



# **The National Strategy for Combating Violence against Women**

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## Table of Contents

Preface by Prime Minister Dr. Ibrahim Mahler .....	
Introduction: Ambassador Mervat El Tallawi, President of the NCW .....	
Principles and Basis of the National Strategy for Combating Violence against Women .....	
Content Strategy:	
○ Vision .....	
○ Mission .....	
○ General Goal of the Strategy .....	
○ Pillars of the Strategy .....	
- First pillar (Prevention).....	
- Second pillar (Protection).....	
- Third pillar (Intervention) .....	
- Fourth pillar (legal Procedures).....	
Summary of Executive action Plans	
Indicators of Performance and impact measurement .....	
A Brief Note on the Annexes .....	
The Partners .....	
The Working Team .....	
The Annexes .....	

## **Preface by Prime Minister Dr. Ibrahim Mehleb**

Women issues are of utmost priority at all levels and in all spheres; violence against women is a major priority, considering its social impact and the fact that it affects the whole community.

All religions in general and Islam in particular have highly esteemed women providing for the necessity of protecting them and maintaining their revered and respected status. Most international covenants and agreements, the Universal Declaration of human Rights, and many constitutions of countries all over the world have adopted some of the principles of Islam as to the obligation of respecting women and safeguarding their rights and freedoms.

However, in practice many of those rights have been violated and infringed upon due to some misinterpretation of religious texts, wrongful traditions and customs and the inability of the legislator to provide sufficient protection to women from all forms of violence committed against them. Consequently, legislative and procedural policies have become ineffective and inefficient in protecting women as is reflected in both the Penal code and the Law of Personal Statute.

In spite of the contentious validation, at all levels, of the principle of equality among all human beings, men and women alike, and of the importance of establishing such equality to achieve development and progress in any community, yet humanity at large has paid, and still pays dearly as a result of resorting to violence as a means of dialogue. Humanity still suffers a great deal and jeopardizes its security and stability in its efforts to establish gender equality, for no community could ever attain sustainable development without the full economic, social and political participation of women, protecting their rights and confirming their role in building and supporting a strong and stable community.

Violence against women represents a violation of both the religious and cultural values of the Egyptian people. Moreover, the Egyptian Constitution firmly establishes gender equality in all fields. It further obliges the state to protect women against all forms of violence. However, due to the current socio-economic and political circumstances, and the fast changes that the Egyptian community has lately witnessed, some behaviors and attitudes have lately spread and were a shock to the Egyptian people. Such attitudes included acts of discrimination and crimes of violence that constitute a grave violation against women, and serious infringement on their rights and their freedoms, thus obstructing their development, their social participation, and their contribution to the advancement of humanity as a whole. Such acts are an aggression against women's dignity, legal and social status. They are likewise a deviation from the traditions and customs of the Egyptian people.

Therefore, all agencies concerned with combating such attitudes and acts, and out of their firm belief in their national duty, have joined the efforts to prepare, draft and execute a National Strategy to Combat all Forms of Violence against Women in implementation of the provisions of the 2014 Constitution particularly paragraph 3 of Article 11, Articles 59, 60, and 99.

It is within this context that the state has entrusted the National Council for Women, being the national mechanism responsible for the development of women and the protection of their rights and freedoms, to collaborate with all governmental and non governmental bodies

concerned , to prepare this strategy and to unify their efforts and maximize the results of such efforts to reduce the rate of domestic and community violence against women and girls, to rehabilitate the victims of such crimes, to mitigate their sufferings and avoid their exclusion from the community so as to ensure the stability and security of the Egyptian Society as whole.

**Prime Minister- Dr. Ibrahim Mehleb**

## Introduction

Egypt is taking wide strides to build a better future for its people. This is reflected in the radical steps taken in political economic and social spheres. However, the current social culture that opposes the development of women is a stumbling block that obstructs the attainment of social justice, gender equality, progress and comprehensive development. Violence against women is one of the negative social phenomena that negatively affect all members of the community, men women and children. Not only does it represent a form of violation of human rights, but it is also an impediment that prevents women from enjoying their basic rights as a productive member of the society. Moreover, it is in contradiction with human security and social prosperity.

Since its inception, the National Council for Women has intensified its efforts to reduce the rate of violence against women, and to provide the victims of any acts of violence with a safe environment. It has also exerted its effort to reform legislations and laws so as to criminalize all forms of violence against women and has taken an initiative to encourage many of the government departments concerned to draw policies and take practical steps to combat all forms of violence against women. In 2002, the National Council for Women has succeeded, in cooperation with the Ministries of Justice and Interior, to set up units in these two ministries to combat violence against women, and has signed a cooperation protocol with theministries. Furthermore, the NCW has been exerting intensive efforts in this respect in collaboration with all relevant bodies. Yet, success in combating all forms of violence against women requires the unification of all efforts and capabilities, both human and material.

The National Strategy for combating all forms of Discrimination against Women is but an initial step to achieve a real change. It is the crowning of hard work undertaken for the mobilization and coordination of efforts, considering that Egypt is legally bound in this particular field of violence, being a violation of human rights, by the international conventions and covenants it has signed at the forefront of which is the Universal Declaration of Human Rights, in as far as these rights are compatible with the values and norms of the Egyptian people.

This strategy responds to the actual needs of the Egyptian society; it takes into consideration the diverse cultures as well as the socio economic circumstances of the different provinces of the country. To attain this goal, the National Strategy has been prepared and based on partnership. Both governmental and non governmental agencies concerned with this Strategy joined efforts in drawing its action plans determining the role and responsibilities of each partner. The Strategy takes into account as well the human and financial resources available. It also has a time line for its full execution, as well as a monitoring and evaluation mechanism. It presents some proposals and recommendations for developing the procedures to communicate cases of violence as well as a mechanism for collecting data on acts of violence.

The National Council for Women extends its gratitude to all governmental and non-governmental partners that contributed to the drawing up of this Strategy. The NCW also greatly appreciates the generous financial and technical support granted by the government of Japan, the European Union, and the United Nations particularly its Gender Equality and

Women Empowerment Agency, the United Nations Population Fund (UNFPA) and the United Nations Development Program (UNDP) in Egypt.

**Ambassador Merval El Talawi**  
**President of the National Council for Women**

## **Principles and Basis of the National Strategy for Combating Violence against Women**

### **I- Why a National Strategy for Combating violence against Women?**

Violence against women and girls constitutes a flagrant violation of human rights, and is a manifestation of the imbalanced relationship between men and women. Lately, the Egyptian society has witnessed new forms of violence against women and girls, a matter that required an alarm call to warn the society of the necessity to overcome such acts. The National Council for Women, being the governmental mechanism responsible for the development of women in the community in general, and the protection of the personal status of women in particular, has prepared and drafted a National Strategy as a basic means of protecting women and girls from acts of violence committed against them so as to protect them and safeguard their dignity and rights.

#### **The basis the NCW relied on in elaborating this National Strategy:**

- The articles of Egypt's 2014 Constitution which provided for the protection and sanctity of the individual and his dignity. The constitution also confirmed the principle of gender equality, and rejected all forms of discrimination and violence against women.
- Decree No. 1045 issued by the Prime Minister setting up a committee with direct authorization from the President to study the causes for the surge in the phenomenon of sexual harassment and to prepare a national Strategy so as to confront it immediately.
- The principle of the rule of law and Egypt's political commitments to comply with its obligations as provided for in International Covenants which Egypt has ratified in as far as they are compatible with Egyptian principles and values.
- The responsibility of the National Council for Women to promote the development and empowerment of women, and solve their problems in a society that establishes justice, equality and non discrimination.
- The completion by the National Council for Women in 2009 of the framework for the National Strategy to combat all forms of violence against women.

### **II- Methodology adopted in formulating the Strategy**

Since its inception in 2000, the National Council for Women has concentrated its efforts on certain activities with the aim of combating all forms of violence against women and girls as a first step towards achieving the full empowerment of women economically, socially and politically. The nature of these activities were diverse according to the quality and quantity of interventions, the severity of the act of violence, and the appearance of new forms of violence after the January 2011 Revolution

In achieving its objectives of solving women's problems, the NCW has adopted a policy of networking and coordination with the governmental and non-governmental agencies concerned as well as with all stakeholders so as to achieve the best results both effectively and efficiently.

In this respect, the framework for the National Strategy to combat all forms of violence against women was prepared in 2009. This effort was supported by the political authority after the January 2011 Revolution followed by the societal and international momentum of support by both governmental and non-governmental organizations which paved the way for the completion of this National Strategy.

## **Methodology**

Since the issue of violence against women is, in nature, a societal issue that is multifaceted and intersects with all axis of human security and social prosperity (including health, education, security, culture, religion, economy ...Etc.), the strategy has been prepared in full partnership and integration with stakeholders; a methodology which depended basically on the institutionalization of the of coordination and communication mechanism with all parties concerned.

Therefore, upon an authorization of the President and the Prime minister, the commencement of the preparation of the National Strategy was declared on 7/7/2014, in the presence of their excellencies the Prime Minister Dr. Ibrahim Mehleb and the Ministers of Justice, Interior, Social Solidarity, Youth and Sports, Education, Health, Wakfs (Endowments) and Manpower. In his keynote address at the ceremony of Declaration of the initiation of the National Strategy, Prime Minister Mehleb expressed the Government's full support for and commitment to the National Strategy for Combating all forms of Violence against women by allocating the necessary financial and human resources, and by giving it utmost priority in the Government's agenda. This ceremony also witnessed the signing of several protocols and memoranda of understanding between the National Council for Women and a number of ministries.

These were 12 memoranda of understanding and protocols of cooperation with ministries other than those mentioned above including the Ministries of Culture, Tourism, Higher Education and the State Information Service. The NCW has been also actively cooperating with the National Council for Motherhood and Childhood, The National Council for Human Rights, and the National Council for The Disabled, as well as with other bodies and agencies concerned. All these Protocols and memoranda of understanding basically aim at promoting cooperation in the drafting, preparation and execution of this National Strategy for Combating all forms of Violence against Women.

The participation of women non-governmental organizations and youth initiatives in the preparation of this strategy is essential, considering the important role they play in the mobilization of public interest and in shedding light on the activities implemented by the National Council for Women in this field. One of the youth initiatives participating in this effort to combat violence against women and girls is ShoftTaharoush (I saw an Act of Harassment) and " Egypt's Girls a Red Line" movement.

The strategy is based on a commitment to genuine Egyptian morals and values, and on promoting religious awareness as a basis for combating violence against women. Therefore, the Strategy has been honored to have on board representatives from the Ministry of Wakfs (Endowment), the Grand Azhar and the Orthodox Coptic Church.

## **Drawing up the Strategy:**

The main contributions to the Strategy came from the Supreme Steering Committee, the Executive Committee, and the workshops at the governorates, whose main outputs were the basis for the Strategy. The Supreme Steering Committee held four meetings and the Executive Committee held nine meetings.

The Strategy has been based on scientific analysis and accumulated knowledge and experience accumulated by the relevant agencies and bodies. The first step in drawing the Strategy was to review the general framework prepared earlier in 2009 and to upgrade it. The basic pillars of the Strategy were agreed upon through acknowledging and documenting the previous efforts made by governmental and non-governmental agencies, and through examining the relevant National and International Strategies. Annex (1) includes previous literature in this field to build on it and benefit from previous experience in the preparation of this Strategy.

At a later stage, the National Council for Women decided on the vision and mission of the National Strategy based on the ideas and opinions expressed by members of the above mentioned committees which were all characterized by an ambitious outlook and sincere determination to enhance the status of Egypt, portrayal of its positive image and removal of the negative image which spread both at the local and international levels regarding violence against women. As a result of this ambitious outlook, the vision and the mission of the Strategy were approved as they represent the goal that the government and civil society wish to achieve. The strategic goals, the secondary goals, and the forms of violence constitute a clear road map to achieve our goals.

This step was followed by an analysis of the domestic environment of the governmental and non-governmental agencies concerned by using the SWOT analysis which determines the points of strength and the points of weakness, the challenges and the opportunities. The output of this analysis yielded a wealth of information on the efforts exerted by many agencies. Such information was unknown to public opinion and to the other agencies concerned. The results of this analysis have also opened up lots of opportunities for networking and cooperation in the programs and projects with all the agencies concerned during the period of preparation of the Strategy.

In parallel with this analysis, the external environment of all forms of violence was also examined and analyzed, and the results also revealed the challenges, opportunities, points of strength and points of weakness of all forms of violence as defined by the four pillars.

Furthermore, workshops were organized in the governorates to determine the local dimension of acts of violence, and a questionnaire was conducted to find out the facts about the actual situation, the current challenges and opportunities and the proposed activities to be implemented according to the local circumstances in each governorate.

The final step was the preparation of the executive plans of the different ministries and non-governmental organizations. The Strategy covers five years 2015-2020 and includes detailed activities, projects, programs, expected outputs, performance indicators, time lines for execution, budgets, coordination mechanisms, obstacles hindering implementation and

means of monitoring, follow up and evaluation. The working team of the Strategy periodically analyzed and drafted the outputs of the committees and documented the lessons learned.

Upon the recommendations of the Supreme Steering Committee, the Strategy was presented to representatives of the civil society organizations concerned with women's issues in a workshop to find out their points of view regarding the Strategy and their proposals with regard to combating all forms of violence against women to include them in the Strategy.

The Annexes are an integral part of this National Strategy to Combat all forms of Violence Against women.

### **III-Working Mechanisms**

The Protocols signed between the National Council for Women and the various ministries provide for setting up the Supreme Steering Committee and the Executive Committee with well identified tasks, responsibilities and roles to complete the Strategy including its executive action plans, cost estimates of projects execution, and the obligation to implement these plans.

#### **The Supreme Steering Committee**

The Chairman of the Committee is Ambassador Mervat El Talawi, President of the National Council for Women, and the members are the assistant ministers for human rights sector or the undersecretaries of the ministries concerned with women's affairs, as well as officials from the National Council for Women.

#### **Responsibilities of the Supreme steering Committee:**

- Review laws and administrative decrees, decide the means of executing them, and submit the proposals necessary for drafting, preparing, activating and executing the Strategy in implementation of the 2014 Constitution particularly paragraph 3 of Article 11 and Articles 99,59 and 60.
- Propose policies, programs and plans necessary for the execution of the Strategy and bridge the gaps revealed in the process of implementation.
- Follow up on the execution of the National Strategy after its approval by the different ministries concerned and stakeholders.

**Meetings of the Supreme Steering Committee:** The Committee meets at least once every two months during the preparation phase of the National Strategy, and once every three months during the execution and follow up phase of the National Strategy. The National Council for Women invites the partners to the meetings of the committee and coordinates its work.

#### **The Executive Committee**

The committee shall be composed of the heads of the departments and units concerned with women's rights in the relevant ministries and officials from the National Council for Women.

## **Responsibilities of the Executive Committee**

- Attend the periodic meetings held during the preparation of the National Strategy and the executive action plans and coordinate the work with other departments and agencies concerned.
- Participate in the execution of the Strategy and following up on the execution of the action plans.
- Recruit experts and specialists in the field of combating violence against women. It is also authorized to set up from among its members or others a subcommittee or several subcommittees to examine particular relevant issues.
- Prepare periodic reports on its activities covering both positive and negative aspects, propose solutions for the problems encountered during the execution, and submit the reports to the Supreme Steering Committee.

## **Networking Evaluation and Follow up Mechanisms**

- The National Strategy shall be reviewed and revised yearly in light of the conclusions drawn through the follow up and evaluation of the execution of the action plans during the first year 2015-2016 as reflected in the quarterly reports.
- A Coordination Committee shall be set up under the chairmanship of the National Council for Women; committee members shall be the representatives of the agencies responsible for the execution of the strategy. The Committee shall also examine the quarterly reports of execution of the activities submitted by the executing agencies. It shall also be responsible for assessing and evaluating the performance of these agencies and measuring the extent of implementation of the proposed activities, to find out the obstacles in implementation and submit proposals for the elimination of these obstacles.

## **Financing the National Strategy**

- The execution of the National Strategy for combating all forms of Violence against Women requires allocating the necessary funds to cover the proposed activities and programs identified by governmental and non-governmental agencies concerned. So far the total cost of financing the National Strategy has not been determined as the estimated cost of some activities and programs to be executed by some agencies has not yet been determined.
- Financing the National Strategy shall depend on three sources: First, the state as a major source, second, the contributions of the civil society and the private sector, and third donor agencies especially that there is now a notable interest in this issue both at the local and international levels.

## **IV- Definition of Violence against Women and Girls**

Violence against women and girls means "Any act of violence based on gender that leads or may lead to physical, or sexual or psychological harm or suffering for women or girls, including threat to commit such acts, suppression or arbitrary deprivation from freedom, whether in public or private life". This is the definition mentioned in the United Nations Declaration and the report of Committee on the Status of Women submitted to the fifty seventh session of the United Nations General Assembly held in

2012. This report of the committee also mentions the socio-economic harm resulting from such violence. A study conducted in 2009 by the NCW has revealed the following two forms of violence against women and girls in Egypt.

- 1- **Domestic Violence**; acts of violence committed by husbands or other members of the family against women or girls.
- 2- **Community Violence**: acts of violence committed by strangers, not members of the family or friends. This form includes acts of violence or harassment in the streets or at the work place or educational institutions or service provision departments.

### **1- Domestic Violence**

- Any violent act or attitude or behavior (physical –psychological-sexual) committed by a member of the family.
- Deprivation from education.
- Deprivation from inheritance and discrimination in receiving it.
- Forced marriage against the will of women or girls.
- Preventing women or girls from working or forcing them to work against their will.
- Female Genital mutilation.

### **2-Community Violence**

- Violation of the principle of gender equality and equal opportunity at the work place and in public life.
- Sexual harassment (in streets, work place, in educational institutions and elsewhere).
- Disgracing women or girls
- Rape
- Sexual exploitation (Early marriages- women trafficking, exploitation in illegal activities ... etc)

[Annex \(2\)](#) presents detailed information of forms and types of acts of violence against women and girls.

## **V- Volume of Violence against Women**

Women all over the world suffer from violence. Both Egyptian and international researchers alike agreed that forms of violence against women in Egypt are diverse and wide spread. However, there is a deficiency in information, statistics and data on cases of violence, a matter that constitutes a challenge to all agencies concerned with combating violence against women in Egypt.

The data regarding violence against women and girls in Egypt collected through demographic and health surveys are the most comprehensive and easily available. Studies on domestic violence against women and girls in Egypt and the Middle East are more developed than studies on community violence with the exception of certain cases such as violence in cases pertaining to honor and FGM.

### **Domestic Violence**

The demographic and health survey, which was conducted in Egypt in 2005, covered data on violence against women and girls. The results revealed by the survey were useful, although they concentrated basically on violence committed by husbands against wives. **These results were as follows:-**

- 47.4% of married women indicated that they had been victims of domestic violence ever since they were 15 years old, and that their partners (that is the present or past husband) was the perpetrator of such violence.
- Almost half of the women surveyed (45%) indicated that they had been victims of violence at the hands of males other than their husbands.
- 26 % stated that they were victims of violence perpetrated against them by women.
- The rate of violence committed by fathers against girls (53%) is double the rate of violence committed by brothers (23%). Females committing acts of violence against girls were mostly their mothers (10%). However, until now no researches have been conducted on women above the age of 45, or women who never got married.

### **Community Violence**

A study conducted by the National Council for Women in 2009 revealed that most women had been continuously sexually harassed, be it in the streets, or in public transport. The younger the girls the more they are subjected to sexual harassment in comparison with older girls or women.

#### **The results of the survey were as follows:-**

- The majority of married women (72%) and single girls (94%) stated that they had been subjected to verbal harassment in the streets. About two thirds of unmarried young men (About three quarters of the young men in Cairo and Alexandria) stated that they had committed verbal harassment of girls or women in the streets.
- 17% of the married women and 22% of girls stated that their bodies were improperly touched by men.
- 13% of married women and 12% of unmarried girls stated that they knew women who had been raped or violently sexually disgraced.

### **VI- Target groups:**

- Women victims of violence, who still are still being victimized, and those who may become potential victims. These include wives, girls, sisters, mothers, grandmothers, employees and others who suffer from domestic or community violence, in particular women and girls with disabilities who, as a result of their disabilities, are more prone to become victims of violence, since they may be incapable of defending themselves.
- Perpetrators of acts of violence: Those may be strangers from outside the circle of family and friends, employers, members of the family like husbands, fathers, or brothers, or fathers in law, or other male or female members of the family, and in rare cases neighbors or acquaintances.

- The whole family and the community at large are affected by acts of violence. Therefore, families and the community need support to confront this phenomenon.
- Officials concerned such as governmental executive authorities, the legislative authority, the judiciary, the media and the civil society.

## **VII- The National and International Legal Framework**

In general, International laws confirmed the rights of women in articles that provide for non discrimination against them as stipulated in international covenants and declarations of human rights, as well as other instruments dealing with women. Egypt has acceded to the most prominent of United Nations instruments dealing with women's rights and combating violence and discrimination against them. Thus, these covenants and declarations have become part of the Egyptian laws after they had been ratified by the Egyptian parliament and published in the official gazette.

The Egyptian legal system and the enforcement of laws could play a pivotal role in combating violence against women. Therefore, it is not sufficient that the laws directly guarantee the physical and sexual protection of women, but they should also prevent physical and psychological violence against women, whether in private or public life, before it occurs. Moreover, it is also very important that all laws, starting with the constitution itself and all other laws dealing with women's rights should ensure women's protection from all forms of violence.

Annex 2 includes detailed data on the international Covenants and Egyptian legislations that provide for the protection of women from all forms of violence.

## **XIII- National Efforts (Governmental and Non-governmental)**

Many governmental agencies and civil society organizations exert great efforts in combating violence against women. However, they are faced with many obstacles to attain their goal particularly those related to funding.

## **IX- Analyzing the domestic Environment**

When preparing the National Strategy for Combating All forms of Violence against Women, a thorough analysis should be undertaken within the internal environment of the agencies responsible for the execution of the action plans. This analysis together with an analysis of the external environment will help in taking strategic decisions and choosing sound solutions. This analysis aims at identifying and evaluating the human and material resources and capabilities available and detecting the points of weakness to remedy and strengthen them. Consequently programs and projects should take all these factors into consideration during the execution of the Strategic plan.

Annex 5 includes a detailed analysis of the internal environment of each one of the agencies participating in the execution of the Strategic Plan.

## **X- Analyzing the External Environment and the Surrounding conditions**

When drawing their action plans, the agencies responsible for the execution of the Strategic Plan depended on the analysis of the external environment linked with all forms of violence against women and girls. They considered the factors and conditions that may support their efforts and how to benefit from them in drawing their plans and programs. This analysis also helped them identify the obstacles that hinder the execution of such plans and projects, as well as the opportunities available and how to benefit from them.

### **Points of Strength**

- The support clearly shown by the President and the State's commitment to combat all forms of violence against women.
- The strong support by the government agencies and policies for the activities and projects of the National Strategy.
- The enactment of the National Constitution in 2014 including more than 20 Articles supporting women's rights as well as several articles providing for combating all forms of violence against women and trafficking in women, and the establishment of a special commission for women's affairs to combat all forms of violence against them.
- Upon the authorization by the President, a committee was set up at the ministerial level chaired by the Prime Minister to support the execution of the National Strategy.
- The establishment of Equal Opportunity Units in all governmental departments to report any acts of violence, harassment or discrimination against women at the workplace.
- The creation of units to combat violence against women at the Directorates of the Ministry of Interior at the Governorates' level.
- The creation of a unit to combat violence against women at the Ministry of Justice, and a National Coordination Committee to combat and prevent women trafficking at the Ministry of Justice composed of representatives from the ministries concerned and the specialized councils.
- The introduction of the term "Sexual harassment" for the first time in the provisions of the Egyptian Penal code.
- The conclusion of a cooperation Protocol between the National Council for Women and the Central Agency for Public Mobilization and Statistics by virtue of which periodical statistics on the status of women would be conducted

every two years. Part of the statistics will also cover the issue of violence against women.

- The collaboration between the National Council for Women and the Central Agency for Public Mobilization and Statistics in preparing a national study on violence against women and its economic cost.
- The active participation of the various governmental and non-governmental agencies in drafting the National Strategy, a matter that reflects the adoption of the principle of national participation in the preparation of the Strategy.
- The wide experience gained by some women organizations enabling them to conclude certain partnerships to combat violence against women. Moreover, civil society organizations are also very active in providing protection to women victims through some initiatives and movements that are engaged in combating violence against women and girls.
- The support extended by some external agencies.
- The training programs and pamphlets that promote awareness of the social harm of acts of violence against women.
- Counseling and guidance centers affiliated to the Ministry of Social Solidarity.

### **Points of Weakness**

- Insufficient mainstreaming of gender issues in the budgets, policies, plans and programs.
- Inadequate financial and human resources for the execution of programs directed towards women in general.
- Duplication of activities and lack of coordination between the different governmental and non-governmental agencies, and the absence of a joint action plan.
- Absence of an accurate and reliable data base covering acts identified according to forms of violence. A reliable database may be used to analyze the phenomenon of violence against women, or to provide the human resources necessary for combating it. The current available data base lacks clarity, accuracy and sufficiency and is not readily available. Moreover, it is not suitable for any exchange between the various agencies concerned, and therefore, cannot be used effectively.
- Negative community opinions and trends regarding various women's issues.
- Discrimination against women in educational curricula.
- Absence of a security plan to protect the community from human trafficking particularly in women, and the weak capabilities of the state agencies, and hence their inability to give support to women victims.
- The existence of some legislation that discriminate against women with regard to penalties for certain crimes.
- The scarcity of shelters and homes to receive women victims of violence.

- Lack of security and police protection at those shelters and homes.
- Lack of active engagement by religious institutions in providing the required guidance and counseling, and giving sound opinions on the stance of religion regarding violence against women and its impact on the community, although representatives of these religious institutions participate in the dialogues and committees set up to combat all forms of violence against women.
- The non existence of strict laws criminalizing the deprivation of women from their inheritance.
- Absence of legal support on the part of the state to women victims of violence by providing those who cannot afford a legal counsel with a lawyer.
- The small number of specialized police women who are properly and technically trained to receive reports on acts of violence and to handle accordingly cases of violence at the police stations.
- The absence of the social workers at schools although they used to play a very important role in giving advice and guidance to girl/boy students at schools.
- The negative role of the media and the drama giving a negative image of women.
- The existence of a certain wrong religious discourse that claims that husbands have the right to discipline their wives as a form of exercising their legitimate rights without truly understanding the role of husbands and wives as provided for in the tolerant religion of Islam and the controls it provides for practicing such a right.
- Women have less opportunity in getting adequate housing than men due to social traditions that obstruct women from obtaining or owning financial resources that enable them to acquire adequate housing. Moreover, some social trends deprive women of their right of ownership particularly through inheritance. This problem is further aggravated by the fact that the housing sector does not pay sufficient attention to providing housing units for single poor women with limited income, or to families headed by women.
- Women victims of violence remain silent due to their fragile social and economic status and for fear of losing home or shelter.
- The absence of an executive role for the National Council for Women, and the vagueness of its role and its mandate towards the grassroots particularly women.

### **Available Opportunity**

- The introduction of Articles supporting women in the 2014 Constitution, thus allowing for the enactment of new legislations and the amendment of already existing ones so as to strengthen the status of women and the protection of

their rights in the community and the prevention of discrimination against them or committing acts of violence against them.

- The commitment to submit periodic international reports at fixed deadlines, a matter that obliges the state to achieve progress in fulfillment of its international obligations.
- A committee for legislative reform affiliated to the cabinet has been set up to review and revise the current laws and remove their defects and flaws, including laws that support discrimination against women and obstruct them from getting equal opportunities with men. This revision shall include laws that discriminate against women with regard to penalties for certain crimes.
- Benefiting from the 37 branches of the National Council for Women found in all the governorates, as each one of these branches has built a popular base and may contribute to the implementation of plans, projects and training programs.
- Activating the Equal Opportunity Units established by the National Council for Women in the different ministries so that they may receive complaints of violence or discrimination against women in the workplace, help women and enable them to regain their rights provided for in the Constitution.
- Supporting the role played by the Central Bureau for Women Complaints and its branches found in all the governorates to promote women's awareness of their rights provided for by both national laws and international covenants, provide help, social counseling and legal advice to women , and carry out accurate and documented statistics on incidents of violence and discrimination against women, so as to establish national data base that reflects the true status of acts of violence and discrimination against women.
- Promoting networking with local, regional and international institutions engaged in the field of combating violence against women with previous experience, so as to benefit from the lessons learned and approved strategies that are compatible with the characteristics of the Egyptian society.
- Benefiting from the tremendous technological developments to combat violence against women by reporting cases of all forms of violence immediately through the SMS system linked with the GPS system. Such modern technologies allow for the immediate registration of the location of the act of violence on the map of Egypt so as to detect the places where women are most vulnerable to violence and the times that such acts occur.
- The issuing of some governmental agencies and departments of administrative decrees that support the rights of women.
- Adopting educational policies that promote the culture of gender equality and respect of all human rights. Moreover the Ministry of Education is currently amending educational syllabus at all education levels to remove all negative stereotyping of women in them.

- Revising and reviewing the Labor law in fulfillment of Egypt's international obligations to respect human rights locally and internationally.
- Introducing procedures to combat impunity in crimes of violence against women, and providing justice to women.
- Drawing national policies to combat trafficking in women.
- The response of the state to allocate funds for a gender aware budget.
- The assessment by the Ministry of Social Solidarity of the conditions of the shelters and home for women victims of violence to increase their number and endeavor to relocate them in a balanced and fair manner in the various parts of the country.
- The belief of some community youth leaders in the necessity of unifying efforts to combat acts of harassment against of women.
- The prevailing trend adopted by the state and some religious institutions to review the religious discourse on incidents of violence, and employing men and women preachers of the Ministry of Wakfs (Endowments) to give lectures about the true principles of religion on the issue of violence against women and the relationship between husband and wife and to promote the rejection of wrong ideas about women.
- The initiation by the Orthodox Coptic Church of educational and awareness promotion programs to combat all forms of violence against women at the country level particularly regarding female genital mutilation.
- Increased activities by civil society organizations engaged in the field of the women's development so as to form a strong lobby to exercise pressure and influence on decision makers.

## **Risks**

- Weak awareness of women's issues in general, and of all forms of violence against women, in particular.
- The prevailing negative customs and traditions regarding women.
- The continued refraining of the victims from reporting acts of violence committed against them. In fact, women, in many cases, relinquish their right in bringing the perpetrators of such acts to court for fear of scandal.
- The deteriorating economic circumstances, the spread of unemployment and the increase in the number of bread winning women.
- The continued discrimination against women and the non abidance by the principle of equal opportunity.
- The absence of legislations that force the perpetrators of acts of violence to attend rehabilitation programs.
- The continued discrimination against women in some provisions of the Penal Code with regard to penalties for certain crimes particularly those of adultery, or crimes of honor.

- The slow pace of litigation.
- The spread of addiction of drugs among youth.
- The general understanding that domestic violence is a common family affair. This attitude leads to even more refraining from reporting acts of violence against women.
- Human and financial allocations in the budget are limited particularly in rural areas.
- The continued lack of adequate information and data on incidents of violence against women.
- Plans for the new issues that have lately emerged at the international level which have not yet been drawn, such as the issue of climate change and its future impact on women. Women might be forced to move from one place to the other, a matter that expose them to the risk of trafficking or of being sexually abused.

## **XI- The Current Challenges**

In general, awareness of the manifestations of violence against women and girls is growing; moreover, the highest political authority has expressed its interest and readiness to combat violence. Consequently, it has issued some instructions to the government to attain this objective, the most salient of which was setting up a Commission chaired by the Prime Minister to be in charge of making every possible effort to combat all forms of violence against women and girls. However, several challenges still exist and the Strategy will seek to overcome them. These include the following.

- The absence of a comprehensive legislation that covers all forms of violence against women and girls. Although the National Council for Women has already submitted a draft law in 2012 and other draft bills have also been submitted by the civil society, yet there is still a dire need to speed up the enactment of these laws and all other laws pertaining to women's rights such as the Labor law, the Social Security Law and the Personal Status Law. Moreover, implantation of the current laws is not efficient. Despite the development of a number of National policies to combat violence against women and to provide the necessary tools to achieve this end, yet there is no coordination or complementarity among the different sectors.
- The deficiency in human and financial resources necessary to confront the phenomenon of violence against women and girls and providing victims with the necessary support and protection.
- Inadequate data and information on incidents of violence, and the inability to collect, analyze and publish this data regularly particularly regarding discrimination and violence against women, the causes behind such acts, their impact and the economic cost sustained by the community as a result of this

discrimination and violence. Therefore, it is most necessary to draw certain indicators about such acts of violence against women and girls and use them in the preparation of the National Strategy

- The extremely low degree of awareness among women and girls of their rights guaranteed to them, particularly women with very fragile economic conditions, by religious principles, the constitution and national common laws.
- The continued existence of certain social attitudes that claim that violence against women is an accepted common practice, a matter that increases the chances of its continuation.
- The constant way of bringing up children that deepens the understanding that the only role of women is within the family and does not recognize the multiple roles of women within their families and their communities.

## **The Strategy**

### **Vision**

The Vision of the National Strategy is to ensure a secure community free of all forms of violence that guarantees the protection of women and the availability of all services to them, as well as the commitment to respect women's rights and encourage their effective and active participation in the development of their community.

### **Mission**

The mission of the National Strategy is to confront all forms of discrimination against women by ensuring social justice, equal opportunity and gender equality to women and girls, as well as by applying comprehensive policies and an integrated system that promotes cooperation between the government and the civil society. This would pave the way towards changing the negative community's outlook of women and gradually remove all obstacles that restrict their full active participation in public life.

## **The General Strategic Objective**

The General objective of the Strategy is to combat all forms of violence against women and girls.

## **The pillars of the National Strategy**

The pillars of the National Strategy are based on the available evidence, on the means of overcoming the deficiencies in the plans, programs and activities carried out by some sectors of the government as well as by non governmental agencies,

benefiting at the same time from their best practices, and taking into consideration the various aspects of violence, and the necessity of developing and improving the responses of the

### **First pillar (Prevention)**

- Developing public awareness, rectifying the religious discourse, and changing the culture of the masses of people through education, awareness and training programs.
- Analyzing the social and economic aspects of the phenomenon of violence against women and girls, and using the results of this analysis as basis for developing plans and programs to deal with its roots so as to empower women to avoid falling victims to violence.
- Reviewing and revising laws, policies and attitudes that encourage acts of violence against women.
- Using up to date developments in the field of information communication technologies, as well as the media to reject and combat all forms of violence against women.

### **Second pillar (Protection)**

- Activating and developing legislations and laws that provide for combating violence against women as stipulated in the constitution, and enacting a comprehensive legislation that criminalizes committing any form of violence against women and girls so as to eradicate this phenomenon.
- Strengthening ways and means of enforcing the laws by developing coordination and referral systems.
- Awareness-raising campaigns on relevant laws and legislations, simplifying legal procedures, facilitating legal services and reducing the time of enforcement.
- Creating suitable conditions to women victims of violence to enable them to report incidents of violence and to benefit from the available protection and aid services.

### **Third pillar (Intervention)**

- Providing psychological and health services as well as counseling to women victims of violence.
- Developing treatment and rehabilitation programs for the perpetrators of acts of violence.
- Providing adequate shelters and homes for women victims of acts of violence.

- Expansion of centers providing psychological and health care, legal aid, counseling and advice, and establishing hot lines for reporting acts of violence.

#### **Fourth pillar (Legal Procedures)**

- Establishing a mechanism for preventive arrangements to protect women victims of acts of violence that is compatible with international covenants.
- Nominating special court chambers to consider cases of violence against women, so that court rulings may be declared quickly, and so that the Prosecution of the family Court may be enabled investigate crimes of violence against women.
- Endeavoring to reach the international standard of the rate of acts of violence against women through the exchange of information with other countries that have taken wide strides in this field and benefitting from their experience

### **Summary of the executive action plans**

The agencies participating in the preparation and execution of the National Strategy have drawn the detailed executive action plan on the basis of the four pillars or four objectives set out in the National Strategy. Each proposed activity or program shall cover one of the secondary objectives of the plan. The executive action plans of the agencies concerned shall include time lines for the implementation each project, the expected outcomes, the qualitative and quantitative performance indicators, the supporting agencies, as well as the impediments obstructing execution, the means of follow up and evaluation and the expected estimated cost of every activity or project on the ground. Thus, the funds necessary for the execution of these activities and programs shall be provided either through the budget allocated for each agency, or through the aid which each executing agency shall endeavor to obtain from the donor agencies. It must be noted here that some activities may be merged through coordination between the different agencies and their participation in implementing the same activity.

Some activities that shall be implemented by some agencies and institutions and by the civil society will be reviewed during the five year period of the Strategy and shall cover its basic objectives.

#### **Ministry of Wafs( Endowments)**

The role played by the Ministry of Wakfsin raising public awareness and rectifying the religious discourse is pivotal in preventing the spread of the phenomenon of violence against women. The Ministry shall execute several activities including:-

- Giving lectures in mosques to combat violence against women.

- Including the issue of combating violence against women in the training courses of the preachers of mosques.
- Organizing convoys to promote public awareness of the necessity of combating violence against women.
- Printing the book entitled "Contemporary Sermons" and some editions of the magazine "Membar Al Islam" (The Pulpit of Islam) that deal with the issue of violence against women.

### **Ministry of Education**

The activities that shall be carried out by the Ministry of Education include a number of programs directed to girl and boy students, to parents and to social workers in schools. During the five years of the strategic plan, the Ministry shall execute a number of training courses for girls on how to protect their bodies and for boys on the respect of women's rights and the rejection of violence against them. The Ministry shall also raise awareness of parents on the importance of watching the attitudes of their children and disciplining them. The Ministry shall also endeavor to provide proper training for men and women teachers to instill in them the lofty values of the teaching profession and the importance of monitoring acts of violence and confronting them pedagogically and professionally. The Ministry shall also train social workers at schools on how to deal with psychological problems, with students who are trouble makers, with perpetrators of violence and with cases of verbal, physical, or sexual harassment.

In fulfilling these objectives, the Ministry shall rely on the studies it shall conduct on sexual harassment and on other forms of violence committed against women, girls, boys and children so as to establish control mechanisms. The Ministerial Decree dealing with maintaining order and discipline in schools shall be activated, and a draft law has been prepared to ensure that men and women teachers shall not resort to violence against girl or boy students.

### **Ministry of Higher Education**

The Ministry's activities shall include a number of training courses and awareness raising activities in which professors of sociology from the various Egyptian universities shall take part. The Ministry shall also establish an Equal Opportunity Unit in every university, and shall provide certain services such as complaint centers to receive reports by girl victims of acts of violence, and primary health services in the clinics in each university.

The Ministry shall also conduct a study on the current situation in Egyptian universities in comparison with other universities of the world with regard to the status of girl students with the aim of arriving at the international standard. The

Ministry shall also prepare a guide book of all the local and international laws and legislations pertaining to the services provided in them to women in general.

## **Ministry of Social Solidarity**

Throughout the time period covered by the National Strategy, the Ministry shall intensify its awareness raising campaigns and workshops for rural social workers, women frequenting women social development centers and women clubs and for the staff at women shelters.

The Ministry shall also endeavor to increase the number of shelters and homes that host women victims of violence so as to cover all of Egypt. To fulfill this objective, it shall cooperate with civil society organizations. It shall also develop a hot line to receive the complaints of women from acts of violence.

Training courses shall also be conducted by the Ministry for the capacity building of its staff (Social workers, psychiatrist experts, family counseling specialists and staff at the homes and shelters hosting women victims, health service providers and members of the Equal Opportunity Units at different ministries).

The Ministry will soon announce its hot line No.16422 to receive complaints by women victims of violence and provide them with the necessary guidance, help and counseling. This hotline will also give information on the services provided by the Ministry. The Ministry shall also conduct media campaigns, and disseminate pamphlets to promote public awareness and provide information on the services offered by the ministry and on how to benefit from such services.

The executive plan of the ministry also includes providing small income generating projects for women and girls victims of violence to enhance their economic empowerment.

## **Ministry of Culture**

The plan of the Ministry of Culture is based on conducting several awareness raising activities regarding the phenomenon of violence against women, and sensitizing the community to reject and combat this phenomenon. These activities shall include convening conferences, workshops, seminars and competitions that shall cover the following topics:-

- The concept of violence and how to confront it through rectifying the religious discourse and endeavoring to change the community popular culture.
- Developing the use of Information communication technologies as well as all the means of the media to promote awareness of the necessity of combating all forms of violence against women and girls.

- How to activate and execute legislations and laws so as to combat all forms of violence against women as provided for in the constitution.
- Creating a suitable atmosphere to women victims of acts of violence, informing them of the laws that help eradicate all forms of violence against women and girls, and finding ways and means to empower them economically.

The Ministry shall likewise execute cooperation protocols concluded with Arab and foreign countries, and shall organize cultural weeks to obtain information on the best practices on using cultural events in these countries to combat acts of violence against women. The Ministry shall also organize annual international conferences covering ways and means of combating violence against women and girls

### **Ministry of Interior**

The Ministry shall develop educational syllabuses at the Police Academy and shall introduce subjects on human rights, the concept of violence against women and the ways, means and mechanisms to confront it. It shall develop a mechanism within the framework of execution of the National Strategy to conduct statistics covering all information on acts and crimes of violence against women, and court ruling rendered in this respect so as to deduce the major causes of such crimes and how to avoid them through a developed security and police system.

The Ministry shall also increase the number of its mobile and light vehicle patrols so as to be able to reach the locations of such crimes as soon as possible. The Ministry shall also establish committees for the protection of women at the level of the governorates and police stations similar to those established for the protection of children.

The plan of the Ministry also includes providing shelters that are well equipped and furnished to receive women and girl victims of violence, as well as independent shelters linked to the Police stations to receive the victims of violence. Special staff at the Ministry shall be trained to receive these women and girls and their complaints and reports. The Ministry shall also increase the number of women doctors and police officers who will be the graduates of the new departments established at the police academy.

### **Ministry of Tourism**

The Ministry shall focus its efforts on those working in the tourism sector, and shall make it obligatory on all hotels to include within their training programs for their staff a course on combating all forms of violence against women.

The Ministry shall also organize a number of training programs on gender equality at the work place and on combating all forms of discrimination and violence against women. Similar training programs shall also be organized for salesmen in the shops selling tourist souvenirs and directly dealing with tourists (The International Code of Ethics for Tourism issued by The International Tourism Organization).

A questionnaire shall be conducted to find out the tourists' responses regarding the services provided to them, in general, in touristic locations and on as to whether they had been subjected to any form of harassment or violence.

The Ministry shall provide economic support to women victims of acts of violence by organizing training courses for them in some governorates on traditional industries and handicrafts, and shall help them start up small projects in this field to empower them economically.

## **Ministry of Youth and Sports**

The Ministry's activities within the framework of the National Strategy shall include awareness raising campaigns for girls on how to practice their rights in confronting acts of violence or harassment. In this respect, the Ministry shall benefit from the cultural camps organized for girls from Youth Clubs and Girl clubs to inform them of their rights stipulated in the Egyptian Constitution. In these camps, girls always have the chance to discuss issues pertaining to gender equality and to express themselves and speak of the forms of harassment that they may be subjected to both within their families and the communities they live in with the ultimate goal of changing old traditions that prevent women from enjoying their rights.

The Ministry shall also organize training programs for perpetrators of acts of violence with the aim of assimilating them in the community and helping them become productive members of the society.

The Ministry shall establish Girl Safety Units in universities and youth centers, and shall organize some training courses for certain vocations in youth towns. It shall also organize fairs for marketing the products of women victims of acts of violence. The plan of the Ministry further includes organizing a forum for Arab girls entitled "I Reject Violence".

## **Ministry of Health and Population**

The Ministry is currently in the process of preparing software for all data pertaining to acts of violence against women and analyzing these acts to find the indicators of this phenomenon. This program shall be linked to other programs

monitoring cases of violence against women. Moreover, training programs shall be organized by the Ministry for women health workers to inform them of the rights of women and children

The Ministry shall publicize a medical guide book to providers of health services to inform them of the Laws and regulations dealing with violence against women and to train them on how to use them.

The plan of the Ministry includes naming a health unit and a hospital in every health directorate to render special health service to women victims of acts of violence providing them with medical and psychological help free of charge.

## **Ministry of Justice**

The Ministry's operational plan includes developing and activating legislations and laws by setting up committees to review laws and develop mechanisms to support and activate the legal framework so as to protect women from acts of violence. The Ministry shall set up a department for legal follow up within the different sectors of the Ministry, and shall also conduct analytical researches on laws relevant to crimes of violence against women so as to determine the negative and positive aspects of these laws and amend them accordingly. The Ministry shall likewise establish an electronic data base for the statistics of crimes of violence against women.

The Ministry shall also establish a coordination unit between all the agencies involved in criminal justice to prepare reports about cases of violence against women that had already been settled by the courts. It shall also prepare a procedural and training guide on the best practices in dealing with crimes of violence against women, and shall activate the role played by the department responsible for handling cases of violence against women. The Ministry shall, through this coordination unit, coordinate its efforts with those of the National Commission for Combating Human Trafficking to follow up on the execution of court rulings in cases of violence and discrimination against women.

The Ministry's activities shall also include the creation of Rapid Deployment Units to help women victims of crimes of violence which include a police officer, a psychologist and a forensic doctor. Up to date equipment shall be provided for these units to enable the forensic doctor to carry out his work more accurately. Moreover, special courts will be designated to consider cases of violence against women and shall be provided with the necessary

## **Ministry of Manpower**

The Ministry shall be striving to change the labor laws to be more compatible with the efforts to combat all forms of violence and discrimination against women and girls at the work place. The work inspectors at the level of the directorates of the Ministry in all the governorates shall be responsible for the implementation of these laws in compliance with the Articles of the new 2014 Constitution.

The Ministry shall continue its awareness raising and training programs to inform women of their rights and duties at the workplace. Special seminars and workshops shall also be organized on family planning, the dangers and risks of early marriage, as the more the number of family members the less it is capable of enjoying a better economic standard of living, hence more domestic violence mostly caused by economic problems. These activities mainly aim at combating both domestic and community violence against women.

The plans of the Ministry within the framework of the National Strategy include the economic empowerment of women by helping them start up small income generating projects after providing these women with vocational training according to the conditions in each governorate. These plans also include cooperation with civil society organizations and the branches of the Social Fund for Development in marketing the products of these small enterprises.

### **The Orthodox Coptic Church**

The Orthodox Coptic Church shall include within its services and awareness promotion activities the organization of awareness raising workshops and seminars to train Christian clergy men in all governorates of Egypt so as to include in their weekly sermons and Sunday school lessons information on the necessity of rejecting violence and discrimination against women.

Since women's economic empowerment is one of the major mainstays protecting them against violence, the Church shall establish a number of small income generating projects for women victims of acts of violence.

### **The National Council for Human Rights**

The National Strategy shall include a number of activities to be implemented by the National Council for Human Rights with the aim of promoting public awareness of human rights issues, in general, and combating all acts of violence and discrimination against women, in particular. Such acts may be caused by false religious ideas or concepts or tradition or ethnic beliefs. These activities shall include Radio Programs, **reviewing** educational syllabuses, and organizing training courses for women, girls, journalists and media people.

The Council shall prepare annual reports to monitor and analyze the social and economic conditions of the community including the violations of the rights of women and children. It shall also conduct studies to determine the psychological, social and criminological impact of the acts of violence against women. Furthermore, the Council shall review and revise all current laws and shall issue its recommendations to amend some of them that are in contradiction with the principles of human rights or women's rights to be protected from all acts of violence.

The plan of the council also includes requesting the new parliament to speed up the enactment of several laws compatible with international covenants and declarations pertaining to the protection of human rights, including the enactment of a draft law for combating acts of violence against women as well as a law prohibiting discrimination against any citizen, and the law on equal opportunity. The Council shall train a group of lawyers so as to enable them to provide legal help and counseling to all victims of human rights violations and to women and girls victims of acts of violence.

### **The National Council for persons with disabilities**

The plan of the Council includes organizing training courses on the follow up and monitoring mechanisms of the implementation of the CEDAW as well as the Convention on the Rights of Persons with Disabilities for the protection of women. The council shall also draw plans to ensure the safety and security of women with disabilities at the workplace.

The Council shall organize workshops and vocational training courses for women with disabilities to improve the quality of their lives at the workplace and shall endeavor to provide them with social security pensions.

Another important activity of the council shall be the organization of an international cultural and sports forum for the disabled with the purpose of combating all forms of violence against women with disabilities.

### **The Supreme Council for the Media**

The Council shall support the production of Radio and Television series that discuss women's problems and shall propose ways and means of solving them. It shall also produce short documentaries and drama episodes shedding light on the problems faced by women and how to solve them. It shall also participate in talk shows that seek to promote women's issues.

The Media coverage of forms of violence against women in the news bulletins shall be developed. Furthermore, university professors specialized in Islamic law (Sharia) and law shall be invited to participate in programs that promote the

awareness of the masses of the people, particularly the dangers of acts of violence against women on the community at large. Training course shall also be organized by the Council for those working in the media so that they may deal with the issue of violence against women in a highly professional manner.

### **The National Council for Motherhood and Childhood**

The Council's activities include organizing capacity building training courses for law enforcement personnel from the Ministry of Justice, the public Prosecution and the Ministry of Interior to enlighten them of the Law of the Child No. 126 for 2008 and the Law on combating human trafficking. Similar training courses shall also be organized for housewives in towns and villages to inform them of the importance of community education. Voluntary literacy committees shall also be activated.

The Council shall also support the activities of the Protection Committees and shall strengthen networking with the Child Saving hot line, Protection Committees and the non- governmental organizations to provide urgent emergency aid. The Council shall exert all its efforts to provide legal aid to girl victims and will take the necessary measures to protect them during the investigations of acts of violence and until they are referred to shelters or homes or specialized institutions to provide them with direct aid and with medical and psychological services and to rehabilitate them. The Council shall also conduct workshops for children to train them on using information communication technologies and the internet safely so as to protect them against any violations that they may be exposed to.

### **The National Council for Women**

The Council shall organize a number of public rallies and meetings with school girls and universities from all over Egypt to promote their awareness of their rights, to rectify the religious discourse and to change the erroneous popular culture against women. These meetings shall be part of the basic responsibilities of the Council which seeks to promote public awareness of the women's issues. The Council has already started preparing a study on the extent of acts of violence against women and girls and the economic cost resulting from such acts. This study is scheduled to be completed during the first year of the Strategy to convince decision makers of the importance of taking practical measures to combat all forms of violence against women. This study and other studies shall be conducted in governorates, in villages, and in informal housing areas to measure the degree of change in the rate of violence during the period covered by the Strategy.

The Council will revise the draft of the comprehensive law to Combat All Forms of Violence Against Women, and shall follow up on the procedures adopted by the Ministry of Justice in this respect so that this Law may be presented to the next parliament. The Council shall coordinate its efforts with those of the Compliant Bureau at the Council, the Units for combating all forms of violence against women in the Ministries of Justice and Interior so as to develop and improve the performance of their staff. The Council shall extend its legal services and counseling to cover the largest area possible to achieve results similar to those of the initiative of "Safe Cities".

An observatory shall be established to follow up the implementation of the activities provided for in the National Strategy, to evaluate the performance, review the results and endeavor to remove obstacles hindering the implementation of the Strategy. The Council shall also revise the laws and endeavor to combat wrong attitudes against women as reflected by the means of mass media.

The Council hopes to reach the international rate of acts of violence against women by benefitting from international experiences. It shall depend on a comparative study between the local, the regional and the international rates of acts of violence against women. The Council shall also organize visits to countries with successful and distinguished experiences in the field of rendering services and providing care and protection to women victims of acts of violence.

### **The State Information Service**

The State Information Service's plan includes the implementation of a strategy aimed at combating all forms of violence against women and promoting public awareness of the problems faced by women. It shall endeavor to develop the media coverage of the image of women and girls. The State Information Service shall also organize periodic meetings with stakeholders and those interested in women's development and the issue of violence against women in the central directorates in every governorate to disseminate information on the legal procedures to combat violence against women.

The State Information Service shall provide women victims of acts of violence with economic support by concluding a cooperation Protocol with the Social Fund for Development. It shall also update the psychological rehabilitation programs for women victims by providing well trained staff capable of carrying out these tasks and through developing coordination mechanisms with the various agencies and governmental departments concerned.

### **Civil Society organizations**

## **The Egyptian Foundation for Family Development**

During the execution of the National Strategy, the Foundation shall train a number of men and women preachers to rectify the religious discourse on women's rights issues. It shall organize public awareness rallies on the issue of violence against women to explain the correct religious perspective as well as the laws that criminalize acts of violence and the penalties for committing such crimes.

The Foundation shall monitor the most common acts of violence at the workplace, and shall send brief SMS texts to strengthen rejection of all attitudes and practices that encourage acts of violence against women and ways and means of fighting them. It shall also organize several training and capacity building programs for legal service providers at legal counseling centers, as well as to medical, psychological and health services' providers so that they may be better qualified to render these services to women victims of acts of violence.

The Foundation shall revise the Penal laws particularly the articles that are rather less stern and strict with men than women in crimes of adultery. It shall exert its efforts to support the enactment of the Law criminalizing acts of violence against women, and shall establish centers within the courts to provide legal support and guidance for women victims of acts of violence.

It shall also compile and develop directories of the available programs of treatment and rehabilitation for the perpetrators of acts of violence that are suitable for the Egyptian circumstances. Furthermore, it shall support the establishment of hostels and shelters to receive and accommodate women victims of acts of violence.

## **The Center for Adequate means of Communication for Development (ACT)**

The center shall engage in a number of activities to promote public awareness on violence against women including training and capacity building of social male and female workers at schools to promote awareness of both male and female girl and boy students; it will also develop special awareness for children. Other training courses shall also be organized for men and women working in the media on mechanisms to combat violence against women and to elaborate a comprehensive media plan. The plan of the center also includes designing and executing information programs on services available to protect women from all acts of violence.

Men shall be encouraged to take part in campaigns to combat all forms of violence against women. The center will also conduct investigative studies on the crime of violence, its nature and its extent.

The center shall also monitor the proportions of acts of violence against women, the rate of arrest and release of perpetrators of such acts, the rates of bringing them to court and the court rulings in law suits filed against them. The center shall also issue annual reports on these rates and assess the efficiency and effectiveness of criminal justice in responding to the needs of women victims of acts of violence. The center shall set up units to provide specialized medical care to women victims of acts of crime in their local community. Furthermore, the center shall execute rehabilitation programs for the perpetrators of crimes of sexual harassment to integrate them into the community.

## **Performance Indicators and Impact measurement**

The National Council for Women shall lay down a plan to monitor and follow up on the implementation of the executive action plans and assess the performance and activities of the National Strategy to Combat All Forms of Violence against Women on the basis of certain indicators.

### **Objectives**

- Reducing the ratio of women subjected to acts of violence by 50% as compared to the ratio before the start of execution of the Strategy.
- Reducing the percentage of women subjected to acts of female genital mutilation and the dangers resulting from it by 50% at the end of the execution of the National Strategy as compared with the ratio before the start of execution of the National Strategy.
- Reducing the ratio of girls who get married under the age of eighteen at the end of the execution of the National Strategy as compared with the ratio before the start of execution of the National Strategy.
- Increasing the number of hostels and shelters that receive women victims of acts of violence by 50% as compared with the ratio before the start of execution of the national strategy.
- Amending laws, legislations, and policies dealing with crimes of violence against women.
- Enacting a comprehensive law that criminalizes all acts of violence against women.

### **Indicators for Measuring the Impact of the National Strategy**

- Ratio of women victims of acts of violence and their percentage according to the form of violence.
- Ratio of women who have reported acts of domestic violence.
- Ratio of women who have reported acts of violence in their communities.
- Ratio of women or girls who have been victims of acts of sexual violence (rape or defamatory) during the Past few years

- Ratio of women or girls who have been victims of acts of physical violence during the past few years.
- Ratio of women or girls who have been subjected to act of female genital mutilation according to age.
- Ratio of girls who have been married under the age of 18.
- Number of honor crimes reported.
- Number of cases of rape reported.
- Number of death of girls or women as a result of domestic violence reported.
- Number of women who resort to the shelters or hostels annually.
- Number of women who have benefitted from the services rendered to women victims of acts of violence.
- The numbers of hostels established annually and the type of service that they provide.
- Number of governmental and non-governmental organizations active in the fields of combating violence against women.
- Number of legislative amendments or laws enacted with the aim of combating all forms of violence against women and girls and to what extent they fulfill the targets set in the National Strategy.
- Number of annual activities and events organized to promote awareness of human rights particularly those of women and the issue of violence against them.
- The volume of expenditure on programs that protect women from acts of violence.

## **A Brief Note on the Annexes**

### **Annex I**

This Annex covers the previous literature and most salient Arab and international references dealing with the issue of violence against women, so as to gain knowledge regarding the most effective strategies, their pillars, their objectives, and the optimum mechanisms for intervention.

### **Annex 2**

This Annex presents a detailed description and definition of the different forms of violence against women, including sexual harassment, deprivation from inheritance, and human trafficking.

### **Annex 3**

This annex reviews the National and International legal framework, including international conventions, declarations and covenants dealing with women's rights in general, and the articles that deal with non discrimination against women and gender equality in particular. It also presents Egyptian legislations dealing with the rights of women and their effectiveness and efficiency to combat all forms of violence against women.

### **Annex 4**

This Annex deals with the national efforts deployed (Governmental and non-governmental) in the field of combating all forms of violence against women in the past few years. This Annex is actually a wealth of information on the efforts and activities carried out by many governmental and non-governmental organizations. This information is not available to the public and in some cases not even to other organizations working in the same field.

### **Annex 5**

This Annex covers an analysis of the internal environment in the governmental and non-governmental agencies and bodies. The SWOT system which determines the points of strength, the points of weakness, the threats and available opportunities is applied in the preparation of this analysis. The results of this analysis is a golden mine of opportunities for cooperation and networking between all the stakeholders and agencies concerned in the execution of the projects and programs covered by the National Strategy .This system of analysis highlights the points of weakness and how to overcome them.

### **Annex 6**

This Annex deals with the executive action plans of each one of the governmental and non-governmental agencies and bodies responsible for covering the four main pillars of the National Strategy, namely, Protection, Prevention, Intervention, and Legal Procedures. This Annex also covers the secondary objectives of each axis. It presents the outcomes of these programs and activities as defines by each agency or body concerned with

the execution of the National Strategy, as well as the indicators for measuring the impact of execution of each one of these main and secondary pillars. It also identifies the supporting agency, and the estimated cost of each activity or program, as well as the expected obstacles that may hinder their execution, so as to avoid or eliminate them, as well as means of follow up and evaluation of their execution.

## **The Partners:**

### **The Supreme Steering Committee**

- Sheikh Mohamed Ezz El Dine AbdEkSattar- Under Secretary of the Ministry of Wakfs for the Affairs of Preachers.
- Mrs. Sohair Farouk Hassanein- Head of the Directorate of the Technical Bureau of the Minister of Education- The Ministry of Education.
- Mrs. Aziza Mohamed Ammar-Head of the Central Department - Ministry of Social Solidarity.
- Mrs. Mona El Shabrawi Ali-The General Administration for the Affairs of Women-Ministry of Social Solidarity.
- Mr. Adel Mahmoud- Office of the Minister of Higher Education.
- Counselor Wadi'e Hanna-Advisor to the Minister of Culture- The Ministry of Culture.
- Dr. SaeidEkMasri- Assistant to the Minister of Culture- The Ministry of Culture.
- General Abu Bakr Abd El Rehim- Assistant to the Minister of Interior for Human Rights Sector- the Ministry of interior.
- Brigadier Dr. RadiAbd El Mou'ty-Human Rights Sector- Ministry of Interior.
- Mr. Sherif Ismail- Legal Advisor to the Minister of Tourism- Ministry of Tourism.
- Dr. Amal Gamal Soliman-Head of the Central Department for Cultural and Voluntary Programs-Ministry of Youth and Sports.
- Dr. Emad Ezzat-Head of the Health Care and Nursing Sector-Ministry of Health and Population.
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- Mrs. Mervat El Sombati-Head of the Department for Communication with the Egyptian Expatriates- State Information Service.
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## The Executive Committee

### The Ministries (in Alphabetical order):

Ministry of culture- Ms. Hanan Mohamed El Sayed Mousa

- Ministry of Education-Prof. Amr Zein El Abedeen-Prof.TarekAbdElAziz-Prof.Iman Yassin.
- Ministry of Health and Population- Dr.Mohamed Nour El Dine
- Ministry of Higher Education- Prof.AdelMahmoud
- Ministry of Interior-General Mohamed Nagi, General El Hassan Ali Abbas-General Ahmed AbdElGhaffar
- Ministry of Justice- Counselor Ahmed El Naggar; Counselor Diana MagedGobran.
- Ministry of Manpower-Mrs.NadiaAbd El Nae'm.
- Ministry of Social Solidarity- Mrs.Mona El Shabrawi; Professor Aziz Ammar.
- Ministry of Tourism- Mrs.Gamalat Ismail.
- Ministry of Wakfs-Mrs.Madina El Sayed Ahmed Ismai; Mrs.KawsarEissa El Sayed Eissa.
- Ministry of Youth and Sports- Mrs.Nagwa Salah-Dr.Asma Ismail.

### Agencies and Institutions

- The Grand Azhar-Prof. Mohei'El Dine Afifi
- The Central Agency for Public Mobilization and Statistics-Prof. Wafa'Maged.
- The Orthodox Coptic Church- Dr. Nahed Tala'at
- The National Council for Human Rights-Prof. YassminBaddar-Prof. SherinELMasri.
- The National Council for the Disabled-Prof.MervatAbd El Hadi; Prof. DhaliaAttef.
- The Radio and Television Corporation-Prof. Sawsan Le Touny.
- The State Information Service-Dr. Nadia Mahmoud; Prof. NagatAbd El Rahman Soliman.
- The Supreme Council for the Media- Dr. Nagwa Kamel
- The National Council for Childhood and Motherhood- Prof. Ahmed Adel Ali Omar; Prof. Dina Soliman Mohamed.
- The National Council for Women- Dr.Nagla' El Adly

### Civil Society

1. The Egyptian Institution for FamilyDevelopment:Prof. Azza SalahEl Dine Farghali.
2. The Initiative of the Egyptian Women Lawyers: Ms. Heba Adel.

3. The Center for Adequate means of Communication for Development (ACT) the Initiative of Shot Taharush( I saw an act of Harassment) – Prof. FatehiFarid; Prof.Janette Abd EL Alim.
4. Institution of the Movement of the Girls of Egypt, a Red LineMs.DinaFarid.

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**Annexes of**

**The National Strategy For Combating All Forms of**

**Violence against Women**

**2015-2020**

## Annex I

### Earlier Literature

#### Earlier Literature

The National Strategy for combating All Forms of Violence against women is based on the knowledge acquired from regional and international strategies. Arab and international references dealing with the issue of violence against women were studied so as to find out the best basic pillars and most appropriate means of intervention that were presented in these references.

#### Arab Strategies

- The Strategic Plan for the Protection of the Family and Prevention of Domestic Violence 2005-2009, Jordan, and the Communication Strategy for Violence Based on Gender, Jordan 2014-17.
- The National Strategy for Combat Violence against Women, Algeria, 2006-2011.
- The National Strategy for combating Violence against Women, Palestine, 2011-2019.
- The National Plan for Equality, Sharing and Honor, Morocco, 2012-2016, which includes 8 fields of activities including combating all forms of discrimination and violence against women.
- The National Strategy for Combating Violence against Women, Iraq, 2013-2017.
- The National Strategy for combating all forms of Violence against Women throughout the Different Phases of their lives, Tunisia.
- Some other national strategies for combating violence against women in some Arab countries such as the National Strategy for Women in Lebanon.
- The National Strategy for combating Early Marriages in Egypt, **2014**.
- At the Arab level the Arab Strategy for Combating All Forms of Violence against Women, and the Right of Arab Women to a life free of Violence was published to cover the years 2011 - 2020.
- The Regional Strategy for the United Nations Fund for Population Activities, which covers combating all forms of gender based violence 2014-2017.
- Another important reference is the updated copy of the model strategies and practical arrangements for combating all forms of violence against women and girls within the framework of combating crime and ensuring criminal justice 2010, issued by the United Nations. This model strategy concentrates on establishing effective policies to ensure gender equality and achieve justice by providing sufficient and sustainable resources to women, and creating new

mechanisms to monitor and ensure the effective execution of this policy and supervise its implementation.

According to all Arab and national strategies, the types and nature of violence in the Arab world include verbal, psychological, and physical violence, as well as early marriage and prevention or deprivation from education.

Violence in Iraq and Palestine has taken a more serious perspective due to the current deteriorating circumstances of war and occupation.

The arrangements and procedures covered by these strategies concentrated on similar and related interventions, in spite of some differences in the methods of confronting this phenomenon of violence against women, as is the case in circumstances of war and occupation. The most salient of these arrangements is the enactment of a framework agreement and laws dealing with violence against women, revising current laws and demanding more severe penalties for committing acts of violence against women, and encouraging women victims to report crimes of violence. These strategies also call for adopting an appropriate system of mechanisms for the protection and prevention of acts of violence, and improving the health and social services rendered to women victims of acts of violence and developing the system of monitoring and evaluation.

Promoting cultural, media and religious awareness is in fact the extended scope of intervention, as most of the Arab communities suffer from the misinterpretation of religious principles and texts, a matter that lead to wrong attitudes that breed violence against women and the violation of their human rights. This situation requires finding out of the box solutions which aim at strengthening positive stands, attitudes and values, portraying positive images of women, and encouraging an enlightened understanding in the consideration of issues pertaining to women in general. Most Arab strategies confirmed the necessity of involving men in the execution of the programs as a main component in the implementation of the Strategies to combat all forms of violence against women.

As the issue of violence against women is still a sensitive one in the Arab world, there is vital need to have a strong data base and support and update it periodically by adding new researches and studies to it.

All these procedures cannot be achieved without networking and active cooperation between the governmental and non-governmental organizations concerned and the stakeholders. The process of follow up and monitoring must be institutionalized on the basis of a common understanding as reflected in the National Strategies to combat all forms of violence against women and the implementation of the executive action plans of all the bodies and agencies concerned.

## Annex 2

### Types of violence against women and Girls

#### Violence against Women and Girls

- **Physical violence:** Intentional use of physical force or weapon to harm or wound a woman. This includes, for example, slapping/pushing or punching/dragging/threatening with weapon/pointing a weapon against her/FGM.
- **Sexual violence:** Coercive sexual contact or forced sex with a woman without her consent or any completed or attempted sexual acts with a sick, or handicapped woman or a woman with no complete will or who is under pressure or under the effect of alcohol or any other drugs. Sexual violence includes: rape/ sexual violation/ sexual exploitation (which encompasses spouse violence: unwanted sexual intercourse)/ practicing sex under the pressure of intimidation or fear of harm/ coercive sexual humiliating practices.
- **Psychological violence:** This kind of violence constitutes in controlling the woman or isolating, or humiliating, or embarrassing her. It covers: Incurring insults or feeling degradation/ humiliation or undermining the worth of someone/ intentional threatening or intimidation (by way of yelling or throwing things – divorce) threatened harm (directly or indirectly)/ controlling one's behavior/ prevention from leaving home – or visiting family – or work – or receiving health care).
- **Economic violence:** This kind of violence indicates preventing women from obtaining fundamental resources or controlling the same.

#### Definition of Forms of Violence against Women and Girls:

- a- **Sexual Harassment:** Whoever harasses a person in a public or private or frequented place by using sexual or pornographic advances or obscene remarks or insinuations either by way of gestures or by verbal or physical conduct notwithstanding the method including wire and wireless means of communication with the purpose of the offender's obtaining a sexual favor of the victim.

The Convention on the Elimination of all forms of Discrimination against Women (CEDAW) defines sexual harassment as "every unethical behavior that targets a woman's body in total denial of her desire and consent using male authority". More broadly sexual harassment is defined as "every behavior that involves direct or implicit sexual insinuations to trap a person whether that person is a male or female against his/her will to practice sex using authority and power".

- b- **Sexual assault:** Committing a behavior or act which constitutes violation of sexual safety by using the victim's body in any way whatsoever or by any other means or tool, with the purpose of satisfying the offender's sexual desire or for any other purpose.

- c- **Sexual molestation:** Grave outraging of a woman's modesty by way of assault, by force or threat, against her body either by uncovering or touching her private parts.
- d- **Sexual exploitation:** Degrading a woman's dignity by using her body for sexual attraction and seduction with the purpose of attaining business or propaganda –related interests in contravention to the teachings of religion and morals.
- e- **Rape:** Non-consensual sexual intercourse with a female.
- f- **Deprivation of inheritance:** Preventing a female from obtaining her legitimate due share of inheritance by way of an action or behavior during the devisor's lifetime or after his/her death.
- g- **Human trafficking:** Whoever deals in any form whatsoever in a natural person including by way of sale or offering for sale or purchase or promising sale or purchase or by using or transportation or delivery or harboring or receipt either interstate or cross-borders, by force or violence or both or by way of abduction or fraud or deception or abuse of power or vulnerability or need or promising to give or receive any amounts of money or benefits in return for a person's approval of trafficking another person under his/her control.

If trafficking is with the purpose of exploitation notwithstanding the form thereof including exploitation for prostitution, and other forms of sexual exploitation and children exploitation for prostitution and pornographic material or servitude or coercive service or enslavement or any practices similar to slavery or enslavement or beggary or amputation or organs or human tissues or any part thereof.

## **Annex 3**

### **National and International Legal Framework**

#### **(1) International Instruments:**

International laws uphold women's rights in general in articles providing for anti-discrimination within the framework of human rights covenants and declarations and in relevant instruments addressing this issue in particular.

The United Nations has declared violence against women as an integral part of the principles of gender equality and anti-discrimination measures in the UN Charter, the Universal Declaration of Human Rights, the International Covenant on Economic, Social and Cultural Rights, the International Covenant on Civil and Political Rights, Convention on Elimination of all Forms of Discrimination against Women (CEDAW), and the Beijing Action Platform.

The UN General Assembly adopted in its resolution 48/104 issued on 20 December 1993 the Declaration on the Elimination of Violence against Women. The declaration provides a clear and comprehensive definition of violence and specifies the rights that should be applied to ensure the elimination of all forms of violence and the States' commitment to shoulder their responsibility as well as the international community in pursuit of elimination of violence against women.

Egypt has acceded most of the key UN conventions related to human rights, women's rights, and elimination of violence. Those conventions, thus, became part of the Egyptian law after being duly ratified by the Parliament and published in the State's official journal.

CEDAW, adopted by the UNGA in 1979, represents a comprehensive instrument which encompasses all the rights provided for in the previous declarations and conventions pertaining to human rights in general and women's rights in particular. The Arab Republic of Egypt ratified the convention in 1981 and had reservations on Articles 2, 16 and 29.

The document of the Commission on the Status of Women (CSW) at the 57 session of the UN and which was issued in March 2013 about preventing all forms of violence against women and girls reasserts that elimination of violence is key to achieving development goals aiming to eradicate poverty, achieve comprehensive, inclusive and sustainable development, peace and security, human rights, health, gender equality, women empowerment, sustainable and inclusive economic growth, and social coherence.

The document sheds light on the traditional and expanded definition of violence against women and girls that has never been addressed before. The definition, for example, includes poverty, lack of health care, deprivation of education, denial

of job opportunities and sources of income. This means that the issue of violence is closely related to the State's social policies.

## **(2) The Egyptian Legislation**

Based on the legal system structure and the method of enforcement thereof, this system can play a key role in combating violence. Therefore, the law should not stop short at providing direct protection against physical and sexual violence; it should rather also lead to avoidance of increasing psychological violence against women, whether the same takes place in the public or private domain. It is important to examine the way the Egyptian law – starting with the Constitution and all fundamental and organic laws – addresses the issue of women's rights in general, and how it tackles protection against violence against women in particular.

### **The Constitution:**

The Egyptian Constitution is the highest legal reference in Egypt, followed by laws, executive regulations and decrees. The Constitution stresses the protection of human rights in general and women's rights in particular, [as provided for in the following Articles:](#)

- The Constitution encompasses Articles acknowledging citizenship and equality among Egyptian citizens and incriminating discrimination, which is of direct benefit to the Egyptian woman. Article one of the Constitution provides that the State's system is "based on citizenship".
- [Article \(9\)](#) makes it incumbent on the State to ensure equal opportunities to all citizens indiscriminately, and for the first time, "laying the foundations of the concepts of citizenship, tolerance and non-discrimination" are considered among the objectives of education, thus providing for universities to teach human rights. This will, eventually, culminate into a generation that respects women's rights and that embraces the true meaning of equality and citizenship.
- [Article \(11\)](#) of the Constitution provides for the following "The State shall ensure equality between woman and men in all civil, political, economic, social and cultural rights pursuant to the provisions of the Constitution. The State shall undertake all measures necessary to guarantee commensurate representation of women in representative councils, as specified by the relevant law. The State shall, also, ensure women's right to hold public and senior management offices in the State and to be appointed in judicial bodies and entities without discrimination. The State shall protect women against all forms of violence and shall ensure women's empowerment to strike balance between family duties and work requirements. The State shall provide care to and protection of motherhood and childhood, female heads of families, elderly women and the neediest women.
- [Article \(53\)](#) defines discrimination which is incriminated in several articles of the Constitution as discrimination for reasons of religion, or belief, or sex, or

- ethnicity, or race, or colour, or language, or disability, or geographic affiliation, or social standard, or political affiliation or for any other reason.
- [Article \(59\)](#) ensures safe and secure life as a human right and makes it incumbent on the State to provide security and reassurance to citizens.
  - [Article \(89\)](#) prohibits all forms of enslavement, servitude, suppression, coercive exploitation, sex trade, and all other forms of human trafficking; and the law incriminates all the foregoing.
  - [Article \(93\)](#) provides for the following “The State shall observe international conventions, treaties, covenants, and instruments on human rights endorsed by Egypt and shall have the power of law after publication as per the stipulated conditions”. This eventually ensures abidance by Egypt by CEDAW and other women-related conventions ratified by Egypt except for the articles to which Egypt has reservations.
  - [Article \(99\)](#) incriminates any violation of personal freedom or the inviolability of private life of citizens, and all other public rights and freedoms guaranteed by the Constitution and Law.

### **The Law:**

The Penal Code promulgated by Law 58 of 1937 is the fundamental law addressing prosecution of violence against women and girls. The law does not differentiate between the private and public domains, as it encompasses the crimes of (rape – sexual molestation – street harassment of a female and abduction).

Nevertheless, the law has not prescribed a framework or meaning for sexual harassment until 5 May 2014 by virtue of the decree amending penalties and providing for that crime.

The Egyptian legislator spared no effort to introduce amendments to the law with the aim to aggravate the penalty or produce a specific and clear definition of sexual harassment. However, no reporting or disclosure was made as the reported cases do not exceed 5%.

### **Amendments introduced to the Penal Code:**

First: By virtue of Decree 11/2011 issued by the Head of the Supreme Council of Armed Forces (SCAF) on 6/12/2011, the provisions of Articles (267, 268, 269, 269 bis, 288, 289, and 306 bis “a” of the Penal Code shall be substituted by the following provisions:

- [Article \(267\)](#): Whoever has intercourse with a female without her consent shall be punished by death sentence or life sentence. The offender shall be punished by death sentence if the victim is below complete eighteen calendar years old or if the offender is one of the victim’s ancestors or if he is one of those responsible for raising or observing her or if he has power over her or if he is a hired servant of the victim or of any of the foregoing or if the crime is perpetrated by several offenders.

- [Article \(268\)](#): Whoever forcefully sexually molests a person or threatens to do or attempts the same shall be punished by aggravated imprisonment. If the victim of the foregoing crime has not completed full eighteen calendar years old or if the perpetrator or one of the perpetrators of the crime is one of those provided for in paragraph two of Article 267, the same shall be punished by aggravated hard labour for no less than seven years. If both conditions combine the perpetrator shall be sentenced to a life sentence.
- [Article \(269 bis\)](#): Whoever is found on a public road or in a frequented place inciting passers-by to debauchery by gestures or verbally shall be punished by no less than a three-month detention sentence. In case of recidivism within one year as from the date of finally sentencing him in the first crime, he shall be punished by at least one year imprisonment and a fine of no less than five hundred Egyptian pounds and no more than three thousand Egyptian pounds. Condemnation shall entail police surveillance of the condemned for a period of time equal to the sentence served thereby.
- [Article \(288\)](#): Whoever abducts, using fraud or coercion, a male child less than full eighteen calendar years old in person or through others, shall be sentenced to five-year hard labour at least.
- [Article \(289\)](#): Whoever abducts, in person or through another party, without fraud or coercion, a child who has not yet completed twelve years old, shall be sentenced to at least five-years hard labour. The sentence shall be at least five years imprisonment if the abducted child has completed twelve calendar years and has not yet completed eighteen years old. If the abductee is a female, the offender shall be sentenced to at least a ten-year hard labour. Nevertheless, the felon of abduction shall be punished by death sentence or life sentence if abduction is combined with having intercourse with the abductee or sexually molesting the same.
- [Article \(290\)](#): Whoever abducts a female by way of fraud or coercion or through another person shall be punished by life sentence, and the perpetrator of this felony shall be sentenced to death if the crime is accompanied by having sexual intercourse with the abductee without her consent.
- [Article \(296\)](#): Whoever molests a young boy or girl who has not completed eighteen calendar years of age without force or threat shall be punished by imprisonment. If the young boy or girl has completed twelve calendar years or if the perpetrator is any of the persons provided for in paragraph two of [Article \(267\)](#) penalty shall be hard labour imprisonment for seven years at least.
- [Article \(306 bis\)](#): A penalty of no less than six months and no more than two years in prison or a fine of no less than five hundred Egyptian pounds and no more than two thousand Egyptian pounds or either penalty shall be enforced against whoever harasses another person by speech or deed or gesture in a manner that outrages the modesty of that person in a public road or a frequented place. The provision of the foregoing paragraph shall apply if outraging modesty takes place via phone or any other means of wire or wireless communication.
- In case of recidivism to the same offence provided for in the two previous paragraphs within one year as from the date of final sentence in the first

offence, penalty shall be imprisonment for a period no less than one year and a fine of no less than one thousand Egyptian pounds and no more than five thousand Egyptian pounds.

#### Second: A Decree amending the Penal Code was issued on May 5th, 2014:

- The decree provides in Article One thereof for the following "Article 306 bis of the Penal Code promulgated by Law 58/1837 shall be replaced by the following provision: "A penalty of imprisonment of no less than six months and a fine of no less than three thousand Egyptian pounds and no more than five thousand Egyptian pounds or either penalty shall be enforced against whoever harasses others in a public or private or frequented place by way of sexual or pornographic insinuations or gestures either by speech or deed or any means of wire or wireless communication".
- The Penalty shall be imprisonment for a period of no less than one year and a fine of no less than five thousand Egyptian pounds and no more than ten thousand Egyptian pounds or by either penalty in case of recidivism on the part of the perpetrator by way of stalking and following the victim. In case of recidivism the penalties of imprisonment and fine shall be doubled in their minimum and maximum levels."
- Article Two of the decree provides for the following: a new Article (306 bis (b)) shall be added to the Penal Code reading as follows "In case the crime provided for in Article 306 bis (a) hereof is committed with the intention of the perpetrator getting a benefit of sexual nature from the victim, the same shall be considered sexual harassment. The offender shall be sentenced to one year imprisonment and a fine of no less than ten thousand Egyptian pounds and no more than twenty thousand Egyptian pounds or by either penalty".
- If the perpetrator is one of those provided for in the second paragraph of Article (267) hereof or if the same has a functional or family or educational authority over the victim or exercises any pressure due to conducive circumstances or if the crime is committed by two persons or more or if at least one of them has a weapon, the penalty shall be imprisonment for a period of no less than two years and no more than five years and a fine of no less than twenty thousand Egyptian pounds and no more than fifty thousand Egyptian pounds".

#### Third: FGM Crime

- [Article \(241\)](#): Whoever "causes an injury to another or beats another person in a manner that causes the same sickness or incapacity to perform personal duties for a period not exceeding twenty days, shall be punished by imprisonment of no more than two years or by fine of no less than twenty Egyptian pounds and no more than three hundred Egyptian pounds".
- In case the beating or wound is predetermined or premeditated or is caused by a weapon or baton or tools or any other equipment penalty shall be imprisonment.

- [Article \(242\)](#): “If the beating or wounding does not reach the gravity provided for in the two previous articles, the perpetrator shall be imprisoned for a period of no more than one year or by fine of no less than ten Egyptian pounds and no more than two hundred Egyptian pounds”.
- If the act is predetermined or premeditated or is committed by using weapons or batons or machines or other tools penalty shall be imprisonment.
- Without prejudice to the provision of Article 61 of the Penal Code and with due observance of severer penalties provided for by any other law, a penalty of imprisonment for a period no less than three months and no more than two years or by a fine of no less than EGP 1000 and no more than EGP 5000 shall be enforced against whoever perpetrates the wounding or injury punished by Articles 242 and 241 of the Penal Code by way of FGM.

#### Fourth: Human Trafficking

##### [Article Two of Law 64/2010 on Human Trafficking shall be added:](#)

- Whoever deals in any form in a natural person including by way of sale or offer for sale or purchase or promised sale or purchase or by use or transportation or handing over or sheltering or receiving or surrendering whether within the country or cross-borders shall be considered to have committed the crime of human trafficking.
- Human trafficking also applies if the foregoing is committed by force or violence or threat thereof or abduction or fraud or deceit or abuse of power or taking advantage of the vulnerability or need or promise of giving or receiving amounts of money or benefits in return for a person’s approval of trafficking another person falling under his/her control.
- The foregoing applies if such trafficking is intended for exploitation notwithstanding the form thereof including exploitation in prostitution and other forms of sexual exploitation and exploiting children in the same and in pornographic materials or servitude or coercive service or enslavement or practices similar to servitude and enslavement or beggary or for organ cultivation or as a source of human tissues or parts thereof.

## **Annex 4**

### **National Efforts (Governmental and Non-Governmental)**

#### **The National Council for Women**

- It has set up a bureau to receive women's complaints in 2000, and has established many branches for it in all the governorates. It has also set up a hot line to help victims take the necessary legal measures.
- It has set up an "Equal Opportunity Unit" in the ministries to monitor and confront any discriminatory measures against women in the work place.
- It has implemented since 2004 a number of activities to improve the provision of services rendered by non- governmental organizations to support the women victims of violence.

- It has conducted a research study on the problem of violence in 2009 on the basis of which a general framework for a national strategy that reflects the diversity of the different geographical areas in Egypt and their different socio-economic status was laid down.
- It has been demanding over the past three years for the amendment of some provisions of the Penal Code to introduce a new provision for the crime of harassment. Consequently the Military Council issued a Decree making the penalty for sexual harassment even by electronic means more severe.
- It has attended in 2012 several; meetings with the Prime Minister in which it called for a comprehensive legislation to combat all forms of violence against women.
- Upon the request of the Prime Minister, the NCW prepared a draft comprehensive law against all forms of violence against Women. In this endeavor , it has cooperated with representatives from the Ministry of Justice, the civil society, specialists and experts. The proposed provision in the law dealing with sexual harassment has been included in the amendments that were lately introduced in the Penal Code.
- In the same year, the NCW conducted an opinion poll on the phenomenon of violence that covered 15000 women and girl from all the governorates of Egypt. Conferences were held in 27 governorates to discuss the results of this poll.
- Has held in 2013 several meetings with the Minister of Interior and other ministers concerned to find practical solutions to prevent harassment and violence against women and girls particularly during feasts and festivals.
- It has participated in the project entitled" Towards Safe Cities Free from Violence against Women and Girls."
- The Egyptian Delegation, headed by Ambassador Mervat El Tallawi, the President of the National Council for Women has succeeded in issuing a document for combating violence against women ( CSW57) where the stand of Egypt was greatly appreciated at the international level. This document has expanded the scope of the definition of violence against women to include other forms of violence (such as poverty- lack of medical services-deprivation from education .etc).
- It has launched several awareness campaigns in the presence of clergy men from Al Azhar and the church to explain the true principles of religions and their stand towards women.
- It has launched in 2014 a National Strategy to combat violence against women, and has signed 12 cooperation protocols with the ministries concerned with combating all forms of violence against women.
- It has started conducting a national study in collaboration with the Central Agency for Public Mobilization and Statistics to come out with statistics on the

numbers of cases of violence and to determine the economic cost of such violence.

### **The Ministry of Interior**

- It combats cyber crimes and crimes of information technologies and crimes connected with using the internet in illegal and unlawful practices, such as porno sites and images.
- It examines work permits to ensure that they are legal, and coordinates its efforts with other security agencies to protect women from abuse, exploitation, trafficking and employment in inhuman conditions.
- It has established a new sector in it for human rights and social communication with the aim of safeguarding human rights in general and the rights, freedom and integrity of women in particular.
- It has established a department to follow up crimes of violence against women, to provide psychological help to the victims of violence, to endeavor to rehabilitate them, and to assimilate them in the society.
- It has established departments to combat crimes of violence against women in all the police stations to take the necessary measures to combat crimes against women, and to arrest those who commit acts of harassment or abuse against them. In this respect it cooperates with all the bodies concerned and with the human rights sector.
- It has signed cooperation protocols with the National Council for Women to set up mechanisms for cooperation between them, to protect women, and to facilitate all the procedures that aim at providing the council with all that it needs in this respect.
- It has established a mechanism to receive and examine the complaints of women. In this respect it coordinates its efforts with those of all the agencies and bodies concerned, and it expands the scope of communication with the abused victims of crimes of violence against women.
- It collaborates in drawing the National Strategy for combating harassment. It has also signed a memorandum of understanding with the National Council for Women regarding the mechanisms necessary for the implementation of this strategy.

### **Ministry of Justice**

- It has newly established a department for combating violence against women affiliated to the Department of Human Rights at the ministry, to study the causes of this phenomenon, how to deal with it and to endeavor to find out the best ways for dealing with this kind of crimes so as to eliminate it.
- Law No. 50 for 2014 has been enacted amending some of the provisions of the Penal Code promulgated by Law No.58 for 1937 to make the punishment

more severe for all those who commit sexual or permissive acts or insinuations or suggestions by word or gesture.

- It has signed a cooperation protocol with the National Council for Women to amend the laws and legislations necessary for the protection of women.
- It is preparing a draft article to define "Harassment" and to provide for means to confront it in collaboration with the National Council for Women. This Article was promulgated in the new Articles 306 Bis A, Bis B of the Penal Code.
- It is executing a capacity building program for judges, members of the public prosecution, forensic doctors and police staff in the fields related to combating violence against women, human trafficking, and marriage deals.
- It is currently studying the proposal of the National Council for Women regarding a comprehensive draft law to combat violence against women.
- It offers all forms of psychological, social, and legal support to women and children victims of violence and encourages them to report acts of violence against them. It also participates in the "Psychological Counseling Chamber" newly set up in the National Council for Childhood and Motherhood.
- It implements a number of awareness programs to raise public awareness of all forms of crimes of violence against women. It also publishes many awareness publications and pamphlets to raise public awareness of the importance of combating such crimes and reporting them.
- It participates in many seminars, symposia and conferences organized by all the official governmental and non-governmental bodies that aim at raising public awareness of the importance of confronting and combating all crimes of violence against women.

## **Ministry of Health and Population**

- It has laid down a medical protocol for dealing with victims of violence according to their gender which will be distributed to all hospitals and medical establishments. It shall also train the cadres providing this medical service on how to use this protocol. This training program shall be extended to cover all public hospitals in the governorates of Greater Cairo, Assiut, and Sohag by the end of 2014, and all the other governorates in stages to be completed by the end of 2017.
- It has established a system for monitoring cases of mortality of mothers at the national level.
- It has implemented the National program for pre-marriage care.
- It is raising public awareness and informing the community of women's health problems and the available programs to deal with them.
- It is drawing a national strategy to combat early marriage.

- It is implementing public awareness campaigns in collaboration with civil society organizations and social workers.
- It is establishing specialized clinics with well trained cadres capable of dealing with the victims of sexual harassment and violence in all age groups and all classes.
- It is implementing a program to combat female genital mutilation which includes the following activities :-
- It has forbidden the medical staff and others from carrying out female genital mutilation operations particularly after the issuing of the Ministerial Decree No. 271 for 2007 which is considered a major step towards the eradication of this tradition.
- It has laid down a mechanism to implement this Ministerial Decree which forbids the medical staff and others from carrying out female genital mutilation operations by installing a hotline service twenty four hours a day ( 2279220107) at the Preventive Medicine Chamber at the Ministry to receive complaints.
- It has appointing a coordinator for all activities relevant to female genital mutilation in each governorate to monitor cases of female genital mutilation, and investigates reports and summons physicians who do not abide by the Decree.
- It inspects and supervises over non-governmental clinics and hospitals.
- It holds seminars and workshops for clergymen of Islam and Christianity as well as media men to give them correct scientific information.
- It prints posters and pamphlets and distributes them to medical establishments.
- It trains cadres to provide basic health care services (Doctors and nurses) to combat the crime of female genital mutilation and promote health awareness among the masses of the people to inform them of the health hazards of such operation.
- It has conducted a study in 2005 to measure the extent of practicing of this act of female genital mutilation in ten governorates. Another study was conducted in 2007 on girls in the age bracket of 10-19 to find out the true volume of the problem.

### **Ministry of Social Solidarity**

- It has established so far 9 hostels for women victims of violence in several governorates to protect women victims and provide them with health, social and psychological support to help them overcome the trauma of the problems they face.
- It is implementing a number of development projects/ small income generating projects to improve the standard of living of women by

offering rural, poor, breadwinning and victims of violence small projects that are suitable to their environment.

- It is implementing a number of projects and activities to help improve the social and cultural standard of women by training poor, rural, breadwinning and victims of violence on basic life skills at the training and development centers found in all the governorates of Egypt.
- It informs women of the problems of the society and breadwinning women in particular (Such as violence against women, their deprivation of education- women trafficking and early marriage).
- The Equal Opportunity Unit at the Ministry participates in solving the problems of women and promoting the union of families.
- It has concluded a cooperation Protocol with the Ministry of Interior.

### **Ministry of Education**

- It organizes literacy campaigns for women in poor districts to reduce the rate of illiteracy among them.
- It organizes literacy campaigns for women in small and micro-enterprises.
- It is drawing up a national plan for the education of girls and ensuring gender equality in basic education.
- It is establishing community schools, girl friendly schools, and one class schools in poor and rural areas to encourage girls who have dropped out of school to enroll in the official regular education system.
- It has established 125 child friendly schools for children in difficult circumstances (Street children) offering them academic and practical syllabuses and using teaching methods that are suitable to their status, as well as providing them with food and shelter.
- It is cooperating with the Ministry of Local Administration to establish vocational training centers that offer training courses for the benefit of thousands of women and girls.
- It has built partnerships with local civil society organizations to improve the educational system.
- It has exempted children of breadwinning women from all education fees.
- It has improved the rate of girl enrollment in all the stages of official regular education within the framework of a national program to develop education and upgrade its quality.

### **Ministry of Wakfs (Endowments)**

- It sensitizes the community of the problem of violence against women through awareness raising campaigns in mosques, public rallies, meetings and gatherings all over Egypt.
- It will publish a list of selected books that deal with the problem of violence against women and disseminate them to preachers in mosques. These books may include "The Status of Women in Islam and their Right to Education" and " Women in the Pre-Islamic and Islamic Eras".
- It is drawing up a plan to publish articles and studies on violence against women in "Menbar Al Islam" magazine published by the Supreme Council for Islamic Affairs.
- It has instructed preachers to give one uniform specific sermon that deals with the status of women to encourage the community to protect them and safeguard their rights and interests. It will cover Islam's respect for women.
- It is currently conducting a study on "The Causes of the Phenomenon of Harassment and How to combat it".
- It has set up "The Woman, Family and Child Committee", and is drawing special action plans for the development of children, including organizing seminars, and cultural training courses to teach them scientific subjects relevant to women and children.
- The Ministry has concluded a cooperation protocol with the National Council for Women to include everything relevant to women issues and problems in the future long term policy of the ministry.

### **Ministry of Youth and Sports**

- Established girls clubs in the governorates since 2003, and has expanded these clubs to reach 315 found in all governorates. In these clubs, girls engage in all activities (cultural-sports-social- health- and learn how to market of their products).More than 60000 girls frequent these clubs.
- Created a department for Girls Programs in 2008 to be in the exclusive service of girls in all the governorates, thus reflecting the Ministry's special attention and care for girls.
- Draws annual plans with clear fixed time lines for the execution of these plans and programs, in addition to making girls aware of contemporary problems, and the importance of participation in political activities. Statistics conducted on the percentage of girls' participation in the presidential elections in all the governorates manifested the high ratio of women participation.
- Implementing an integrated program to combat the phenomenon of violence against women including the legal, psychological and social

aspects of such violence. A drawing competition was organized for girls to express their ideas regarding this phenomenon, and if they wished, talk of their own experiences.

- Executing a program on productive health in collaboration with civil society organizations to discuss the problem of female genital mutilation, the dangers of early marriage and the health and psychological hazards of these two phenomena on girls.
- The Ministry of Youth and Sports has opened the doors of its establishments, its sports centers and youth towns and clubs to serve the national strategy for combating violence against women, and it collaborates with the ministries and agencies concerned in this respect.
- The Ministry participated in drawing the National Strategy to combat early marriage practices prepared by the National Council for Population. The ministry implements this strategy through the programs and activities it organizes for the benefit of members of the girls clubs and youth centers.

### **The National Council for Childhood and Motherhood**

- The Council established a special unit of "Children and Women" to combat human trafficking. This unit has drawn and implemented a national plan to combat trafficking in women and children and has proposed a national referral system which was duly approved. This unit offers protection to victims allowing them to recover and be assimilated in the community. This unit has also laid down a data base with categories.
- It has drawn a national strategy to combat female genital mutilation.
- It is implementing health programs for teenagers to raise their awareness of the issues of reproductive health, and reproductive rights for both girl and boy teenagers.
- It is implementing a program entitled "Eradicating Poverty....The legal Rights of Children, Women and Girls" which aims at supporting and improving the living conditions of women and children and empowering them to combat poverty.
- It has set up one hotline for the help of children, and another one for health counseling for mothers and children. Both are operative at the country level.

### **The Public Information Authority**

- Its mission is to inform the international community of the efforts exerted by Egypt, at the legislative and executive levels, to combat violence against women and fulfills this mission through its offices abroad. It also communicates with the Egyptians abroad and with Egyptian journalists and foreign journalists accredited to Egypt. It

publishes information on its web page, and communicates with the Egyptian community abroad through its page on social media entitled "Sons of Egypt".

- The authority monitors and follows up on how international media portrays the situation in Egypt; it also monitors how foreign media deal with issues relevant to this phenomenon.
- It collaborates with the National Commission to combat human trafficking and illegal migration.
- It implements a large number of developmental, awareness raising and training campaigns all year round through its affiliated centers, the domestic information complexes, and 95 Nile centers found in all the governorates of Egypt. This is in addition to the programs that it implements within the framework cooperation agreement with the German Hans Zaydel Institution.
- A Memorandum of Understanding has been concluded between the Public Information Authority and the National Council for Women for the implementation of the National Strategy to Combat Violence against Women.

### **Non-Governmental Organizations and Civil Society Organizations**

- Civil Society Legal Organizations which existed before the 2011 January Revolution (about 200 at the time) play a very important role in exposing and monitoring cases of violence against women, and in dealing with the victims and providing them with legal support at the time of their suffering from such acts of violation of their legal rights. These organizations monitor the legislative developments and have followed up on the proceedings of the Constitutional Committee.
- Many alliances have been established (between Women Associations and Legal Associations) following the January 2011 Revolution, the most prominent of which is "The Egyptian Alliance for Women Participation " which is made up of 454 women associations and organizations with the aim of supporting women and empowering them to play a role in public life, and combating the negative trends in the community that consider women inferior. There is also the Egyptian Federation of Women Organizations (11) which upholds the slogan of the revolution "Bread, Freedom, Dignity and Social Justice". There are other alliances and pacts that seek to constitute a pressure lobby for the recognition of women's rights and to establish a framework for women activities such as 'The Free Egyptian Movement' whose membership is composed of young women activists of the revolution, and "Sawa (together) Movement" whose members are educated young volunteer young women who have set up

their team to combat sexual harassment and confront the trend of aggressiveness against women. The Egyptian Women Alliance, another active women movement, aims at supporting the participation of women in decision making in the capital and beyond and constitutes a pressure lobby for the protection and recognition of the rights of marginalized women.

- Furthermore a large number of young movements of volunteers are engaged in various activities for the protection of women from sexual harassment. Some of the very prominent movements are: "The Girls of Egypt- A Red Line", " A finger Print for Social Awareness", " What You Commit against Others will be Committed against You" And "I Saw an Act of Harassment". Both young men and women are members of these associations and teams. Mention should be made here of the fact that many other civil society organizations and non-governmental organizations such as "The Alliance of Women Associations" are also playing a vital role in putting pressures on the government to promulgate a law that criminalizes sexual harassment.

## **Annex 5**

### **Analysis of the In-House Environment of the Authorities Concerned:**

While envisaging the national strategy for combating violence against women, attention has been paid to the examination of the internal environment of the entities responsible for the implementation of related action plans. This analysis as well as the findings of the external factors' analysis is believed to assist in such processes like taking strategic decisions and short listing appropriate alternatives. It further identifies and assesses available material and human capacities and potential and detects weaknesses for corrective approaches. Hence are the suggestions made to this effect with a view to overcome obstacles in execution.

## **Ministry of Wakfs:**

### **Points of Strength;**

- The Ministry supervises the religious discourse in mosques in a way to control misconceptions that tend to perpetuate violence against women.
- The Ministry prints and publishes books, booklets and brochures for the outreach, through meetings and seminars, of the true religion among the largest segments of population especially youth. It is also through cooperation between the Ministry of Youth and the Civil Society that the message can be communicated to a broader base of men and women. It is further through the Ministry's Charity Sector that places poor women, youth and children on top of its priority list that women are meant to be economically empowered and therefore their exposure to violence is likely to be scaled-down. It is meanwhile through this Sector that income-earning enterprises for poor women can be introduced instead of their continuing to live as stipend recipients. Their independence is subsequently ensured and the beneficiaries' and their families' cognizance of issues of violence for redress adequately improved.
- Women instructors at the mosques, who are affiliated to the Ministry of Wakfs, can be more efficiently trained with their degree of awareness regarding violence-related issues sufficiently raised. They can also help mosque female frequenters subject to violence to pursue procedures for protection against different forms of violence.

### **Points of Weakness**

- Poor finance dedicated to training processes to qualify preachers and women guides working in mosques;
- Meager finance required for seminars and conferences on raising community-based awareness;
- Limited cash allowances or remunerations provided by the Ministry to beneficiaries which are nevertheless coupled with numerous bureaucratic procedures to disburse them;

### **Available Opportunities**

- A government and presidential interest has been developed in reforming the religious discourse with the aim of minimizing community-based violence especially against women and girls;
- As a matter of good practice, the appointment of an open-minded management at the Ministry of Wakfs that is well-disposed to believe in the

right of community members, especially women, to safe living and to work on rendering dryable all sources of violence and religious extremism;

- Global interest in combating violence against women while availing of the performance of Imams and preachers operating in Islamic centers worldwide to help disseminate correct moderate thought at the international level.

### **Challenges**

- Private satellite channels transmitting ideas in contravention with basics of Islam and hosting unqualified guests to speak in regard of matters relating to religion;
- Default on amending rules and regulations governing the Ministry's functions, whereby the ministerial target plan to raise awareness on issues of violence is bound to become stalemated.
- Under austerity policies applied by the government, it will not be feasible to request appropriation of additional funds for the Ministry's activities, however relevant financial resources can be redistributed on gender-responsive basis;
- The need to re-examine and modify administrative procedures followed by the Ministry to make them simpler and more concise in order to ease the burden on women and to maximize benefit of subsidies and reduce spending on papers and routine-like business.

### **Ministry of Education**

#### **Points of Strength**

- Absence of any sex discrimination images as part of the pre-university education system;
- A Unit for Equal Opportunities at the Ministry is in place, however it needs activation, capacity-building and support;
- Massive magnitude of the educational community amounting to almost 2 million tutors and employees who are performing in approximately 49,000 schools all over Egypt.
- A training infrastructure in favor of around 250,000 trainees/ per annum alongside various facilities and vehicles to serve training purposes;
- Ample data-bases and tips that are easy to access when necessary in addition to a highly-advanced school map covering all Egyptian schools as well as beneficiary and disadvantaged areas as far as educational services were concerned;
- Training experts and vocational development skills are provided throughout the country;
- Conceptual curricula pertain to human rights, citizenship, and ethics, etc.. to collectively serve the purpose of facing up to violence against women;

- 40,000 civil society associations, including 900 that support educational projects run by the Ministry;
- Updating of syllabuses over the coming three years/ forms 1-12;

### **Points of Weakness**

- Low-level financing and weak appropriations earmarked for the Sector;
- Poor capacity in terms of congested classes resulting in multi-studying periods and disadvantaged areas when it comes to education;
- Poor quality of educational services, increased drop-outs and numbers of deprived children, etc. (around 2 million at the age of education are not included in the educational system);
- The Sector is guided by a typically bureaucratic methodology among second and third-level leaderships, not to mention the absence of innovative solutions at the local level;
- Curricula are chiefly directed at passing the exams with a tendency unfavorably established for memorization that is void of creativity or contemplative and criticizing thinking, etc..;
- Degraded sensitization as an essential schooling role which reflects in failure to form the moderate personality that respects the other, interacts with and is complemented by him/her;
- Given the central role of education in the building of a vigorous human capital, it can be safely admitted that its failed performance in this respect is judged to be an avenue that ends up in the spread of poverty, need, crime and violence especially against women;
- No justice in the distribution of educational services among beneficiaries albeit genuine remedies for redress;

### **Available Opportunities**

- A political leadership that has faith in the centrality of education for homeland future and progress;
- A priority attention has been given to education upon the promulgation of the Egyptian Constitution for 2014;
- Expectations concerning higher economic development indicators during years to come and accordingly with regard to education-driven allocations;
- An eager society that is perfectly keen on the development, promotion and reform of the educational operation and that spares neither effort nor money towards the education of its sons;
- Donor entities generously make an input to women and human rights issues and share the Ministry in connection with several reformist projects;

- Proper utilization of globalization notional advantages that positively contribute to the service of the society as well as women within the educational community.
- Approval of publication of a book on citizenship and ethics to be in the hands of teachers, possibly being inclusive of concepts that beat violence against women in the future;

### **Challenges**

- Terribly increased population and its negative implications on the school community and the quality of services extended to the students which impact on the shaping of the decent moderate character that respects the other and his/her rights especially women;
- Widespread unemployment specifically among the educated with its negative repercussions on the society;
- Widespread street children phenomenon;
- High rates of poverty in the Egyptian community accompanied by drop-out, child labor and school-related violence, etc..
- Globalization, its domination and influence on our societies together with its imported ideas that sound alien to eastern communities;
- A case of societal division even within the State institutions;
- Escalated waves of street violence and its transfer into the educational institution;

## **Ministry of Higher Education**

### **Points of Strength**

- The percentage of women employees at the Ministry and its affiliated entities (universities – institutes) is put at 50% and in many instances, it signals a bigger ratio compared to men;
- High-level of education of students and employees which makes it easier to start having dialogues, to attempt convincing target categories and to instill core values regarding women and their issues in school syllabuses;
- Women self-defence power and control of their functions in target sectors at the concerned Ministry and its affiliated departments is proved to be stronger than in other institutions;
- Studies and researches – whether in theory or in practice- that are conducted at Egyptian universities and institutes on women-related issues with special emphasis on violence against women and trouble-shooting solutions in this regard;
- Women’s upgrading through the hierarchy of higher education institutions to the top-level management positions (University President – University Vice

President- Dean of Faculty - University Professor – Under-Secretary – General Manager). It is observed that the criterion of preference in respect of the Ministry staff is based on efficiency without discrimination;

### **Points of Weakness**

- A maleculture is yet maintained in some geographic regions where higher education institutions are to be found like in (rural areas – Upper Egypt – border governorates). The crisis gets even worse when this culture finds its way into the university community and affects adversely efforts aimed to improve women conditions there;
- Lack of a mechanism to benefit from theoretic and applied studies and researches on combating violence against women at the university level. This renders it difficult to convert the community-based orientation into an incubator for women and in response to their issues;

### **Available Opportunities**

- Academic excellence demonstrated by girls at university education (bachelor) and post-graduate stages (this can be directed to promote women entitlement to a violence-free life in support of their aspirations and dreams until they come true);
- Religious faith cherished by different classes of the Egyptian population as the Islamic and Christian religious legacy contains sublime values corroborating women care and good treatment (this opportunity can be made use of by incorporating these values and teachings in school curricula);
- Broad women participation in political life for the past years which largely impacted on determining democratic entitlements (this opportunity can be availed by stressing the importance of women participation and support at the highest state levels);

### **Challenges**

- The sensitivity of age dealt with in universities and institutes (from 18 – 23 years old) that attests to the most rebellious age stage with regard to community values and the desire to prove the self in a manner that is inclined to violence by nature;
- The intrusion of extraneous extremist values and ideas that are alien to the Egyptian society and which hold back efforts to combat violence against women in the milieu of students who are at this age thought to be impervious to persuasion and can easily be deceived by such pre-conceived irrelevant

trends due to their inexperience and the biological and intellectual changes they have to go through;

- On the other hand, there may be alien values and ideas- but only in a different sense – that give leeway to women to act in a way that takes no account of Egyptian traditions and norms.

## **Ministry of Social Solidarity**

### **Points of Strength**

- Multiple mechanisms developed by the Ministry to extend services to all categories of the society, with their various types and age stages, in the area of combating violence against women. This has taken various forms like (women hosting and guiding centers – guidance and family counseling offices – the Equal Opportunity Unit – summer camps for youth, both males and females, in cultural and social clubs – social care institutions: orphans – street children – children with special needs);
- Programs and projects for economic empowerment of women (productive family enterprises – social security pensions – rural women development projects);
- Sensitization programs (for target categories in feminist clubs) – rural women development centers - women hosting and guiding centers – summer camps;
- Availability of manpower in different fields of specialization;

### **Points of Weakness**

- Low-level popular awareness as regards the ministerial services extended to all classes and how to access them;
- The need to upgrade the service performance of relevant institutions;
- The need to organize capacity-building training courses to raise competencies in some specializations with particular emphasis on psychiatrists and social workers;

### **Available Opportunities**

- Expansion in the establishment of women hosting and guiding centers;
- Upgrading of service performance levels with regard to guidance and family counseling offices;
- Voluntary action (women sociologists);
- Foreign and in-house support provided by different donors (foreign grants);
- Coordination and cooperation between ministries and authorities concerned at all levels (in-house – specialized national councils – civil society organizations and others);
- Interest of the State higher leadership in combating violence against women;

## Challenges

- The Egyptian society is not qualified to condone whatever is called “foreign or external” (customs and traditions);
- Rural female drop-outs as a result of continued demand on increased remunerations and inadequate provisioning in the budget;
- Deficiency of governing laws and regulations;

## Ministry of Culture

### Points of Strength

- Availability of locations for the implementation of cultural and technical programs all over the Republic to enlighten women and the community regarding forms and manifestations of violence and how to face up to this phenomenon, including:
  - Culture palaces: numbering one-hundred (100), nine (9) of which are specialized in technical and cultural fields;
  - Culture houses: numbering 235;
  - Libraries: 228 in number;
  - Total cultural sites of the Authority is 563;
- “Narration” zones or workshops for women in all sectors and governorates especially in remote regions;
- Holding seminars and lectures, roundtables, one-day conferences, public conferences, and technical and cultural workshops;
- Theater (play workshops) on violence and ways of addressing this problem by using “shadows”;
- Music and singing ( a study on folklore and ideological heritage and its relationship with violence against women);
- Kinetic expression (folklore and narrator arts);
- Better acquaintance with realistic stories about violence and how to find solutions to this issue through live citations of women who were exposed to violence;
- A research-conducted contest on violence;
- Plastic art workshops on the theme of violence against women;
- Arts simulating the violence problem and means of resolving it;
- Requesting that famous figures join to sensitize on how to combat the phenomenon of violence;
- Coordination between the civil society and the Ministry of Culture and consolidation of partnership in protection against harassment;
- Plastic art workshops on drawing on pottery products and writing slogans opposed to violence against women;

- Caravans to raise awareness of girls and women on the given issue and solutions to it at the level of cultural as well as marginalized and remote sites;
- The training force made up of the employees or youth or other Authority staff can be oriented to serve purposes of addressing the phenomenon of violence and give effect to related efforts;

### **Points of Weakness**

- Difficulty of reaching women in remote areas, Upper Egypt and slums who could not possibly communicate with the society as required, given the false pre-conceived cultural legacy about women;
- Poor provisioning for the dissemination of the culture message in the right way of doing it in the face of this problem;
- Lack of coordination and cooperation among different ministries to benefit from the cultural action in counteracting false legacies and traditions;
- Small number of human cadres in culture palaces and houses notwithstanding their widespread locations at the level of the Republic;
- Some culture palaces and houses are not adequately equipped or ready to function in some cultural regions which result in unnecessary time waste and falling short of employing the human element in terms of management;

### **Available Opportunities**

- Increase activities of different cultural workshops especially those in connection with supporting women economically such as “workshops for accessories, patchwork, pottery and others”;
- Intensify activities related to changing the negative cultural legacy with regard to women in remote and border areas as well as in slums;
- Develop interest in holding “seminars, conferences and narration workshops” in order to get more closely acquainted with the real causes of the violence problem and ways of remedying it;
- Government action towards giving impetus to cooperation between the Ministry of Culture and other ministries to raise the awareness and improve the cultural understanding of women on how to help with redressing violence against them;

### **Challenges**

- Widespread negative beliefs and legacies regarding women especially in remote areas;
- Deficient level of culture women commonly sustain and their lack of awareness on how to keep their rights;

## **Ministry of the Interior**

### **Points of Strength**

- Set up police stations for combating violence against women in all security directorates at the level of the Republic;
- Women's equal access to leading positions as well as to the rank of major-general;
- The Ministry is tasked with necessary coordination with international and local entities concerned to upgrade and promote the staff working performance levels and enhance their skills and expertise;

### **Weaknesses**

- The small number of female police officers particularly against current security challenges;
- Weak technical and logistic capabilities needed to cope with the modern technological advance so as to support of the security performance in concerned sectors and to deal with the file of violence against women;

### **Available Opportunities**

- Mutual cooperation between ministries concerned;
- Mutual cooperation among national entities (official and civil) and civil society organizations;
- Exchanged know-how with other countries (sending missions abroad);

### **Challenges**

- Some prevailing negative cultural legacies perpetuating discrimination between men and women;
- Reluctance of women victims to report and sometimes decline after reporting;
- Inaccuracy and lack of objectivity of statistics and data received from foreign sources/authorities;
- Retract of core values within the community which impacted passively on ethics recommending virtue and respect for women;
- High rates of illiteracy in the society normally leads to lack of awareness on such issues;

## **Ministry of Tourism**

### **Points of Strength**

- Application of tightened penalty stipulated for in the Sexual Harassment Law cited in some provisions of the Penal Code issued under Law no (58) for 1937;
- The Egyptian culture as well as customs and traditions affirm protection and safeguarding of guests as so felt by most of the Egyptian population;
- Training courses for staff operating in the hotels sector are in place as organized by the Human Resources Chamber at the Egyptian Tourism Federation in coordination with the Ministry;

## **Weaknesses**

- Some unfavorably believe that it is allowable to deal with women tourists in an excessively free manner on account of their presumed acceptance of this daring behavior;
- This state of moral chaos and absence of security the community is witnessing for the past three years;
- Attempts by street vendors and wholesalers in antique shops to keep nagging and even harassing by petting women tourists all along the sale transaction;
- Tourists are regarded by religious extremists as unacceptable guests;
- Feeble police presence in some tourist locations especially open areas and sometimes actually no control over vendors and recreational service providers;
- No media policy handling harassment issues is addressed to the international community;

## **Opportunities**

**s**

- The Ministry of Tourism has finalized an amendment to some provisions in the Penal Code issued under Law no (58) for 1937 on articles tightening sexual harassment penalty. The amendment was submitted to the Cabinet.
- Sensitization campaigns launched by the Ministry in collaboration with the visual and written media sector;
- Cooperation with the Ministry of Education to raise the children's awareness on welcoming tourists and highlighting the importance of tourist gatherings (South Sinai Governorates – Red Sea- etc.);
- Government's support to tourism as an industry being one of the sources of national income;
- Work on the finalization of the national strategy for combating violence against women and stimulate all state sectors to implement it;
- Urge the State to tighten the sexual harassment penalty and to raise the fine as indicated in the submission by the Ministry;

## **Challenges**

- Instability of the security situation in the country;
- Drop-outs due to tourist recession of the skilled labor trained in good reception of tourists;
- Some customs and traditions dwelt on non-acceptance of the other and non-respect of privacy;
- Rejection of tourism and its financial resources by some adamant religious factions and their advocacy in this respect;

## **Ministry of Youth and Sports**

### **Points of Strength**

- Availability of gathering places for the implementation of sensitization programs and seminars as follows:
  - Youth centers numbering 4365;
  - (7) Youth cities with a total accommodation capacity 3570 per group;
  - (9) Civil education centers with a total number of 1760 boys and girls;
  - (6) Youth forums;
  - Youth directorates for (27) governorates are affiliated with the Ministry;
  - (290) Girls Clubs in all governorates with total participants amounting to 51,000;
- Listed in the structuring a department responsible for girls' activities and its staff are well trained and experienced;
- The Ministry- affiliated youth centers are distributed to cover all villages, cities and hamlets in all governorates (around 4365 centers at the Republic level);
- The Ministry's organizational structures render youth, boys and girls, easily reachable for communication through (girls' clubs / volunteer clubs/ scouts and mobile teams/General Authority for Universities/ Civil Society Organizations working with the Ministry;
- The Ministry provides male and female coordinators in all governorates for the implementation of different activities especially in youth centers;

### **Weaknesses**

- Merging youth and sports in one Ministry has resulted in growing interest in sports activities in the mass media and neglect of different activities connected with services extended to youth;
- No coordination between ministries, authorities and institutions concerned with youth for implementation of activities and rendering services so as to sensitize on the phenomenon of violence against women in an integrated manner;
- The executive authorities in governorates have fallen short of against women;

## **Opportunities**

- Interest and faith of the political leadership in the importance of the role of women in the society and the necessity of redressing the phenomenon of violence against women;
- The Constitution contains articles ensuring women protection and care and underlining combat of all types of discrimination against them;
- The Ministry is in charge of (290) girls' clubs in all governorates with a total number of participants reaching (51,000) and obtains annual support to the given activities (LE 3,480,000);

## **Challenges**

- Despite the political leadership's conviction explicitly denoting the necessity of facing up to the phenomenon of violence against women, the community's perception of women is still in need of returning concepts and trends to their central role in the society;
- Under-qualified capacity and performance of local government councils to implement activities and programs planned by the Ministry;
- Failure to activate constitutional articles on women rights and duties as well as that particular part in sanctions relating to violence and provided for in the Constitution (given the absence of the parliament);

## **Ministry of Health and Population**

### **Points of Strength**

- Service-providing offices are widespread in all parts of the Republic (more than 5000 basic health care units – 300 central and public hospitals in each city plus offices affiliated with authorities, ministries, and civil organizations);
- Availability of trained medical cadres for service-rendering (over 200,000 doctors – 100,000 nurses);
- Programs for violence against women ( on female genital mutilation – monitoring maternal mortality);
- Health education programs;
  - 18 healthy and educated rural instructors go to families at home for sensitization;
  - Health education seminars held at the basic health care units (women clubs);
- A package of basic services – especially for women and children – gratuitous (pregnancy – delivery – puerperal – family planning – vaccinations – nutrition);
- No discrimination regarding service extension between men and women, rich and poor or rural and urban areas;

- Information centers at the central level/ governorate/ health administration/ some basic health care units levels;
- Feminist leaderships at all levels (assistant minister – sector head – central administration chairman – general manager – head of directorate);
- Programs to reduce disability (mental retardation – hearing impairment);

### **Weaknesses**

- Mal distribution of some service-providers for example (nursing in Upper Egypt);
- Limited number of mental illness specialists that are adequately trained in dealing with violence victims;
- Small number of mental illness treatment centers (8 centers at the Republic level);
- Low medical cadre wages;
- Commissioned doctors decline to work in remote and border areas;
- Mal performance by service-providers in the private sector (clinics – hospitals);

### **Available Opportunities**

- A legislation incriminating whoever performs a female circumcision operation;
- Financial and technical support by donors (UNDP – UNICEF – World Health Organization (WHO));
- Finalization of the National Population Strategy 2015 -2030;
- The National Councils' Support (for women – childhood and motherhood – population) to issues of violence against women;
- Adoption by the new Constitution of women issues;

### **Challenges**

- Inadequate budget allocated for health;
- Customs and traditions;
- High rates of illiteracy;
- Absence of a strict legislation to organize the private sector;

### **Ministry of Justice**

#### **Points of Strength**

- Establish a department to be entrusted with the file of anti-violence against women;
- Signing a number of protocols with several entities;

- Work on amending laws relating to violence against women and engage in cooperation with the other authorities concerned which actually materialized in the amendment of two articles 306 bis B on harassment;
- Organize and hold training courses and workshops for prosecutors and judges;
- Joint cooperation and coordination with national, civil and foreign entities concerned;
- Adoption of the new constitution and respect the Justice Department's efforts in combating violence against women.

### **Weaknesses**

- Absence of competent prosecutions and courts similar to child courts thus negatively impacting on disposition of cases;
- Financial resources of prosecutions and courts are quite minimal;
- Limited number of doctors working in the area of forensic medicine and who are almost absent on working night shifts and official vacations;
- Forensic medicine's poor physical potential which virtually affect prompt finalization of report-writing;

### **Available Opportunities**

- Participation in preparing a medical guide for doctors who receive violence victims;
- A periodic statistical statement listing violence-related crimes and where they mostly happen, is under preparation;
- Joint cooperation with all parties involved, internally and externally, and exchange of expertise;

### **Challenges**

- No surveys are found on the phenomenon magnitude and places where it is commonly detected;
- Reluctance of women victims to report and sometimes they waive their complaints;
- Failure to deal with the communications submitted in an optimal way;
- The violence victim is generally treated as an accused rather than a defendant;

### **Ministry of Manpower**

### **Points of Strength**

- Small enterprises offering job opportunities for women that help qualify family life which in turn mitigate violence against women, are on the ground;
- A plan at the level of manpower directorates to sensitize through seminars on the given phenomenon as stereotyped models, is in place;
- Professional training centers were established at the level of manpower directorates to train in professions required at the labor market within governorates so as to provide work stream and accordingly help skirt the family violence phenomenon;
- Examination of the women situation in the private sector for better information about cases of harassment or discrimination within work places;

### **Weaknesses**

- Insufficient staff to carry out sensitization tasks in addition to dwindling skills of those currently in charge;
- No legislation to govern this phenomenon as could be reflected in deterrent penalties;

### **Available Opportunities**

- A large number of research authorities and centers can contribute to accessing updated surveys on this phenomenon;
- There are women members in the trade unions in each governorate who can take part in continued awareness-raising efforts and be well-informed about how far this phenomenon is aggravating;
- There are rural instructors who can go to women at home to get acquainted with what is going on with their daily life and help with remedying any phenomenon;
- The presence and spread of civil society centers that can a role to play in redressing this phenomenon;
- Benefit from the Jordanian experience regarding domestic workers as a minimum quality profession in the Egyptian society;

### **Challenges**

- Widespread ignorance and poverty certainly prevent clarification of the true image of this phenomenon;
- No team work mechanism or unified policy to face it;

### **Central Organ for General Mobilization and Statistics**

### **Points of Strength**

- The Organ is the authority responsible for providing information and indicators relevant to any phenomenon under study. The Organ maintains a full system of information and techniques to conduct requisite researches efficiently and expeditiously to the credit of the available potential working staff;

### **Weaknesses**

- Due to the fact that preparing studies on the phenomenon of violence against women draws specialized researches that need financial support, which accounts for the gap in making available data and indicators pertinent to the given phenomenon;

### **Available Opportunities**

- Increased interest on the part of the community in probing this phenomenon and closing ranks for its confrontation. It is therefore could be through partners that finance can be channeled by international organizations for conducting related researches. The Organ, in cooperation with the National Council for Women and the UN Population Fund is currently in the process of preparing a research on violence against women and calculating its cost;

### **Challenges**

- Lack of financial support;
- Embedded cultures and ideological legacies fanning violence against women;
- Negative customs and traditions looming large in the society;

### **The Coptic Orthodox Church**

#### **Points of Strength**

- The Church, with its institutions like the servicing episcopate, sustains a 52-year experience in the area of development;
- Well-known identity and credibility;
- Working staff: a large number of experts in various domains;
- Considerable human resources (400 employees and thousand volunteers);
- Diversified fields of work – cross-cutting development – Women issues;
- Availability of many female rural pioneers operating in the projects run by the Coptic Orthodox Church who are able to reach target members of the society;
- Possibility of availing of the experiences related to reproductive health and female circumcision as well as to issues of violence against women, which all

constitute pillars for awareness, training of clerics and preparation of sensitization material and tools;

- Anti-female circumcision project in cooperation with the Norway Embassy covering 25 villages and communities in Greater Cairo and Sohag Governorate;
- Another project relating to anti-violence against women in collaboration with the UNFPA to train Christian clergy and church leaderships in Cairo, Sohag and Assuit;

### **Weaknesses**

- Sparse financial resources;
- Inability of some individuals to mingle in the decision-making process;
- Default on adequately bringing to attention, at the institutional level, the developmental role undertaken by the Church;
  - Failure in recording and documentation in general;
  -

### **Available Opportunities**

- State's applause and appreciation of the Church role;
- Increase people's awareness and understanding of development issues;
- Excellent relations between Muslims and Christians at the popular base level;
- Benefit from the community-based perception and awareness as regards the role of women, the revolution maker;
- The highly credible episcopate in poor communities and villages;
- The relatively improved security situation increases work prospects within target communities;
- Opportunities of getting in touch with the other authorities and developing cooperation on women projects and combating violence against women;

### **Threats**

- Outbreak of conflicts between individuals in target communities;
- The growing fundamentalist Islamic trend in some target communities and villages;
- Limited financing given the economic status of benefactors since the episcopate counts on the Copts' donations;
- Sectarian-based violence especially against Coptic women and girls;

## **National Council for Womenlaw**

### **Points of Strength**

- The Council was established by law no 94 for 2003;
- The Council is an independent authority with a legal public personality. It also enjoys financial and administrative independence;
- It is headquartered in Greater Cairo and has several branch offices in some governorates like (Sohag, BeniSuef, Port Said, Ismailia, Kafr el Sheikh, and Suez);
- The Council has an Ombudsman office to receive citizens' or institutions' complaints from all governorates which are examined and referred to competent authorities;
- It issues reports on human rights situations and present suggestions and recommendations to authorities concerned in protection and reinforcement of human rights;
- It follows up on ratification of human rights international conventions and treaties;
- It gives its opinion on reports the State is obligated to submit periodically to human rights committees and bodies in implementation of international instruments in this regard;
- Participation in national and international human rights forums and events;
- Coordination with governmental and non-governmental entities and like national institutions to disseminate and promote human rights culture and values as well as protect exercise of these rights and raise awareness on them;

### **Weaknesses**

- Insignificant State interaction with the recommendations issued by the Council;
- Absence of a mechanism that renders it obligatory for the State authorities to reply to complaints referred by the Council, either to clear their causes or to justify their rejection in a responsible manner;
- Non-compliance by competent authorities as regards the provision of information and data requested by the Council;
- The Council has no branch offices in all governorates;

### **Available Opportunities**

- The independent nature of the Council;
- The New Constitution vests the Council in purviews that never existed before. By virtue of Article 99, "Any assault on the freedom or the sanctity of the private life of citizens or on other public rights and freedoms provided for in the Constitution and the Law shall be deemed a crime that the civil legal action or litigation resulting from it, shall not be dropped by prescription and that the State shall guarantee fair compensation to the person subject of

assault. The National Council for Human Rights shall report to the Public Prosecution on any violation of these rights as in the manner specified by the Law”.

- Accordingly, a special schedule is kept at the Public Prosecutor office under the title of “Petitions of the National Council for Human Rights”, to ensure speedy action on submissions presented by the Council;
- The Council has six branch offices in governorates of Sohag, BeniSuef, Port Said, Ismailia, Kafr el Sheikh, and Suez;
- There is distinctive and permanent coordination between the Council and civil society organizations and mass media with a view to promote and disseminate human rights culture;
- There are human rights departments in some ministries for possible coordination;

### **Challenges**

- The cultural and social ideological legacy vis-à-vis women which is still negatively affecting the determination of women roles and positions in the society plus the patriarchal nature of the community;
- Syllabuses are not subject to revision to keep abreast with such human rights concepts as “equality – justice – freedom – tolerance – women and child rights”;
- Failure to domesticate articles cited in the UN Convention on the Prevention of all Forms of Discrimination against Women to become part of national legislation;
- Absence of any national legislation that incriminates all forms of violence against women;
- Mass media (audio – visual – readable) fall short of adopting human rights issues and approaches of combating violence against women;
- The negative image of women as reflected in the Egyptian movie;
- High rates of illiteracy, unemployment and poverty”.
- Limited basic social services rendered to women. There is no provisioning for this purpose in the general budget of the State;
- Slums

### **The National Council on Disability**

#### **Points of Strength**

- The Egyptian Constitution guaranteeing rights of persons with disabilities has been promulgated. The Council is thus further strengthened in defense and advocacy of the rights of this social category as provided for in the Egyptian

Constitution as well as in the International Convention on the Rights of Persons with Disabilities;

- Empowering persons with disabilities as partners in the development of the nation and ensuring their presence around as human cadres and representatives of their case;
- A galaxy of experts in the area of disability to supply the Council with required expertise (consultative group);
- Participation in the development of a strategy for persons with disabilities jointly with all parties and entities concerned as part of the national strategy of the State;
- The Council's working staff are directly concerned with the disability issue since almost 75% of employees are persons with disabilities whereas the rest are specialists and interested personalities;
- Understanding and team spirit;
- The desire of those in charge to leverage the empowerment of persons with disabilities at the community level;

### **Weaknesses**

- Decision no 410 by former Premier Kamal el Ganzouri was proved invalid and needs to be amended;
- Absence of a supported administrative structure;
- Absence of a rules of procedure for the Council's working staff;
- Some of the Council's branch offices and committees in governorates are not given effect;
- Continued lashing out at the Council by persons with disabilities themselves;
- Lack of a database and adequate information on the issue of disability and persons with disabilities in Egypt;
- Inadequacy of researches and studies of relevance;
- Lack of a comprehensive inventory of persons with disabilities;
- Poor financing with regard to disability projects and the provision of related services;
- Derogation of cooperation on the part of some responsible officials and their slackening discharge of functions;

### **Available Opportunities**

- Special interest is developing in persons with disabilities at the level of senior state officials. President Abdul Fatah ElSisi has taken the initiative to invite them more than once in ceremonies and conferences;
- Interest of ministries concerned in persons with disabilities through their sustained engagement in drawing up plans and policies;

- Some state officials are convinced of the importance of showing interest in the affairs of persons with disabilities and extending quality services for this purpose;
- Interest by different ministries concerned in training cadres from this social category for their empowerment in the society;
- Interest by civil society organizations, institutions and agencies in the gifted elements to promote their talents;
- Independence of the Council in accordance with the Egyptian Constitution for 2014 that is expected to be stepped up upon the election of the House of Representatives;

### **Challenges**

- Ineligible general strategic vision forming the basis for the follow-up on the implementation of the International Convention on the Rights of Persons with Disabilities and the effective putting into operation of the 2014 Egyptian Constitution;
- Absence of media-guided mechanisms and specialized media on the disability issue;
- Continued censure by persons with disabilities when it comes to the Council's service and committees in governorates;

## **The National Council for Childhood and Motherhood**

### **Points of Strength**

- In conjunction with Article 214 of the New Egypt Constitution, the National Council for Childhood and Motherhood is meant to be the national mechanism concerned with mother and child affairs. It is the higher authority undertaking proposition of relevant general policies;
- Proposed policies and programs guaranteeing the right of the Egyptian child to protection against all forms of violence, abuse and sexual exploitation and trafficking as well as putting strength jointly with state institutions concerned to enforce the child's right to safe shelter, affective and cognitive development, identification papers, and positive participation, with special emphasis on the protection of "children vulnerable to danger", violence victims, drop-outs, street children, illegal migrants, working children, crime victims and witnesses and children with disabilities;
- Proposed laws and regulations on child and mother to their best interest according to the latest developments that occur in the society;
- Reporting on violations of child and mother rights as well as any and all practices exposing them to danger "in terms of security, health and ethics";

- Collection of data, information and statistics as well as studies available on childhood and motherhood and evaluation of their indicators in addition to preparedness in line with political, social and cultural developments and updates, considering this a national security issue;

### **Weaknesses**

- Cultural, economic and social problems such as illiteracy, population increase, poverty, inherent ideological legacies and discrimination;
- Besides the Council's unsuccessful handling before the revolution to curb the street children phenomenon, growing slums and child labor, it – notwithstanding a long head start – failed to protect persons with disabilities, prevent marriage deals and child marriage, guarantee orphans' rights or safeguard mother rights especially breadwinners, to say the least about female circumcision and girls' education. These issues entail concerted action and increased awareness in the forthcoming stage; especially that girl drop-outs are scoring high because of early marriages or deplorable economic conditions.

### **Available Opportunities**

- Cooperation with agencies concerned to look into the empowerment, welfare and stability of the Egyptian family and to realize full-fledged mother, child and youth rights;
- Coordination and networking with agencies concerned to provide emergency relief for children through so-called "Child Rescue" mechanisms;
- Cooperation with agencies concerned to help protect child rights especially in relation to vulnerable mothers like "imprisoned women", "breadwinners", "martyrs wives", "mothers of children with disabilities";
- Envisaging an all-out national plan, within the general State plan, in protection of childhood and motherhood and following up on its implementation;
- Giving opinion vis-à-vis international and regional conventions relating to childhood and motherhood;
- Promotion of cooperation with governmental and non-governmental and international organizations to enhance childhood and motherhood at all levels;

### **Challenges**

- The security situation in Egypt is not quite stable at present which makes it difficult for the Council to perform as duly;

- Some of the legislation in effect, which need to be amended, are but a stumbling block to efforts intended to fight against community-wide obsolete phenomena;
- Unfavorable cultural legacies that pose threats and which have to be corrected and changed accordingly;

## **National Council for Women**

### **Points of Strength**

- The Council is a governmental tool assigned to adopt advocacy concerning women issues, in its capacity as a national mechanism charged to follow on the implementation of international conventions on the status of women and combating violence against them;
- The Council is authorized to propose and revise laws on women as well as follow up and take stock of general policy applications and refer to competent authorities to put forward its remarks;
- The Council gives priority attention to the issue of combating violence against women. It has a cumulative experience of facing up to this phenomenon based on two field studies: one in 2009 with more than 8000 respondents and the second in 2013 with 13,500 respondents at the level of all governorates;
- The Council has a legislative committee that is comprised of celebrities including women and judges and which is entrusted with examining and proposing legislation on combating violence against women. It proposes laws to effectuate constitutional articles no 11 and 51;
- The Organizational Structure of the Council furnishes supporting mechanisms represented in the following:
  - An office to receive women complaints including petitions on violence alongside the presence of lawyers to deal with them. There are branch offices in governorates;
  - An International Cooperation Department to attentively place international issues on the Council's agenda and which is in the process of providing the necessary finance in support of its activities;
  - A media department to bring into light, via mass media, issues of violence;
  - A department for training and sensitization; its activities include a program for raising community-wide awareness as regards violence issues;
- Cooperation and close partnership between the National Council for women and a number of executive agencies such as the violence-combating unit at the Ministry of the Interior and the Human Rights Sector at the Ministry of Justice and other ministries;
- Coordination and integration between the Council and the civil society as well as cooperation regarding violence-related activities;

- Cooperation and coordination between the Council and a number of donor agencies for the implementation of violence-combating programs and activities;

## **Weaknesses**

- The Council is not an executive institution, consequently its projects as designed to face violence do not actually materialize on the ground;
- Shortage of financial resources needed for violence-combating activities and the lack of provisioning for media campaigns;
- Reluctance of women and girls subject of violent action to report to the Council and their fear of litigation procedures;
- Lack of manpower and specialized technical cadres in the area of combating violence at the central and local levels;
- Besides minimal institutional commitment of some government agencies to implement violence-combating programs, no coordination with the Council to avoid duplication of activities can be traced;
- Absence of a mechanism to fast-track enforcement of laws and the issuance of a comprehensive law on combating violence against women and girls;
- Inadequacy of tools for both collecting data and statistics on violence against women and girls and analyzing and evaluating programs and activities already carried out;

## **Available Opportunities**

- Egyptian Constitution articles on combating violence and discrimination against women as well as on abidance by international conventions and the independence of the Council can be viewed as a mechanism for the advancement of women status;
- Interest of the Head of State in combating violence against women;
- Government's efforts to put into operation the directives given by the President of the Republic in this respect and to reinstate the file on violence against women as one its priorities;
- Media focus on the problem and mass media cooperation with the Council to this effect;
- Participation of the executive authorities and the civil society in the drafting of the national violence-combating strategy;
- International interest in women issues after the lapse of 20 years since the Beijing Conference has been held and considering 2015 the Women Year;

## Challenges

- Lack of concerted efforts on the part of civil society organizations and default on support lent to the Council's activities;
- Financial and technical support extended to the Council by donor parties is often discontinued;
- Decreased number of attorneys operating in women complaint offices;
- Refusal to change the Council's founding decision and its functioning without executive powers;

## State Information Service

### Points of Strength

- There are 95 media complexes and centers established from the farthest north of the Republic that is from MersaMatrouh to the farthest south in Abu Simbel, and from the farthest east in Al Arish to Al Wadi el Gadeed (the New Valley) in the West. These facilities are highly equipped in terms of furniture and auxiliary vehicles;
- A number of media offices are operating in major world capitals where women hold multiple senior positions;
- Trained cadres both at home and abroad who are distributed among media centers in governorates;
- The Service, through its media centers, own a diversified widespread public relations network at the level of governmental and non-governmental institutions;
- A video-conference network is installed to enable communication with different media pools;
- The Service signed a number of protocols with different agencies such as the Social Fund and the National Council for Women;
- The State Information Service has a proportional advantage in the fact that most of the working staff are women who also occupy leading positions such as director-general, under-secretary and sector head;
- The Service maintains the Central Training Department and the Video and Movie Department plus its private printing houses that produced a lot of publications;
- The Service has a website on the internet in four languages (Arabic, English, French and Spanish);
- It also has a general department for communication with nationals abroad;
- The Service issues a set of e-paper versions as well as the "Sons of Homeland" Magazine abroad which is regarded as the only official version directed to the Egyptian Community overseas;

- It houses the Press Center for Foreign Correspondents which represents the official agency tasked to communicate with Arab and foreign reporters accredited in the Arab Republic of Egypt as well as visiting journalists and reporters;

### **Weaknesses**

- The budget earmarked to related activities remains the same inconsistently with the expansion and ramification of different activities especially training;
- Some protocols signed with third parties were not given effect, thus impacting negatively on the related benefits;
- No appointments are underway at the Service thus emptying media centers from human resources;
- The video-conference network is not optimally utilized;
- Means of transport are not adequately available to reach women in some remote areas (Service bases);

### **Available Opportunities**

- Activation of protocols signed by the Service with third parties;
- Continued in-house and off-shore training of staff;
- Diversification of sources of finance and benefitting from the general atmosphere supportive of the Egyptian State;
- Dealing with media complexes as enlightenment centers in general;

### **Challenges**

- Higher rates of illiteracy among women thus the effectiveness of the media message must be adversely affected;
- Customs and traditions constitute an obstacle holding back the desired progress of the Service activity;
- Failure of some leaderships to help with achieving the aspired results of the media messages;
- Widespread religious misconceptions especially in villages which cause planned media messages to falter;
- Given the fact that most of the staff operating at the Service are women, the target community sometimes appears to be at odds with the idea of women working in the media;
- Absence of alternative projects in replacement of those that have exhausted their time and financing purposes for example family planning;
- Closing down many overseas media offices;

- Recurrent hinting by the State at the restructuring of the Service which make employees feel worried and insecure;

## **Civil Society**

### **Appropriate Means of Communication for Development Center (ACT)**

#### **Points of Strength**

- A deeply-rooted insightful professional supportive civil society is embodied in the following:
  - ACT provides camps, workshops and periodic training for new volunteers to qualify them as regards the theoretic understanding, in a deeper sense, of the sexual harassment issue and within broader frameworks such as to include violence against women and gender equality (gender gap) concepts;
  - It also provides Fouada Watch on periodic training and live follow-up on monitoring and documentation skills and presents reports and statistics on sexual harassment;
  - Functioning on the basis of a right-driven rather than on an ethics-motivated background;
  - Al Nadeem Center offers psychological support to sexual harassment survivors and, if necessary. legal support;
  - Coordination with related sectors such as the National Council for Women Rights as well as the Human Rights Sector at the Ministry of the Interior;
- Proficiency of Field Work
  - Rapid adaptation with the street circumstances no matter what situations are on the ground;
  - The ability to improvise and fabricate out of what is conveniently at hand to avoid unnecessary clashes and fighting with harassers;
  - Administrative regulation and management based on well-studied programs and maps illustrating clear definitive operations;
  - Field arrangements and distribution of specific tasks to specific individuals within the one and the same group alongside definition of a specific field leadership to spare confusion in taking decisions;
  - Employment of advanced technological techniques concerning speed dialing and interactive communication with the operations room while in the street;
  - Intensity of proceedings and sensitization campaigns going on all the year round;

- Cooperation, togetherness and faith of the Initiative members in the nobility of the cause;
- Abidance by democracy standards and the subjectivity of the decision-making as well as periodic meetings to develop future short-term plans and programs;
- Adherence to neutrality and keeping the same distance with all political trends;
- A “Code of Conduct” that is reliable as a conscious-directed law guiding volunteers;
- A creative elite in inventing and directing different sensitization messages;
- High capacity for disseminating messages whether traditionally or via alternative media or direct public interaction;
- The Initiative’s high credibility gained over its honorable history;

### **Weaknesses**

- Financial support;
- Over-dependence on individual efforts;
- Almost absence of permanent employees and largely counting on volunteer action alone;
- Problems associated with volunteer work;
  - Working on part-time basis;
  - No permanent staff are available plus speedy replacements;
  - The young age of volunteers;

### **Available Opportunities**

- Geographic expansion in five new governorates;
- Enlarged space for volunteer work and new units and sections can be added;
- Change of the initiative structuring to become more efficient from the organizational point of view;
- Continuous addition to courses on physical training and self-defence for girls in specialized centers;
- Cooperation protocol with Cairo University (suspended then re-activated);
- Cooperation protocol with the Hotel Facilities Chamber (active);
- Cooperation protocol with the Ministry of Education (suspended but is in the process of being reactivated);

### **Challenges**

- Harassment movement members are subject to danger on facing up to harassment attempts while on their missions in public places;
- Failure to strongly respond to the stereotyped image of women in the media;
- Failure to strongly respond to and sanction deterrent penalties on perpetrators of child sexual harassment crimes;

- Non-recognition at the official level so far of the term “family violence” and the State’s failure to strongly respond to it as well as to relatives’ harassment;

## **Egyptian Women Lawyers**

### **Points of Strength**

- Young female volunteers and lawyers cover a wide sector of the society;
- Cooperation with a number of official and non-official authorities;
- A volunteering team whose members work gratuitously and therefore our work is continuing regardless of the provision of finance;
- Young and lawyer volunteers were recently accepted and this serves to provide a variety of experiences;
- Volunteers and staff in different governorates (Menya – Sohag – Port Said – Alexandria – Fayyoun – Giza – Cairo – Aswan – Sharqia – Damietta – BeniSuef);
- Active players and influential figures in leading positions as well as male and female human rights’ advocates in support of our action and the in-house control of our initiative;
- Expertise in legal support units, implementation of training activities and building human rights cadres;
- Membership of several alliances like “working together” and joint campaigns (Egypt women coordinators – Women for revolution – Civil by example – Parliament for you and us);

### **Weaknesses**

- Our initiative is quite recent and is short of finance supposedly from various agencies;
- The community is set to do away with foreign finances without providing internal alternatives or government support which threaten prospects of implementing some activities;
- Meager cooperation opportunities and partnership when it comes to government agencies;
- Bureaucratic red-tape is yet in control of all state institutions;
- The culture of dealing with young leaderships and trusting their skills is not available;

### **Available Opportunities**

- Government and presidential interest in women issues with a view to contain community-related violence especially against women and girls;

- Availability of female youth and lawyer volunteers for legal support to women and their issues especially legal cases and amendments constitutes a top priority at the current stage being the acceptable and favorable legal intervention for many of the victims who mostly prefer dealing with women lawyers;
- Our 10-year strategic plan was built around a major goal namely making justice accessible to women which is aligned with circumstances underway, including the formation of the Legislative Reform Committee to start working on the amendment of legislation. Further a number of legal amendments are under consideration with the aim of applying the Constitution and ensuring broader justice for numerous categories.
- Global interest in combating violence against women and reinstating women issues on top of UN priorities;
- Signing cooperation protocols with several agencies including the National Council for Women and a host of societies in Cairo, Upper Egypt, Delta and other governorates;
- The presence of not less than 70 women parliamentarians in the forthcoming Parliament, a supportive showdown in respect of women issues and participation in public life;
- Drawing attention to the enforcement of transitional justice in the coming period which certainly involves women and what they had to suffer in the past;

## **Challenges**

- A set of laws and regulations that did injustice to women still exist and this is very likely to derail our work within the context of the awareness-raising plan on violence or be met with objection by opposed elements who benefit from women marginalization;
- Some legal impediments to our functioning from the practical point of view expressly in the fact that focus on the consequential legal support is missing and the rule of law is wanting;
- Insufficient financing most of the time for the implementation of objectives and activities required, which renders it incumbent to count heavily on volunteers who are not available all the time in the numbers needed;
- Preoccupation during that period with the elections which somehow drives the society away from women issues that cannot possibly be considered among its priorities;
- Some government entities and associations fail to adequately cooperate unless it is consistent with their previously-agreed programs and projects.

