



2021 Regional Index on Violence against Women and Girls (VAWG)

National Report – Egypt

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Acronyms

CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CSOs	Civil Society Organisations
MoE	Ministry of Education
MoHP	Ministry of Health and Population
MoM	Ministry of Manpower
MoSS	Ministry of Social Solidarity
MoT	Ministry of Tourism
MoYS	Ministry of Youth and Sports
NCCM	National Council for Childhood and Motherhood ().
NCD	National Council on Disability
NCW	National Council for Women
RCSO	Regional Civil Society Observatory on VAWG
UfM	Union for Mediterranean
VAWG	Violence Against Women and Girls

Introduction

The purpose of this report is to analyse the outcomes of the 2021 Regional Index on Violence Against Women and Girls (VAWG) for Egypt. The report presents the position of the State on the international women's rights covenants, and its commitment to implement them through the alignment of the Constitution and national laws to these covenants. Furthermore, the report presents the measures and the services on the ground that ensure the appropriate enforcement of these laws. It also provides recommendations to improve the protection of women from VAWG.

Egypt achieved a score of 50.7 in the 2021 Regional Index on VAWG. As part of the scoring process, results for some indicators came out high due to the availability of certain State-funded services, as well as the existence of data and statistics systems and some preventive programs and measures.

Egypt ratified the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) but still maintains reservations to articles 2, 16, and 29. The Egypt's Constitution is considered progressive as it explicitly prohibits discrimination against women, strives to allow them to reach leadership positions, and ensures no less than a 25% women quota in local councils and parliament. Constitutional commitments must also be implemented, such as the formation of the discrimination commission and local councils with a 25% women quota and 25% youth quota, including girls, as stipulated by the Constitution.

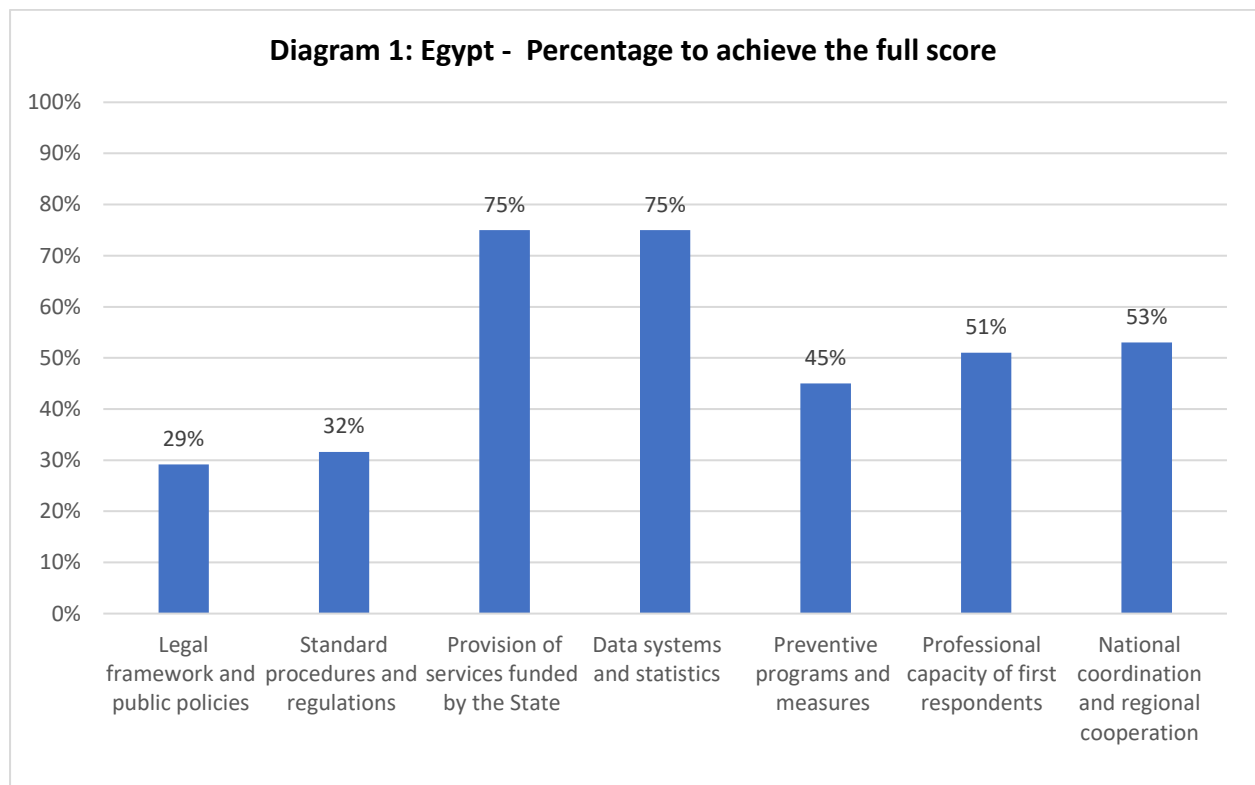
The National Council for Women (NCW) has worked on issuing a National Strategy to Combat Violence against Women (2015-2020) that covers four main topics: prevention, protection, intervention, and prosecution. The Council also established a monitoring centre for Egyptian women and organises the national awareness raising campaigns on combating VAWG.

Moreover, there is a political will to support women's full citizenship. This was reflected by declaring 2017 the year of the Egyptian Women, which had a clear positive impact on public opinion and the legislative development process.

Specialised services are provided to women victims of VAWG in 9 State-run Safe Houses. There are mechanisms of cooperation for addressing VAWG. An executive committee has been formed between NCW and the heads of the departments and units concerned with women's rights in various ministries including the Ministry of Interior (MoI), Ministry of Health and Population (MoHP), Ministry of Social Solidarity (MoSS), the National Council on Disability (NCD), the National Council for Childhood and Motherhood (NCCM).

Score Analysis

This section provides analysis of the scores under each category. The scores achieved for each indicator in relation to the weights assigned are shown in the diagrams. The section also highlights the main gaps and provides recommendations to tackle these gaps and improve the prevention and protection of women from VAWG as well as panelising adequately the perpetrators. The Index methodology is available on the website of Regional Civil Society Observatory on VAWG (RCSO) at [Methodology of 2021 Regional Index on VAWG](#).



Egypt – Final Index Score

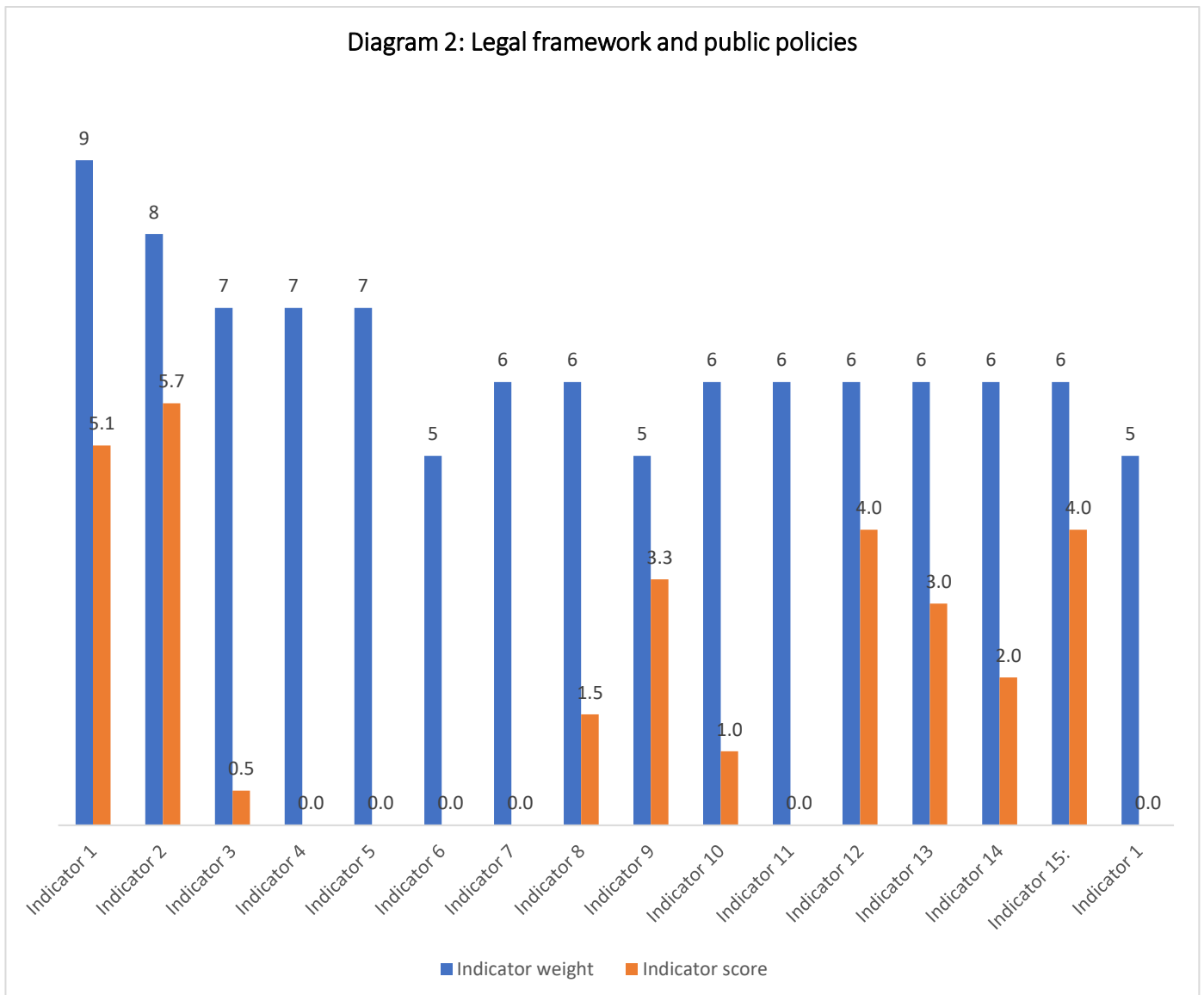
50.7 points

Legal Framework and Public Policies

The legal framework and public policies category achieved 29%. The category examines the legal framework and public policies on women’s rights, and its conformity with international standards, in particular CEDAW. It addresses laws specifically designed to combat VAWG, where such laws exist. It also concerns public policies and national strategies to combat VAWG. This category includes 16 indicators and 88 sub-indicators.

The diagram below shows the weight and the score achieved for the indicators under this category.

Diagram 2: Legal framework and public policies





Indicator 1: Ratification of all articles CEDAW

Indicator 2: Alignment of the Constitution with all international legal obligations pertaining to women's rights

Indicator 3: Compliance of laws with all international legal obligations pertaining women's rights

Indicator 4: Existence of specific law/s that address specific form or type of VAWG

Indicator 5: Existence of comprehensive law criminalising all forms of VAWG

Indicator 6: The definition of VAWG in legislation is in line with the UN resolutions on women rights

Indicator 7: Existence of parliamentary oversight role on the implementation of laws pertaining to VAWG

Indicator 8: The laws provide support to all victims of VAWG including legal aid

Indicator 9: The laws ensure the right of women to sexual and reproductive health and freedom on their own bodies

Indicator 10: The existing laws, including family laws, whether civil, customary or religious, protect women and girls from partners, male relatives, and current and ex- spouses who cause VAWG

Indicator 11: Existence of legal framework that offers women legal protection from marital rape

Indicator 12: Existence of legal framework offers women legal protection from harassment in the public space and work place

Indicator 13: Existing laws, in the absence of comprehensive law on VAWG, criminalise honour crimes and prohibit harmful practices such as FGM, early marriage

Indicator 14: The laws ensure the punishment of rapist regardless of the acceptance to marry his victim

Indicator 15: There is a national strategy for preventing and combating VAWG with adequate resources, budget, and monitoring and evaluation plan

Indicator 16: The national health policies address VAWG.

Egypt ratified CEDAW, but maintains reservations to several articles, including article 2 on political procedures to eradicate discrimination against women, article 16 on equality between women and men in all matters involving marriage and family relation, and article 29 on the administration of the Convention and mediation in the event of a dispute over the application of the Convention's provisions.

The score for indicator 2 was high (5.7 out of 8 points). The high achieved score is attributed to the progressiveness of the Egyptian Constitution, as it explicitly prohibits discrimination against women, strives to allow them to reach leadership positions, and prohibits barring women from holding any job. It also ensures no less than a 25% women quota in local councils and parliament.

Indicator 3 on the alignment of national laws with international agreements received low score which stood only at 0.5 out of 7 points. This is due to the existence of many discriminatory articles against women in the national laws such as provisions related to family relationships, so-called "honour crimes", and abortion.

Indicator 5 scored 0 because of the absence of a comprehensive law criminalising all forms of violence. Indicator 3 scored only 0.5 out of 8 points because of the disparities and discrimination within certain laws, such as articles (260-264) of the penal code, which do not criminalise marital rape while criminalising abortion, even for women victims of rape. Also, articles 17 and 60 give judges the discretionary power to reduce the penalties for perpetrators of honour crimes.

In contrast, the Egyptian government has taken a positive step in adopting a draft law to criminalise child marriage. The law requires providing and incorporating family planning services and guaranteeing women's free access to these services. In 2017, Egypt worked on

criminalising disinheritance under law no. (219) of 2017, which amended some of the provisions of law no. 77 of 1943 on inheritance, and increased the penalties for female genital mutilation and sexual harassment.

The score for indicator 15 was also high (4 points out of 6) due to the existence of the National Strategy to Combat Violence against Women. The strategy involved several ministries and organisations, in addition to civil society's participation as a key partner. This has contributed to the incorporation of activities tackling VAWG by the Ministry of Tourism (MoT), the Ministry of Manpower (MoM), and other ministries and locations.

Gaps

- Existence of reservations to article 2, 16 and 29 of CEDAW.
- Absence of a comprehensive law on combating VAWG.
- Absence of clear criminalisation of marital rape.
- Existence of certain legal provisions containing discrimination against women, including provisions related to family relationships, so-called "honour crimes", and abortions.

Recommendations

- Remove reservations to all articles of CEDAW.
- Adopt a comprehensive law to combat VAWG that includes a comprehensive definition of VAWG comprising marital rape.
- Criminalise marital rape explicitly.
- Review national laws to remove discriminatory provisions against women.

Standard Procedures and Guidelines

The Standard procedures and guidelines category secured 32% as level of achievement. The category deals with police and judicial procedures put in place, whether in terms of the opportunities for victims to report offences or the obligation to inform the authorities of such offences by persons who are aware of them; legal aid or the existence of a guide for professionals, in order to unify and simplify procedures. This category consists of 13 indicators and 54 sub-indicators.

The diagrams below show the weight and the score achieved for the indicators under this category.

Diagram 3: Standard procedures and regulations
Justice



Diagram 4: Standard procedures and regulations
Police

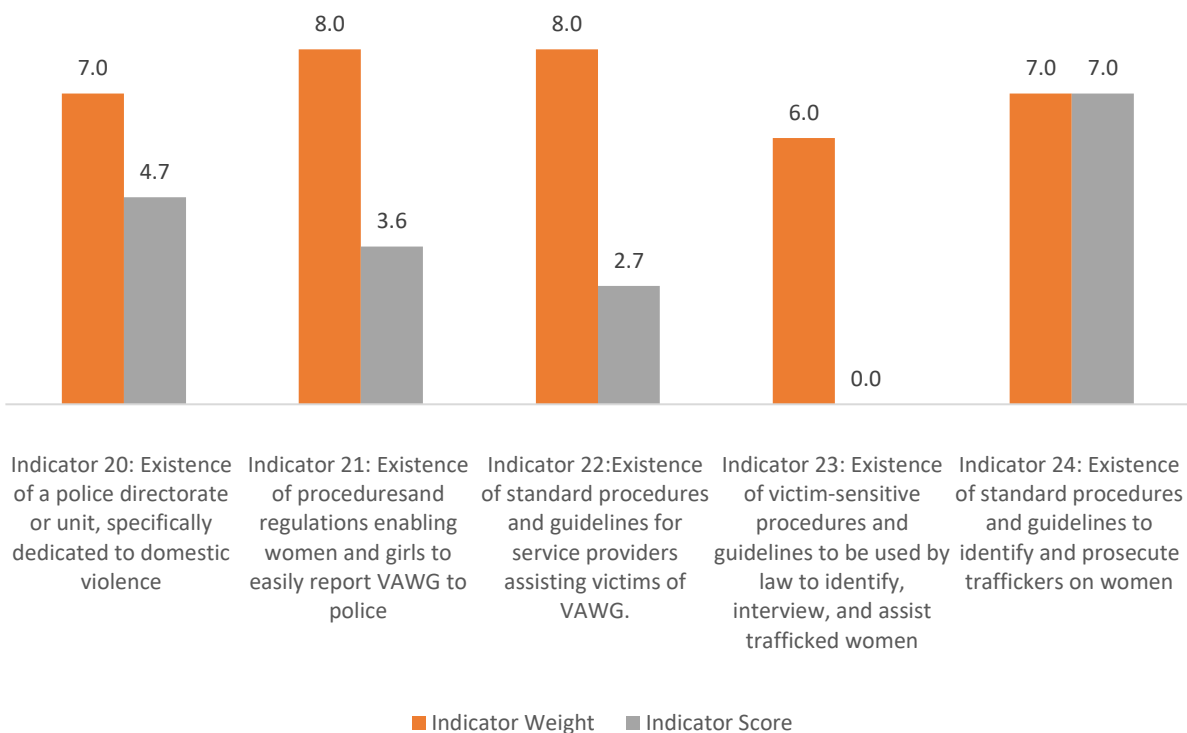


Diagram 5: Standard procedures and regulations
Health

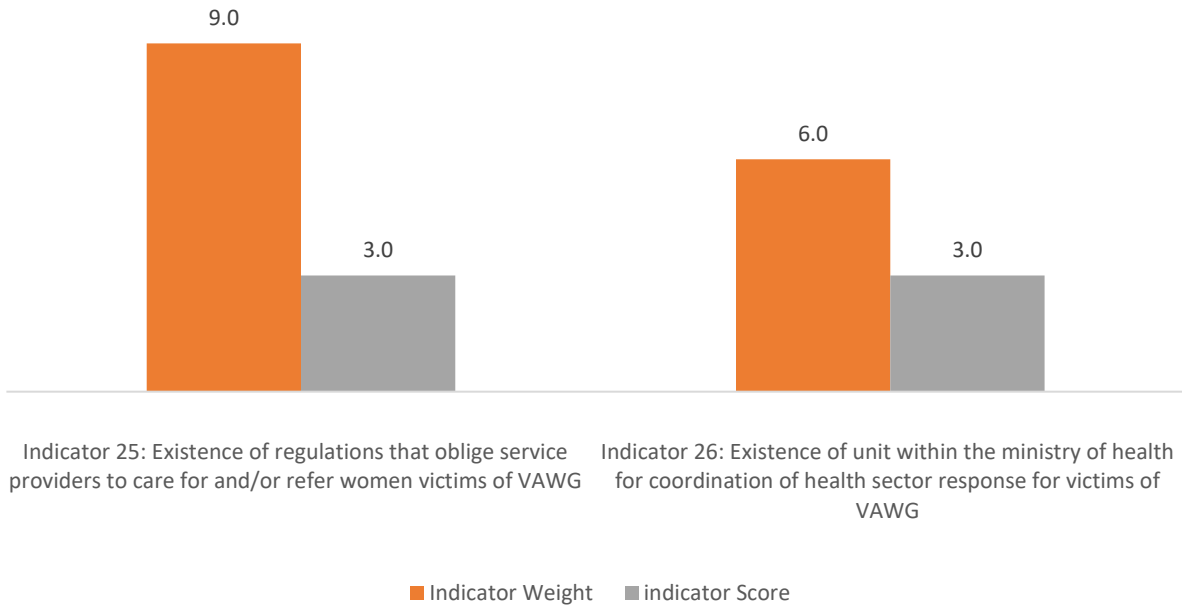


Diagram 6: Standard procedures and regulations
Education



Regarding the justice sector, despite establishing procedures to report VAWG, and prosecute the offenders, they are still not effective enough to facilitate litigation and fully achieve justice. Indicator 18 achieved a score of 2.3 points out of 9. Indicator 9 got a score of 3.5 points out of 7, due to the absence of a special register for cases of VAWG which determines the number of violence cases referred to justice and the number of cases which have been sentenced.

With regards to the police, indicator 20 achieved a score of 4.6 out of 7 points, owing to the presence of a specialised unit for domestic violence in all its forms. There are also specific procedures and instructions that enable women and girls to report cases of violence to the police. Yet, despite having standard procedures and guidelines for service providers to aid victims of VAWG, they have not been sufficiently activated and implemented, which is why the score of indicators 22 is relatively low.

As for healthcare, the score for indicator 25 was rather low (3 out of 9 points). This is due the fact that although there are regulations requiring service providers to take care of and refer victims of VAWG, they are not effectively implemented at large scale. Indicator 26 is also relatively low. There is forensic unit that provides medical services to victims of VAWG. However, it is centralised and not available in all governorates.

The government issued various guidelines and handbooks, such as the Medical Protocol for the Management of Victims of Gender-Based Violence in Egypt, the Handbook for the Judiciary on Responses to Violence against Women, the Procedure Manual for Cases of Violence Against Women, the Handbook on Effective Police Responses to Violence against Women, and the Women Survivors of Violence Manual for the NCW Complaints Office Staff. The Ministry of Youth and Sports (MoYS) also adopted its first national policy on combating sexual harassment and launched a complaints mechanism in the Ministry's General Office and its youth centres at the national level.

Concerning the education sector, indicator 27 scored 0 due to the absence of national programs to follow-up on the education of girls and dropouts and the literacy rate. Indicator 29 achieved 3 out of 6 points. MoYS adopted the national policy on combating sexual harassment within the youth centres, the Ministry's offices, and official sports stadiums.

Gaps

- Absence of a special register for cases of VAWG specifying the number of reports submitted in instances of violence and the number of cases which have been settled.
- Lack of mechanisms adopted to monitor the implementation of procedures and guidelines.

- Absence of comprehensive systems and procedures to combat VAWG in educational institutions.

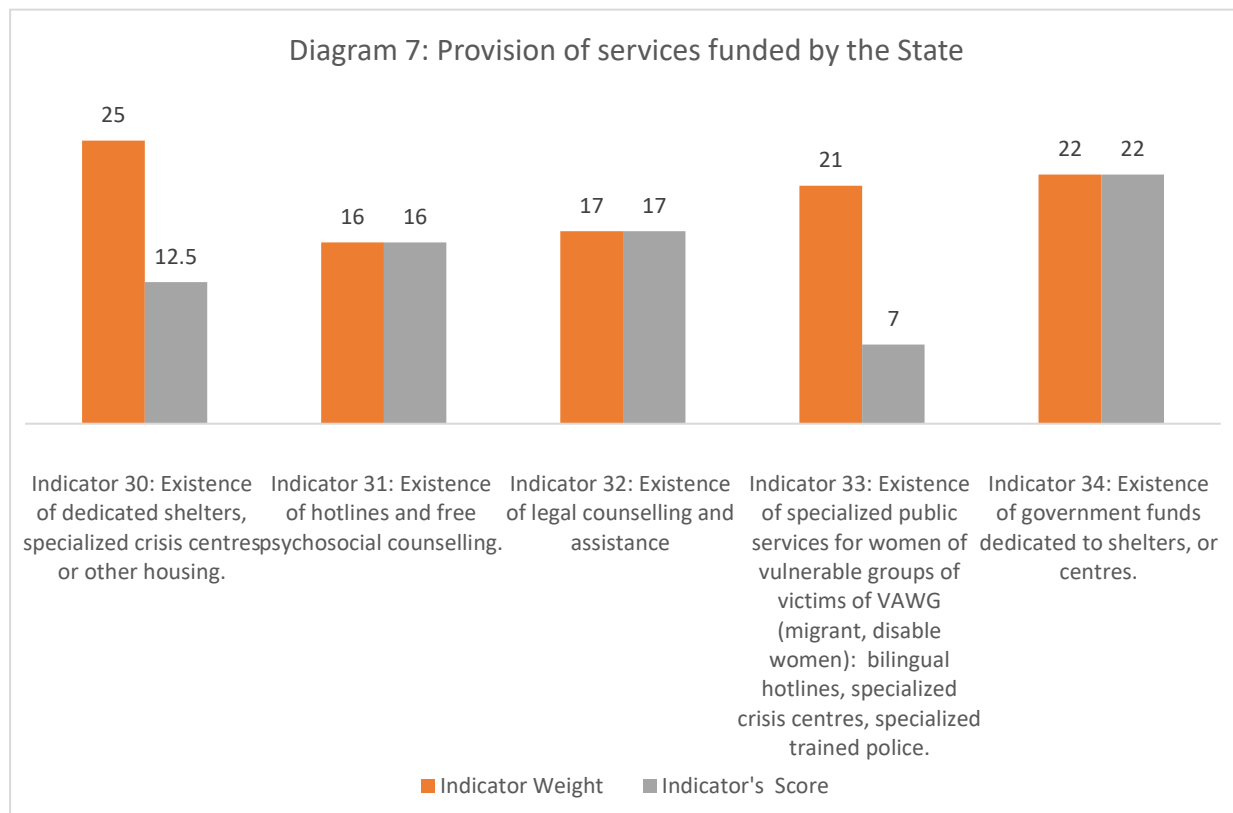
Recommendations

- Establish a special register for cases of VAWG, specifying the number of reports submitted in instances of violence and the number of cases which have been settled as soon as possible.
- Include a referral system within the comprehensive, preventive measures for women and girls, victims of harassment in educational institutions.
- Implement national programs to follow up on girls' mandatory education and facilitating access to education and educational curricula as soon as possible.
- Adopt public government programs that enable women's access to justice and facilitate litigation procedures.

Provision of Services Funded by the State

The provision of services funded by the State achieved 75% of the full score. The category addresses the victims, their physical and psychological care as well as the provision of shelters, legal aid, and hotlines. It includes 6 indicators and 26 sub-indicators.

The diagram below shows the weight and the score achieved for the indicators under this category.



Egypt achieved a full score of 22 points on indicator 34 which is on the existence of a special government funds allocated to shelters. Shelters are managed by the MoSS which is tasked with subsidising them through a specific budget.

Indicators 31 and 32 achieved high score. These indicators are related to the availability of legal counselling and assistance services, hotlines and free psychosocial counselling through the NCW and MSS.

Conversely, the scores are low for indicators 30 and 33. These indicators are related to the availability of dedicated shelters and crisis centres, which provide specialised public services to vulnerable women and victims of VAWG. The score is low because there are only 9 government shelters available in Egypt. This number does not cover all areas, as only 9 shelters are available while Egypt has 27 governorates.

Egypt has also recently worked on establishing the Unified Centre of Support Services for Women Victims of Violence, which includes all the services needed for women victims, such as medical examinations, legal support, shelter, and craft education.

In terms of reporting cases of VAWG, there are many means available for girls and women to file harassment complaints online to the cybercrime investigation unit, or by communicating online with the Women's Complaints Office via their websites, or by directly submitting a report to the Public Prosecutor's Office. Hotlines associated with the NCW are also available, and reports can be submitted to police departments, the Public Prosecutor's Office, and the NWC.

Gaps

- Lack of the number of shelters to cover all areas and governorates.
The complaints for VAWG take long time to be examined, compounded with the lack of measures to urgently protect women victims, such as issuing protection decisions, concealing the victim's identity.

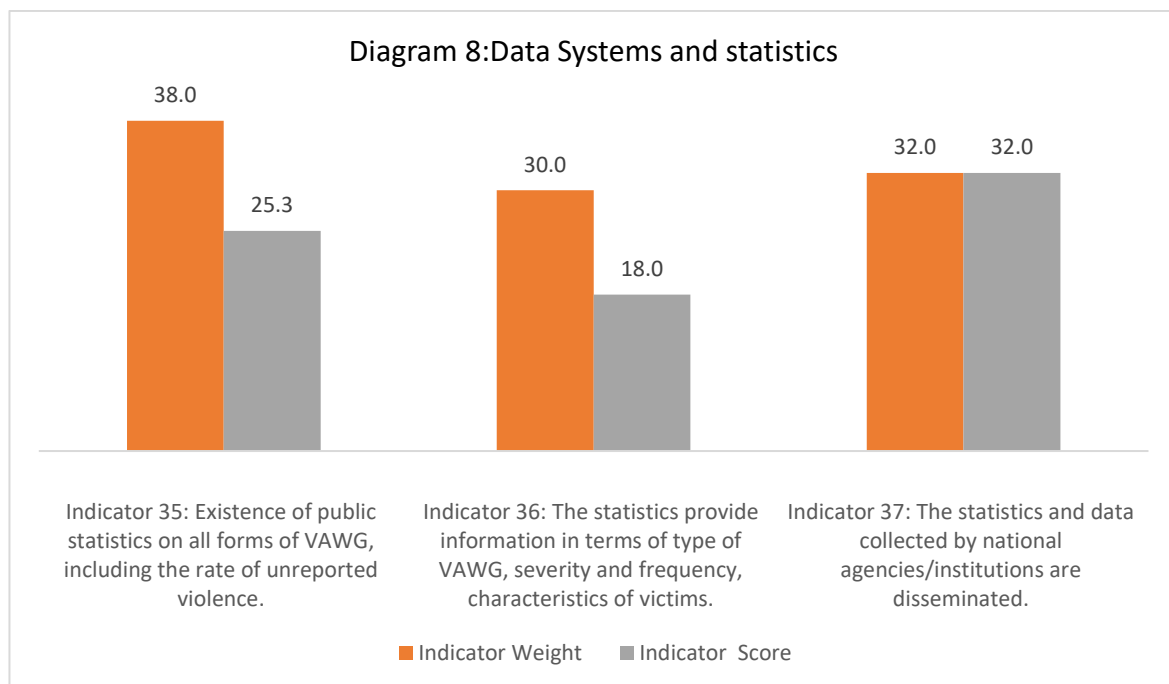
Recommendations

- Increase the number of official shelters to at least 27, with one in each governorate.
- Provide specific budgets to support, manage, and operate shelters for women victims of violence.
- Amend the law and/or regulations to allow protection decisions for women victims of VAWG and their children, identity concealment, crime reporters and witness protection.

Data System and Statistics

The category of data system and statistics achieved 75%. The category, is linked to the collection and dissemination of statistics on VAWG and their classification by type of violence and frequency, but also in relation to whether or not they have been the subject of complaints and whether or not these complaints have led to convictions and lawsuits. The category has 3 indicators and 14 sub-indicators.

The diagram below shows the weight and the score achieved for the indicators under this category.



Indicator 37 obtained a full score which is related to the dissemination of statistics and data collected by agencies/institutions. The percentages of indicator 36 and 35 decreased to less than one third. These indicators are related to the availability of statistics and data in terms of type, severity, frequency, and characteristics of VAWG and the availability of general statistics on all forms of VAWG, and enabling civil society to conduct research and collect statistics and figures on VAWG.

NCW has recently established the Egyptian Women's Observatory, which aims to provide general data and statistics. NCW conducts a periodic survey on the economic cost of violence against women in cooperation with the Central Agency for Public Mobilisation and Statistics.

Gaps

- Lack of official reports that specifically monitor the situation of VAWG and include the severity and frequency of violence.

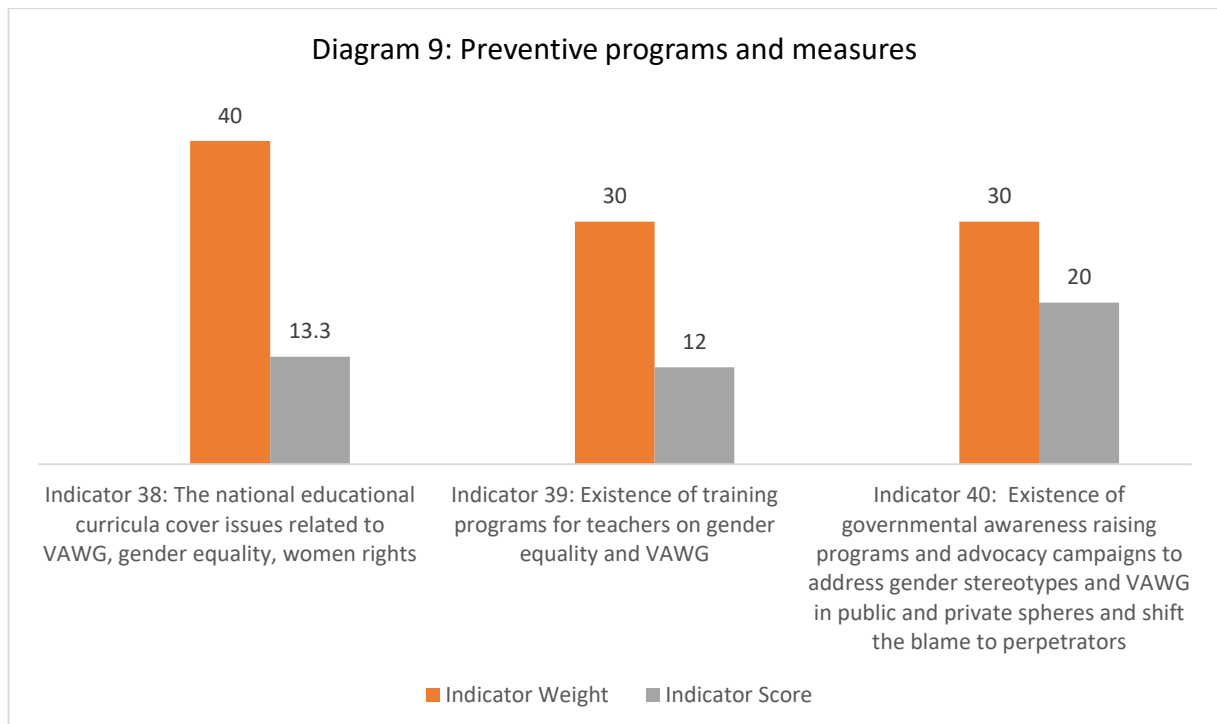
Recommendations

- Conduct research and surveys that monitor VAWG and cooperate with civil society organisations to accomplish this.
- **Incorporate the indicators of the Regional Index on VAWG into national survey.**

Preventative Programs and Measures

Egypt achieved 45% as percentage of achievement for the preventative programs and measures category. The category has 3 indicators and 11 sub-indicators. The category looks at preventive programs and measures, including whether specific training programs for teachers have been set up and whether curricula and handbooks for primary, secondary and university education have integrated issues related to VAWG. This category also looks at national awareness raising, and advocacy campaigns initiated by the governments to address VAWG.

The diagram below shows the weight and the score achieved for the indicators under this category.



Egypt scored percentages close to one third in each of indicators 38, 39 and 40, which concern the availability of government awareness-raising programs, advocacy campaigns, teacher-oriented training programs, and pushing national educational curricula towards addressing stereotypes and VAWG in the public and private spheres and putting the blame on perpetrators.

The Ministry of Education (MoE) provided teachers with handbooks on gender roles for both males and females to help facilitate the curricula of both primary and secondary school. The Egyptian government, through some of its ministries, bodies, and councils, carried out several awareness-raising activities aimed at dismantling gender stereotypes that increase the frequency of VAWG in public and private spheres.

MoYS has adopted the first national policy to combat sexual harassment and launched a mechanism to receive complaints in the Ministry's General Office and in its youth centres at the national level.

Gaps

- Teacher training programs are not institutionalised and do not cover all regions.
- Educational curricula do not integrate the fight against VAWG as an essential component of the curricula.

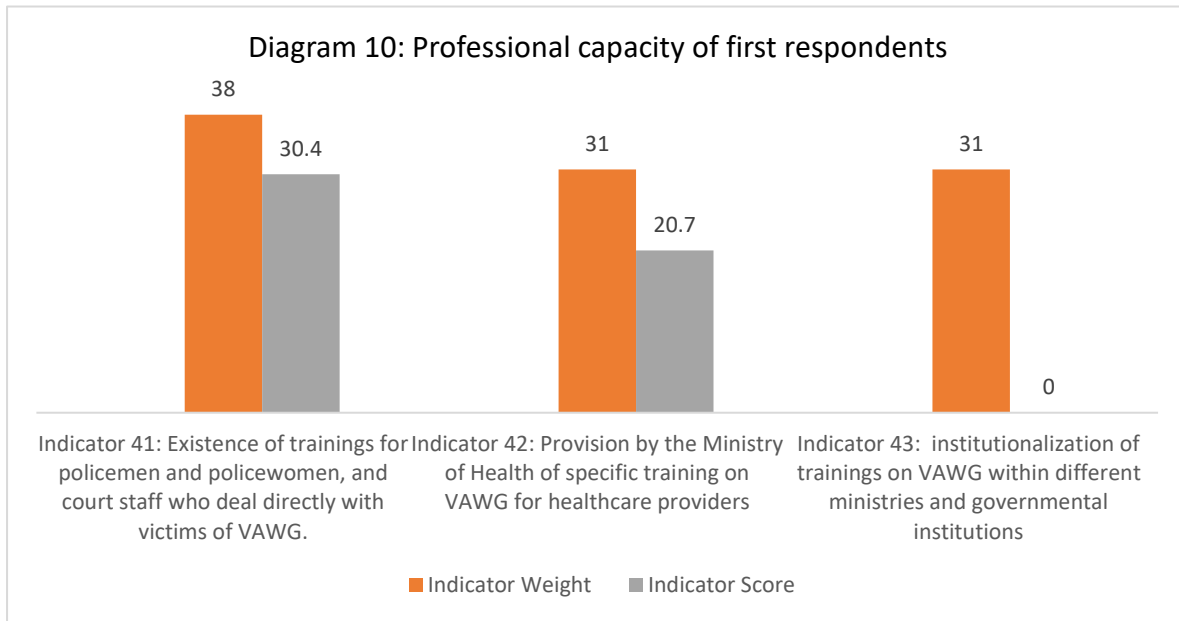
Recommendations

- Establish teacher training programs to help dismantle stereotypes about women's and men's roles and disseminating them across all regions.
- Integrate topics on VAWG into educational curricula.

Professional Capacities of First Respondents

The professional capacities of first respondent's category achieved a rate of 51%. The category has 3 indicators and 12 sub-indicators. It covers institutional trainings for policemen and policewomen and court staff who deal directly with victims of VAWG as well as the institutionalisation of these trainings.

The diagram below shows the weight and the score achieved for the indicators under this category.



Indicator 42 achieved a score of nearly two-thirds (20.7 points out of 31). MoHP trains nursing staff and doctors on VAWG, but indicator 41's percentage falls below one third with regard to the availability of institutional training programs for male and female police officers and court staff who deal directly with victims of VAWG.

The government also provided training to first respondents in the police, courts, and healthcare sectors. NCW in cooperation with the Public Prosecutor's Office, implemented a number of training programs to reinforce the prosecutors' capacity to respond effectively to violent crimes against women.

However, trainings are not institutionalised in various ministries and government institutions, which is why indicator 43 scored 0.

The Egyptian government has contributed to the development of various guidelines and handbooks such as: the Medical Protocol for the Management of Victims of Gender-Based Violence in Egypt, the Handbook for the Judiciary on Responses to Violence against Women, the Procedure Manual for Cases of Violence Against Women, the Handbook on Effective Police Responses to Violence against Women, and the Women Survivors of Violence Manual for the NCW Complaints Office Staff.

Gaps

- Absence of established units to provide training to first responders on dealing with cases of VAWG so that training is disseminated throughout police stations and courts.
- Absence of a standardised training program for first respondents.

Recommendations

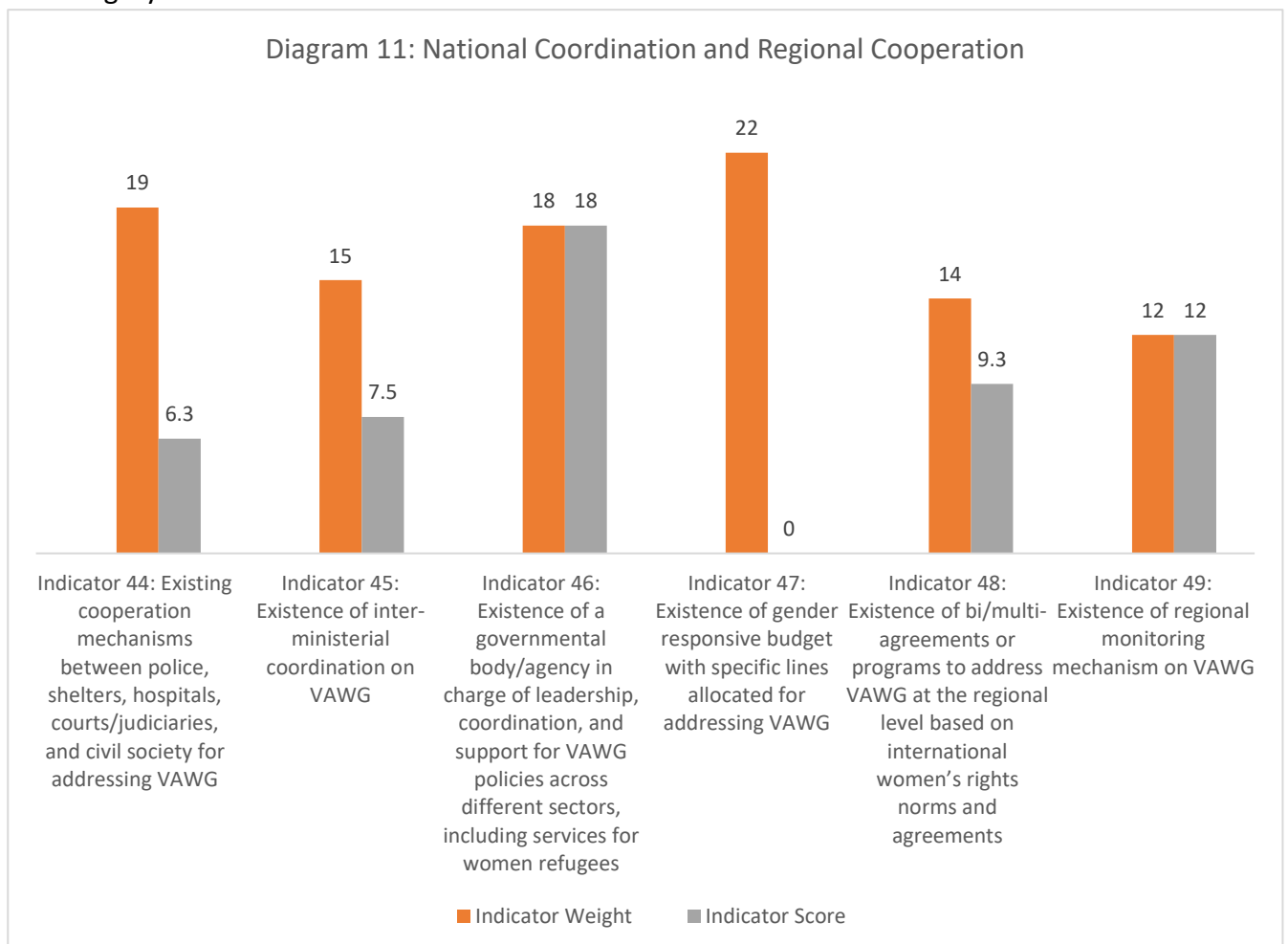
- Disseminate trainings for the first respondents dealing with VAWG to cover all police stations and courts in all governorates.
- Institutionalise the ongoing programs and curricula for the training of first respondents dealing with VAWG.

National Coordination and Regional Cooperation

The category of national coordination and regional cooperation achieved 53% as level of achievement.

The category includes 4 indicators for cooperation mechanisms between police, shelters, hospitals, courts/judiciaries, ministries and civil society on national level, and 2 indicators for regional or international cooperation mechanisms, which have respectively 10 and 6 sub-indicators.

The diagram below shows the weight and the score achieved for the indicators under this category.



Egypt achieved full score for indicator 49 which is on national coordination and regional cooperation. Egypt provides a regional mechanism to monitor VAWG and has achieved a high score on indicators (48, 45 and 44) regarding the availability of bilateral/multilateral conventions or programs to address VAWG at the regional level, and cooperation mechanisms between the police, shelters, hospitals, courts/tribunals, ministries, and civil society to address VAWG.

NCW has ensured coordination between the healthcare, police, and justice sectors to combat violence against women. The national referral mechanisms were also adopted as a model for multi-sectoral coordination between the legal, medical, and social sectors at a unified centre for women victims of violence

Regarding the healthcare sector, MoHP has a specialised unit for VAWG to coordinate the health sector's response to victims.

Gaps

- Lack of gender-responsive budgets.
- Absence of a national mechanism for joint cooperation between government actors and civil society to ensure the instant and immediate protection of women victims of VAWG.
- Limited cooperation in the region, including in the frame of Union for Mediterranean (UfM) Ministerial Declarations on Strengthening the Role of Women in Society.
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Recommendations

- Adopt gender-responsive budgets with a provision to combat VAWG on the State level.
- Establish cooperation mechanisms between the police, shelters, hospitals, courts, tribunals, and civil society to address violence against women.
- Enhance the regional cooperation in the frame of UfM Ministerial Declarations.