulated as well as having a clear plan of how this plan will reach the diaspora. He stated that communication is essential for the success of any strategy; mentioning the failure of the “baladi bonds” (bonds issued by the Egyptian governments for diaspora members to buy) for example; citing the success of similar Nigerian bonds due to a successful communication campaign they managed to collect around three million dollars. There was appropriate process set up the by the Nigerian government, a plan before the bonds were launched. There has to be a planning vision. In Egypt, the MoSE Minister along with Central Bank of Egypt representatives travelled to market for the bonds, but after the actual issuance of the bonds, but in Nigeria, there was proper outreach before the launching of

the bonds, the anticipation built allowed for all issued bonds to be bought within one day in the Nigerian case.

Therefore, the communication plan has to be part of the strategy created. An essential component for the success of the strategy is how well it is able to communicate with the diaspora in order to engage them. Social media channels have to be utilized in order to reach the diaspora (IOM National officer, interviewed December 2017). There must be a massive outreach campaign in order to be able to target as much of the diaspora as possible (IOM National officer, interviewed December 2017).

Regional Best Practices

Lebanon (The Lebanese App)

The IOM Regional Thematic Specialist provided important insight regarding regional best practices citing Lebanon as an example of a country working diligently to successfully engage with its diaspora. Lebanon has been doing a lot of coordinated work while they do not have strategy; IOM has supported them to establish an Action Plan for diaspora engagement. They have instituted Lebanese Diaspora Energy Conferences, which are annual conferences bringing Lebanese diaspora from all over the world with a turnout of 2000 participants. In addition, they have been holding regional diaspora conferences, bringing in diaspora in a specific reason, mainly to network. The significance is that they can have very high position speakers from the diaspora including a US senator, ministers abroad etc. The importance is that there is continuity to these events, where there is follow up on previous events. This is a critical part lacking in similar Egyptian events.

The most impressive tool from the Lebanese experience is an app called “Lebanon Connect”. This app allows anyone to download and register on it. The app allows you to search for other Lebanese in your area, including businesses from different sectors, Lebanese artists, jobs for Lebanese. This app was launched under the auspices of the Lebanese Ministry of Foreign Affairs. The significance of this app is that it is an easy way for the government to show its diaspora it is offering them services and is a means to build trust with the diaspora community.

Morocco

Another important success story in the region is Morocco where they have been very successful in channeling investment directly into local communities. They had a successful program with IOM on Temporary Return of Qualified Nationals (TRQN), where they use the “return option” returning only for

a short period of time. In collaboration with the Diaspora Ministry a fund was set up to support diaspora businesses. This is an important way in which the diaspora can gain trust in their home countries (IOM Regional Thematic Specialist).

Government and Trust Building

An important recurrent theme in the in-depth interviews conducted was the need for the government to establish trust with the diaspora community. An important example is IOM's experience in Germany with the Kosovar diaspora; the Government of Kosovo reached out to their diaspora and through an IOM funded program they managed to assist their diaspora abroad; it was a case where the Kosovo diaspora saw their government "helping them be here better" and then look into how the diaspora can assist you as a country (IOM Regional Thematic Specialist, interviewed December 2017). This is something the Egyptian government has yet to do when reaching out to their diaspora members. Having the government assist its diaspora in setting up a Diaspora Business Network is important because it will not only benefit the country of origin but the diaspora as well. When IOM assisted the Kosovar government to establish a Diaspora Business Network in Kosovo; the diaspora members stated "this is the first time the government has approached us and has given us something; they will always come and ask us for something" (IOM, Regional Thematic Specialist). The model of these networks was creating links amongst the diaspora community itself; whereby for example in the construction sector, they would link building contractors; with for example carpenter to help them make doors for the houses and so on. The government also linked professionals in the import business; so when importing raw materials, they could import in bulk and get cheaper prices. The government then took the next step and entered into an agreement with a German Bank that had branches in Kosovo, getting loans for Kosovars they can use for investment in Kosovo, but with the interest rates in Germany. This was very important because interest rates in Germany were minimal compared to those in Kosovo. Therefore, it was an important step to encourage Kosovars to invest in Kosovo. This was a great and easy way for the government to establish trust with its diaspora members. After this trust is build the government can begin to ask its diaspora members to participate in the country's own development agenda.

The Kosovo experience is a notable one the Kosovar "diaspora is the third most important factor in the country's economic development, after the private sector and government spending" (Ataselim, 2014: 183).

This is very important as the research will later on look into the lack of trust survey questionnaire respondents had in the Egyptian government. Therefore, all the aforementioned interventions could easily

be replicated with the Egyptian diaspora abroad to gain their trust in the government and encourage them to participate with the government.

5.3 Diaspora In-depth Interviews Findings

5.3.1 Embassies Abroad

Egyptian diaspora registered with Egyptian embassies abroad are invited by the embassies for annual events it holds such as celebration of the July 23rd Revolution (Diaspora interview, December 2017). This is a good platform for the government to start building a diaspora network. It is still unclear how the diaspora engagement strategy will be implemented. As MoSE is only a coordinating body, it would seem that the Ministry of Foreign Affairs will be the implementing Ministry as it is the ministry with staff posted abroad. This has to be very clear in the strategy.

5.3.2 Assimilation

The problem of participation of Diaspora Networks conflicting with assimilation abroad was mentioned in one of the in depth interviews conducted for a diaspora member residing in the United States. He stated that “participating in embassy events was problematic as you create Egyptian friends instead of assimilating with the US community” (Diaspora member, 2017). This perception has to be addressed by the national strategy currently being formulated and taken into account.

5.3.3 Association of Egyptian American Scholars

Diasporas play a critical role in the transfer of knowledge and skills and can act as a link between specialized institutions and their home countries (IOM, 2007). Despite its pitfalls, the experience of the “Association of Egyptian American Scholars” can be regarded as a model of cooperation between the diaspora communities and Egypt. Similar mechanisms can be set to engage the Egyptian diasporas with their counterparts in Egypt, not only in academia, but also in areas such as health sector, public administration, and training institutions. (Debnath and Zohry, 2010).

5.3.4 T20 Group

They are a group of Egyptian consultants and group of people studying and working abroad that came together after the revolutions to try to find ways, of how diaspora can contribute to the economy of the country. It started as a network, then it became an NGO, it continued to be informal for some years then they started to collect membership fees and committees, putting together conferences and working with the governments (T20 group informant, interviewed on December 2017). The T20 group stands for the Top 20 Universities (best ranked globally) as a group it targets alumni from these universities along with

professionals at the top four Consulting Firms (Based on International Rankings) (T20 informant, interviewed, December 2017).

Recruitment of T20 members

They target the diaspora through recruiting Egyptians in top Universities/consulting companies abroad to be their representatives in order to have more people joining the T20 group and contribute to the economic development. They have a Whatsapp group in each country adding T20 members in that country and then inviting them to join networking events etc. As of now they have a US, UK, France and Gulf Chapters (T20 informant, interviewed December 2017).

Approaching the Egyptian Government

The T20 group has witnessed some success in consulting the government and has had impact on the Egypt 2030 Vision. (T20 informant, interviewed, December 2017). They were able to approach the government through their personal contacts as some of the T20 group members working in consultancy firms had already previously consulted for different Egyptian government institutions. A lot of the T20 group are part of the business elite in the private sector and thus dealt with government institutes and thus knew the people to target. (T20 informant, interviewed December 2017).

Achievements

Initially, when the group was newly established, they used to have different committees relevant to people's experiences; Tourism, Real Estate, Education and you could join the relevant committee. They then tried to reach out to different Ministries and try to build a network of expertise. This has died down, and they are currently focusing on working with Ministry of Planning 2030 vision and the Ministry of Transport; helping with a business plan for new projects; they built financial models, projecting certain types of projects that the Ministries wanted to implement (T20 group informant, interviewed December 2017).

They have managed to successfully consult with the Ministry of Planning, contributing to the 2030 plans that the Ministry of Planning was working on in 2015. They had a specific team within T20 working with Ministry of Planning, resulting in one or two people from the group being recruited to work for the Ministry of Planning implement (T20 group informant, interviewed December 2017).

Additionally, they put up a conference in 2015 in Egypt, inviting all members to participate as well as inviting high level Egyptian government officials, including Ministers. It was entitled "Innovation in

Government Conference” where they discussed different initiatives and brought different experiences all over the world, including people from India and Korea talking about how businesses can contribute to the economic development and specifically how the diaspora businessman can contribute to the economic development of the country.

The role of the T20 is quite important for a developing country such as Egypt. “Studies suggest that the relationships that professionals and business migrants develop in both their home and host countries are significant assets that governments can exploit to improve their access to markets and investments” (Mullings, 25; 2010). This sort of human capital transfer is important for governments to capitalize on, as this is a way for migrants to be asked to contribute not financially but through their expertise. “Expatriates do not need to be investors to make financial contributions to have an impact on their home countries. They serve as bridges by providing access to markets, sources of investment and expertise. Influential members of diasporas can shape public debate, articulate reform plans and help implement reforms and new projects. Policy expertise and managerial and marketing knowledge are the most significant resources of diaspora networks” (Kutzetsov and Sabel, 2006).

Current Diaspora Knowledge Networks

There are current successful models of Egyptian diaspora associations working with the GoE such as the aforementioned Association of the Egyptian American Scholars as well as the T20 group. Moreover, during the World Youth forum held in Sharm El Sheikh in 2017, MoSE began establishing a network with the diaspora youth that participated in the conference (IOM, National Officer, interviewed December 2017). What remains lacking is for MoSE needs to link all those associations together. In addition, global experiences with diaspora knowledge networks highlight their importance, for example globalscot, a Scottish Knowledge Network exhibited great success; “before globalscot was created, Scotland’s diaspora, was underutilized as a resource for economic development, now, globalscot members offer their time, contacts, knowledge, and skills to businesses and other domestic beneficiaries” (MacRae and Wright cited in Kuznetsov; 2006: 206).

5.4 Questionnaire Findings

5.4.1 Findings (Diaspora Side):

To understand the willingness of Egyptians abroad to be included by the Egyptian government in its development agenda the researcher used both in-depth interviews of selected diaspora members as well as a survey questionnaire. These yielded the below research findings.

Respondents' Profile

There were a total of 22 survey questionnaire respondents. Their countries of residence included the United Arab Emirates, the United Kingdom, the United States and Canada. They were all very highly educated and skilled professionals. Alma Maters include; in Egypt, the American University in Cairo (AUC), Cairo University, Ain Shams University, and Zagazig University, in the UK; Cambridge, London Business School, University of Nottingham, in Canada, York University, Ryerson University and Concordia University and in the United States; New York University and University of Southern California. Years abroad ranged from one year up to 23 years. Respondent professions included those working in several sectors including, health care, banking, information technology, as well as researchers, consultants as well as PhD students.

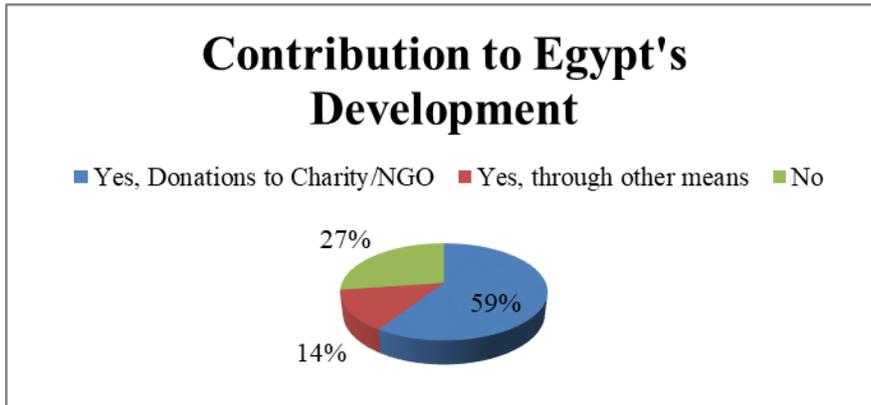
Table 1: Breakdown of Respondents' Countries of Residence

Country of Residence	Number of Respondents
USA	6
UK	9
United Arab Emirates	2
Canada	5

Table 2: Breakdown of Educational Degrees Attained

Degree	Number of Respondents
Bachelor's	8
Master's	10
MD	1
PhD	3

+Figure 2: Current Contributions to Egypt's Development



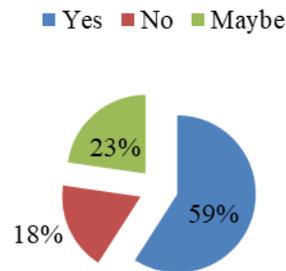
Source: Field Research

Most respondents (59%) contributed to Egypt's development through donations to NGOs. Even those in diaspora unwilling to contribute to Egypt's development agenda should the government request it, were still providing donations to Egypt, through donations. This is important as it highlights the important role civil society can play in engaging with the diaspora; such as the Canadian and US Chapters of the Children Cancer Hospital 57357 in Egypt and their success in fundraising from the diaspora, which is evident through the Television advertisements aired by the Children Cancer Hospital.

Respondents Attitudes towards Engagement

Figure 3: Willingness to Engage with the Government

Willingness of Egyptians to Engage in Egypt's Development



Source: Field research

Most respondents were indeed willing to be engaged in Egypt's development agenda. Therefore, recommendations to the Egyptian government should be taken seriously, as all respondents represent highly qualified and educated diaspora. The government should capitalize on the willingness of its diaspora community and use them to achieve the priorities it sets out.

Willingness to Engage in Diaspora Knowledge Networks

Most respondents were willing to engage in diaspora knowledge networks. Most were opting for the "diaspora option". Research highlights that the diaspora engaged in a country's development agenda are essentials as they provide "bridges" between countries of origin and country of residence (Mullings, 2010: 25). This is a positive note for the government as it highlights that skilled diaspora members are willing to be participate in Knowledge Networks which can help in Egypt's development agenda; meaning that only the opportunity to do so is what's missing. The government should look at funding the creation of such networks as they can positively impact a country's development (Kuznetsov: 2006).

Reasons for Not Wanting to Engage with the Government

Deeply rooted sentiments against the current governmental policies. These perceptions are hard to change through the work of only one Ministry (MoSE). While most respondents were willing to engage and were interested in joining diaspora knowledge networks some were not willing; *“I do not believe the government’s capitalist approaches to dealing with economic and political issues. There is a farce of a democracy. The adoption of economic strategies that force borrowing from global institutions like the World Bank or the IMP means there will be conditionality that does not priorities communities and social justice.”* (Survey Respondent, 2017) Another respondent did not believe *“the current government has the best interests of Egyptians at heart”* (Survey Respondent, 2017). Such views have to be taken into account during the strategy formulation phase the country is currently in.

Ways in which the Government Can Encourage Diaspora to Contribute to its Development

Agenda

Communication

The diaspora community surveyed highlighted the government’s need for better communication. Mirroring what was aforementioned highlighted by IOM’s Regional Thematic Specialist on Labor Migration; communication is key for the success of the engagement strategy. The diaspora respondents stated that the government should: *“Communicate with the expatriate community in a better way; consult with them in their area of expertise. The current communication between the two is negligible”*. Moreover, the issue of “raising awareness” among the diaspora was stated.

Respondents citing a communication problem felt alienation by the government, they felt that the government is not opening communication channels with them;

“There should be open forum with the diaspora through the consulates. These should be spaces for collective policy-making, voting on social programs, getting policy recommendations from professionals working on similar issues etc. This will be more inclusive and representative of all Egyptians abroad, as most diaspora networks are dominated by elite business perspectives or are based on political ideologies.

These thus only cater to a certain group of Egyptians and can be excluded from policy making because of their politics. Also, only the elite networks are able to tap into the government apparatus due to professional and familial links, which reinforces a certain developmental outlook and makes no space for a radical re-engineering of policies that would serve the majority”. Moreover, commenting that they need to; *“be more forth coming about what their plans are. What is their strategy, vision, how will they measure success (KPIs) what milestone they have, their priorities and mainly accountability.”* The communication deficit the government currently faces should be addressed in the upcoming strategy and should be clearly addressed.

Additionally, in Debnath and Zohry (2010) it was highlighted that the current way the Government of Egypt communicates with its diaspora is through national diaspora conferences. The shortfall of these conferences is that they do not necessarily target investor groups, suggesting that it would be more effective for the government to invite smaller diaspora groups with potential investment interest. This will allow the government to better understand the diaspora members interested in investment and respond to their needs as well as their interests. The government also must ensure follow up to these meetings to exhibit their commitment to the diaspora community.

Clear Process and Clear Target

Another finding from the survey questionnaire was the importance diaspora members are putting on having a clear process in place: *“Having a clear fair system that everyone respects”*, *“Providing Clear Processes”* as well as *“offer attractive investment opportunities at a hassle free process”*.

In addition, respondents wanted the government to be specific about what it needs from the diaspora, and *“promote more what is needed from expats and how can expats help to make Egypt better”* (Survey questionnaire respondent). *“The government should identify opportunities where expatriate are required, where we can truly make a positive impact and help the country. There is a lot of Egyptians abroad with tremendous experiences, educations and skill sets that would make a significant difference to the country*

if they were given the opportunity to help. Maybe work with Multinationals to promote for expatriates to take an assignment in Egypt as a start” (Survey questionnaire respondent).

In this context, available study points out: “diaspora communities prefer targeted assistance which they can provide with precision, knowing exactly what they desire to change and where, as well as with whom they need to work to achieve that change” (Flores and Malik, 2015).

Corruption

Several survey respondents highlighted that corruption needs to be addressed by the government in order for them to feel encouraged to be part of Egypt’s development agenda. Two survey respondents stated that the government needs to: “*focus more on the people rather than personal interest*” and “*demonstrate that it is serious about bringing prosperity to the country, establishing a true democracy and fighting corruption*”.

Bureaucracy

Another important theme highlighted by the survey questionnaires was the existing bureaucracy hindering the engagement of qualified diasporas; survey respondents stated that the government should:

“*Empower young professionals of high caliber to work without bureaucratic restriction in and outside of government*” and “*Loosen up bureaucracy and central government policies*”. Zohry (2007) noted that bureaucracy and administrative obstacles were both reasons stopping Egyptian diaspora from investment in Egypt. The Egyptian government needs to address this issue, facilitate, and ease the bureaucracy the diaspora feel is a hindrance.

Identification by the Government to Expat community of Skills Needed

Survey respondents who were willing to participate in Egypt’s development agenda through Egypt’s 2030 Vision, identified key issues the government needed to address for successful engagement:

“The government should identify opportunities where expatriates are required, where we can truly make a positive impact and help the country. There is a lot of Egyptian abroad with tremendous experience, education and skill sets that would make a significant difference to the country if they were given the opportunity to help. Maybe work with multinationals to promote for expatriates to take an assignment in Egypt as a start” (Survey Respondent). Another respondent mentioned that the government needs to *“promote more what is needed from expats and how can expats help to make Egypt better”*. As noted in Debnath and Zohry, 2007 *“the GoE should set a list of priorities and probably model projects and plans to engage the diaspora.”* The government has to specify exactly what it would like from its diaspora community members.

This is already high on the government’s agenda. The national diaspora engagement working group is already working with the Ministry of Trade to identify the priority sectors that require the skill sets of the expatriate community. (National Project Officer, IOM). This synchronization of what the diaspora community needs versus what the government is doing is important; it highlights that the government is aware of the gap and is addressing it.

A main repetitive finding of the questionnaire is that diaspora members would like to have a clear process by which they can be included in the Egyptian development agenda. This is linked to another previous finding, which is the need for a clear communication strategy for the Egyptian government’s diaspora engagement strategy, which was mentioned by all IOM professionals.

Distrust of Government

Some respondents had a sentiment of distrust towards the government. Those that did not want to participate or engage with the government in its development agenda felt that the government was not to be trusted. This sentiment is not new to the Egyptian diaspora community. As Zohry (2007) notes, previous attempts to attract diaspora members were not successful as there is a sentiment of distrust between Egyptians abroad and the Egyptian government which hindered the flow of investments.

However, it is important to note that even those that were unwilling to engage with the government presented interest in engagement if the government does “*demonstrate that it is serious about bringing prosperity to the country, establishing a true democracy and fighting corruption*”. Thus, even those that were unwilling to engage showed interest to engage if they feel there is true willingness from the government for Egypt’s prosperity. All the survey questionnaires presented real interest in Egypt’s development, those that were unwilling to engage, were unwilling, not because they did not want to see Egypt’s development, but because of mistrust in the government.

The sentiment of mistrust between the Egyptian diaspora community and the Egyptian government is not unique to the Egypt. Diasporas do not trust government (Alvina and Flores, 2015). As highlighted in the interview with IOM’s Regional Thematic Specialist on Labor Migration, the same sentiment existed between the Kosovar community in Germany and Kosovo. However, through a simple project implemented by IOM, they helped regain this trust. He suggested that the government can first create simple groundwork to regain the trust of its diaspora, as aforementioned.

Chapter 6: Conclusion and Policy Recommendations

This chapter will include all conclusion statements and final remarks on the research as well as provide policy recommendations for the government.

The research aimed to address two main questions; how can the government can engage with its diaspora and if the diaspora are willing to engage. The research managed to delineate the current governmental efforts being conducted to diaspora engagement and offered critique and challenges to the current efforts. Additionally, the research looked on the diaspora side to see the interest of the diaspora in being engaged. The diaspora were indeed interested, albeit with several conditions that they presented.

The research outlined the challenges and the opportunities present. The current present opportunities include the willingness of the state to engage with the diaspora including having the proper government structure in place mandated to deal with diaspora matters (the Ministry of State for Emigration and Expatriate Affairs). Additionally, diaspora members if approached correctly have presented their willingness to partaking in Egypt's development. There are challenges that remain including the need for the government to partake in good governance principles such as more inclusion of all diaspora members as well as removal of bureaucratic hindrances and facing existing corruption.

The research highlighted the importance of human capital transfer for Egypt's development agenda and showed that the creation of Diaspora Knowledge Networks should be a priority for the Egyptian government as it is responding to the diaspora's request to be part of such a network. As Kuznestsov (2006) points the diaspora are uniquely positioned to have impact on a countries development as they have three specific resources at their hands: high motivation to be of influence, "knowledge and expertise of both global opportunities and local particulars; and frequently, financial resources to act on new opportunities" (Kuznestsov, 2006: 221). Therefore, creating a network with individuals with the unique aforementioned attributions will result in positive impact on Egypt's development agenda.

Egypt is currently on the right track be establishing its own Diaspora Engagement Policy; which will be the very first such policy in the region. While, they are pioneering this step, it is important to note that there are several recommendations that will lead to greater success of this policy; making it a policy that will be truly instrumental in diaspora engagement in Egypt's development agenda. Below are the main recommendations from the research:

6.1 Good Governance Principles-Inclusion of Different stakeholders

There needs to be inclusion of all relevant stake holders in the engagement strategy. The government should not create the strategy without presence of all relevant stake holders including diaspora members of different political stances. There is clear polarization in the Egyptian society in Egypt and abroad, but for the success of the strategy all parties need to be involved. There is a “necessity of the involvement of all the relevant parties. In a world of increased pluralism, individualism and diversity of needs, it is increasingly difficult to know what users of services want. What is required above all is the active involvement of individuals in the determination of their own needs. ... When users are empowered, services become more responsive to rising expectations and demands” (Devjack, Ferfila and Filipovic, 2012: 9).

6.2 Coptic Church and Al Azhar Participation in Diaspora Engagement Strategy

In the 22 Ministries setting up the current strategy the Ministry of Endowment is present (IOM Program Manager Interview, interviewed December 2017), however it is equally important to include the Coptic church as the Church is already deeply involved with the Coptic Diaspora and their philanthropic contributions are a continuous flow. Research highlights the importance of faith based organizations in diaspora communities (Birkenheroff and Riddle: 2012).

6.3 Civil Society Participation in Diaspora Engagement Strategy

The survey questionnaire responses highlighted the importance of civil society to the diaspora. Two members were part of the NGOs in Egypt and other responded they currently contribute to Egypt’s development through sending donations to civil society. Therefore, it is important to have civil society present during the current phase of creating a diaspora engagement strategy. It could be a government affiliated NGO or fund such as the “Tahya Masr” Fund or representatives from the 57357 Children Cancer Hospital as it has experience in engaging diaspora in philanthropic contributions, as it advertises in its televised ads.

6.4 Creation of an Egyptian Diaspora Network as a Government Priority

While there are numerous associations for Egyptians abroad, there isn’t a single network linking together the various associations in different countries. Helping establishing a single Egyptian Diaspora Network should be a main priority in the Diaspora Engagement Network. Not, only have respondents expressed their desire to be part of the Egyptian Diaspora Network but existing literature highlight the impact of diaspora knowledge networks. Globalscott; a Scottish Diaspora Network was created as a response to Scotland’s first minister to the Scottish diaspora to contribute to Scotland’s economic development,

which resulted in great success and helped make use of the underutilized Scottish diaspora (MacRae and Wright cited in Kuznetsov; 2006: 206).

While, this policy is specifically on diaspora engagement, it is important that a developing country like Egypt puts weight and importance to human capital and not only try to attract Egyptian human capital transfer but equally “loosen erstwhile onerous requirements for immigration and work permits. Given that human capital is much more limited in poor countries, one might assume that LDCs would be even more liberal in their policies related to work permits and immigration of foreigners with high human capital to attract this scarce factor. There is, however, little evidence that this is the case. LDCs must realize that immigration — especially of those with high levels of human capital — is becoming an instrument of industrial policy. Consequently, LDCs policies geared towards foreign citizens with high levels of human capital should be even more, not less, liberal than industrialized countries” (Kapur, 2001: 283).

6.5 Targeted Interventions

The GoE should set a list of priorities and probably model projects and plans to engage the diaspora (Debnath and Zohry, 2010). Diaspora respondents’ highlighted that they would like the government to highlight how specifically they would like for the diaspora to be engaged. For example the sectors it would like them to be engaged in. This would facilitate their engagement. The Ministry of Investment is already working on pinpointing the key sectors it would like for the diaspora to engage in, therefore what is important is for this information to reach the diaspora members.

6.6 Establishing Trust

6.6.1 Setting up an Egyptian Diaspora Knowledge Network

The government needs to establish trust with its diaspora community. This trust can be built using some of the aforementioned interventions. The government can start by linking Egyptian associations abroad. It can help in the creation of an Egyptian Diaspora Network; similar to that of GlobalScot which has shown to be very successful (Kuznetsov, 2006).

6.6.2 Creating an App

The government can easily replicate the Lebanese App; LebanonConnect. This is a means for the government to show its diaspora community; that it is taking steps to facilitate the lives of its diaspora community. It is an easy way for the government to build profiles of its diaspora community abroad and at the same time start trust building between the government and the diaspora community.

6.6.3 Youth Conferences

President Sisi has been holding monthly youth conferences for the past year. An important step that will show the diaspora the importance and weight the government gives its diaspora community is for him to hold one of these conferences abroad for youth in diaspora communities. These conferences are widely covered by the media and thus will easily show the diaspora community their importance. As highlighted by the IOM National Officer, this can only come about after the launching of the diaspora engagement strategy, or rather should be part of the strategy.

6.7 Implications for Future Research

This research took place at a time where the Egyptian government is establishing its Diaspora Engagement Strategy and is therefore looking to provide recommendations on how creating a successful strategy; as well as looking into the willingness of the diaspora members to be engaged by the government in Egypt's development agenda. There are important future implications of the study.

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Annex 1: Questionnaire Survey

Current Occupation:

Country of Residence:

Years Abroad:

Highest degree of education:

Alma Mater (University you graduated from):

Do you consider moving permanently back to Egypt?

Do you currently contribute to Egypt's development? (Could be through donations, being part of networks supporting the government etc.) If yes, please specify.

If the government of Egypt would ask for you to help in the country's development, would you consider doing so through donation of your knowledge/skills?

If yes would you consider doing this by returning to Egypt, or would you rather do this while still abroad through Diaspora Knowledge Networks (an association of highly skilled expatriates willing to contribute to the development of their origin countries, while remaining abroad)

If no, why would you not consider donating your knowledge and skills?

What can the Egyptian government do more to encourage its expatriate community in contributing to the country's development?

<https://goo.gl/29nUPL>