

Study on Gender and Socio-cultural Diversity - Case Study in EGYPT - March 2005 Department of Planning and Coordination Japan International Cooperation Agency JICA

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—Case Study in EGYPT—



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**March 2005**

**Department of Planning and Coordination  
Japan International Cooperation Agency  
JICA**

This report is based on the discussions and findings of the Taskforce on Gender mainstreaming organized by the Japan International Cooperation Agency (JICA). The views expressed in the report are those of the members of the Taskforce and do not necessarily reflect those of JICA.

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Department of Planning and Coordination  
Shinjuku Maynds Tower Bldg. 10F,  
2-1-1 Yoyogi, Shibuya-ku, TOKYO 151-8558  
Tel: 03-5352-5506  
Fax: 03-5352-5490  
E-mail: [pctge@jica.go.jp](mailto:pctge@jica.go.jp)

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## Preamble

JICA prepared a guideline for “Gender Mainstreaming/WID” in 2002 in which JICA’s basic policy for gender mainstreaming was fixed. Based on the policy, JICA has been fostering various activities related to gender equality. There are more than 150 countries where JICA’s projects are implemented, out of which, one third belongs to Islamic culture.

While JICA’s efforts for gender mainstreaming proceed, we receive enquiries on how to approach gender equality in Islamic countries. In addition, it has been pointed out by gender experts that, as the situation in a country is not always identical, the socio-cultural conditions in the target areas should be well analyzed and that such analysis should not be based only on the national statistics.

Based on the above grounds, JICA has decided to conduct a research on gender mainstreaming approaches which can be employed in the diverse socio-cultural context such as ethnic group and religion. For that purpose, Egypt was selected as a case, as Egypt belongs to the sphere of Islamic culture and, at the same time, has good diversity in socio-cultural context. The motive of this research is to learn how to best meet the different needs of men and women in the target areas while giving sufficient considerations to the diverse socio-cultural situations.

This study turned out to be a good case to show a framework of similar research, such as survey items, structure of the report, and points of view for integrating gender. Using these research results, it is expected that other countries conduct the same type of research and review the best way for gender mainstreaming which is tailored to the local contexts.

Finally, I would like to express my special appreciation to Ms. Osawa, a chairperson of JICA’s Advisory Committee for Gender and Development, and other Committee members, for their efforts to finalize this report. Also, I feel grateful for other persons who participated in the course of discussions for the research and give valuable information.

22 March, 2005

Masashi Mizukami

Director General

Planning and Coordination Department  
Japan International Cooperation Agency



# Study on Gender and Socio-cultural Diversity

— Case Study in EGYPT —

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## Abbreviation

ADEW	Association for the Development and Enhancement of Women
CAPMAS	Central Agency for Public Mobilization and Statistics
CEDAW	Convention on the Elimination of All Forms Discrimination against Women
CGC	Care for Girls Committee
CIDA	Canadian International Development Agency
COSOP	Country Strategic Opportunities Paper
CSW	Commission on the Status of Women
DAC	Development Assistance Committee
DAG	Donor Assistance Group
DAWN	Development Alternatives with Women for a New Era
DV	domestic violence
EDHS	Egyptian Demographic Health Survey
EFA	Education for All
EIDHS	Egyptian Interim Demographic Health Survey
FAO	Food and Agriculture Organization
FGM	female genital mutilation
FHH	female headed household
GDI	Gender Development Index
GDP	gross domestic product
GEM	Gender Empowerment Index
GFLS	General Federation of Labor Syndicates
GPPU	Gender Planning and Policy Unit
HDI	Human Development Index
HP	homepage
ID	identity card
IFAD	International Fund for Agricultural Development
IMF	International Monetary Fund
INP	Institute of National Planning
INSTRAW	United Nations International Research and Training Institute for the Advancement of Women
IUD	intrauterine contraceptive device

JICA	Japan International Cooperation Agency
M and E	monitoring and evaluation
MHH	male headed household
NCCM	National Council for Childhood and Motherhood
NCHR	National Council for Human Rights
NCW	National Council for Women
NGO	non-governmental organization
NSCE	North South Consultants Exchange
OECD	Organizations for Economic Co-operation and Development
OMCT	World Organization against Torture
PPP	purchasing power parity
PRA	participatory rural appraisal
SEAGA	Socio-economic and Gender Analysis
SFD	Social Fund for Development
SME	small- medium enterprise
TOT	training of trainers
UN	United Nations
UNCED	United Nations Conference on Environment and Development
UNDP	United Nations Development Program
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
UNIFEM	United Nations Development Fund for Women
USAID	United States Agency for International Development
WBDC	Women Business Development Centre
WHO	World Health Organization
WID	Women in Development

## List of Advisory Committee and Taskforce Members

This study was conducted through a mutual collaboration between the Office of Gender Equality and the Thematic Taskforce on “Gender and Development” which consists of JICA staff members of different departments, under the supervision of the Thematic Advisory Committee on “Gender and Development”.

### List of the Advisory Committee Members

(In Japanese syllabary order)

- Mr. Sumiaki IWAMOTO (Professor, Tokyo University)
- Ms. Mari OSAWA (Professor, Tokyo University: chairperson of the committee)
- Mr. Yasushi KATSUMA (Program Coordinator, UNICEF Tokyo Office)
- Ms. Yuki TAKAHASHI (Researcher, National Women’s Education Center)
- Ms. Natsuko HAGIWARA (Associate Professor, Musashi Institute of Technology)
- Ms. Junko FUJITA (Lecturer, Hakuoh University)
- Ms. Kiyoko FURUSAWA (Professor, Keisen University)
- Mr. Hideki YOSHINO (Associate Professor, Iwate Prefectural University)

### List of the Thematic Taskforce Members

- Ms. Yumiko TANAKA (Senior Adviser on “Gender and Development”)
- Mr. Kyoji MIZUTANI (Secretariat of Japan Overseas Cooperation Volunteers)
- Mr. Hiroyuki MORI (Middle East and Europe Regional Department)
- Mr. Tomoyuki UDA (General Affairs Department)
- Mr. Takemichi KOBAYASHI (General Affairs Department)
- Mr. Osamu TANAKA (Middle East and Europe Regional Department: Apr. - Sept. 2004)
- Mr. Kenichi TAGO (Middle East and Europe Regional Department: Oct. - Dec. 2004)
- Mr. Takashi HIBINO (Middle East and Europe Regional Department: Jan. 2005 –)
- Ms. Kumiko KASAHARA (Social Development Department)
- Ms. Ritsuko SAKAMOTO (Human Development Department)
- Ms. Sonoko IWAMOTO (Grant Aid Management Department)
- Ms. Emi SAWADE (Associate Expert, JICA Egypt Office)

List of the Secretariat Members for the Study

Ms. Atsuko SUZUKI (Group Director, Office of Gender Equality, Planning and Coordination Department)

Ms. Chie MIYAHARA (Office of Gender Equality, Planning and Coordination Department)

Ms. Kyoko TERAZONO (Associate Expert, Office of Gender Equality, Planning and Coordination Department: Apr. – Oct. 2004)

Ms. Kiyomi KAIDA (Associate Expert, Office of Gender Equality, Planning and Coordination Department)

Mr. Hirotaka NAKAMURA (Associate Expert, Office of Gender Equality, Planning and Coordination Department)

Ms. Michiko SUZUKI (Associate Expert, Office of Gender Equality, Planning and Coordination Department: Oct. 2004 –)

Ms. Masako KIMURA (Researcher, Office of Gender Equality, Planning and Coordination Department)





## Prologue

JICA has finalized its thematic guidelines on “Gender Mainstreaming/WID” in 2002 in order to promote a systematic endeavor toward mainstreaming gender. The term ‘gender mainstreaming’ is used to refer to incorporating a gender-perspective into any form of cooperation. The guidelines set out the basic policies for JICA in addressing major gender issues nowadays, and present basic approaches in nine areas of concern for gender equality; poverty, economy, health, environment, peace-building, good governance, human rights and information. Since a socio-cultural diversity exists not only among countries, but also within a country, the approaches required for gender mainstreaming should vary according to different location-specific contexts. Therefore, the approaches should be elaborated and applied to a target group, community or area with a thorough consideration of the socio-cultural diversity the target holds.

Those who are not familiar with Islamic culture tend to assume that gender mainstreaming would be difficult to introduce in Islamic regions. This is because they suppose that the *Koran* imposes on Muslims a set of norms and rules which endorse a strict gender division of roles and responsibilities and hence restrict their behavior and practice. On the other hand, those familiar with Islam support a different opinion that there is room for addressing gender issues even in Islamic societies. This is because the *Koran* ensures gender equality in principle even though its interpretation and practice seem to be not easily understandable for non-Muslims. It is necessary for us, donor agencies, to remove an ideological bias against Islam prior to tackling various development issues in the regions, by considering whether their causes are linked to the religion or to non-religious factors. In order for that, we should begin with analyzing the socio-cultural diversity of our target from multiple dimensions: not only religion but also other differentials such as history, region, class, education level.

Approximately one third of countries where JICA has been conducting development assistance is Islamic countries. Therefore, there is an immediate and growing demand for a study on an appropriate way of gender mainstreaming in Islamic society with a thorough consideration of socio-cultural diversity.

Egypt is selected for the field of our first study on this theme because the country holds a socio-cultural diversity, which seems clearer than other countries, such as differences between Islam, Christian and other religions, the rich and the poor, the urban area and the rural area, the farmers and the nomads.





# Introduction

## 1. Objectives and method of the study

### (1) Objectives

This study aims to provide an action-oriented approach for gender mainstreaming in different areas of development assistance in Egypt. This is also to indicate a series of actions required for planning and implementing gender-related projects within a specific area.

The overall objectives of the study are:

- 1) to reveal the social and cultural diversity in Egypt as related to gender;
- 2) to review how the Government of Egypt, UN agencies, bilateral donor agencies and NGOs conduct their projects with a gender perspective in the diverse socio-cultural backgrounds; and
- 3) to show the probabilities how a gender perspective can be integrated into the cycle of JICA projects with consideration on the socio-cultural diversity revealed from this study.

### (2) Organization of the study

This study consists of two chapters. In Chapter One, an overview of gender issues in Egypt will be illustrated mainly based on the field study conducted by North South Consultants Exchange (NSCE), an Egyptian consultant agency, and the field study done by the JICA study mission.

The field survey which this taskforce requested NSCE includes; 1) A literature review to overview a holistic gender profile in Egypt on legislative issues, politics, economics, health and education; 2) A structured interview

to understand perceptions on social norms, marriage, family, work, political participation, education and health; and 3) A gender-disaggregated focus group discussion to understand perceptions on the above-mentioned areas.

Chapter Two will explore the way in which development agencies implement gender-related development projects in the areas of gender equality, economics, agriculture/rural development, education, health and violence against women. Finally, recommendations on gender mainstreaming in the above-mentioned areas designing and implementing projects will be introduced.

### (3) Methodology of field survey

#### 1) Selected areas for field survey

The field survey was conducted in five different areas; Cairo, Alexandria, Gharbyia, Qena and El Arish city in North Sinai.

These target areas may be indicated in this report.

- 'Urban Governorates' mean Cairo Governorate and Alexandria Governorate.
- Manshiet Nasser is located in urban area of Cairo Governorate, a large urban informal settlement with mainly poor and lower income residents.
- Maadi and Zamalek are located in Cairo Governorate, wealthy neighborhoods with upper middle and upper class family residents. Selected five areas for field survey (Urban Governorates/Cairo, Alexandria, Lower Egypt/Gharbyia, Upper Egypt/Qena, El Arish city in North Sinai)

Table 0-1 Regional Differences in Egypt (Categories of CAPMAS)

Regional Differences	Urban Governorates	Lower Egypt	Upper Egypt	Frontiers <sup>1</sup>
Governorates	<b>Cairo</b> <b>Alexandria</b> Port Said Suez	Damietta Dakahlia Sharkia Kalyoubia Kafr El-Sheikh <b>Gharbyia</b> Menoufia Behera Ismailia	Giza Beni Suef Fayourm Menia Assiut Suhag <b>Qena</b> Luxor city Aswan	New Valley Matrouh <b>North Sinai</b> South Sinai Red Sea
Sub-total	4	9	8 + 1 city	5
Total	26 governorates 1 city			

Figure 0-1 Selected Five Areas for Field Survey  
(Urban Governorates/Cairo, Alexandria, Lower Egypt/Gharbyia, Upper Egypt/Qena, El Arish city in North Sinai)



<sup>1</sup> Frontiers include Sinai Peninsula, New Valley (frontiers between Sudan at the southern Egypt), Matorough (frontiers between Libia at the western Egypt) and Red Sea area.

This report quoted a survey report “the Study on Gender and Socio-Cultural Diversity in Egypt (NSCE: North South Consultants Exchange, 2004)” which was carried out by an Egyptian Consultant Agency. Although some unclear data and description were found from the consultant’s report, this report followed the result of field survey done by NSCE. For example, there are data which indicated ratio but the actual number, subjective description such as ‘many’, ‘most of’ but not mentioned the ratio or the number. This report tried to utilize the data of the field survey and followed the description of the report.

## 2) Sampling

The structured survey was implemented

with 400 participants. The focus group discussion was conducted with seven participants in each 16 focus group. The participants for both surveys consist of female (50%) and male (50%). For age differences, 25% of participants are between 18 years old and 25 years of females, 25% are over 25 years old females, 25% are between 18 years old and 30 years old males, and the other 25% are over 30 years old males.

## (4) Outline of Mission to Egypt by the taskforce members

It was necessary to carry out a field survey from Development practitioners’ perspectives to understand how other donor agencies and Government of Egypt implement gender

Table 0-2 Distribution of Structured Survey

Breakdown of Total Sample		Number of Sample	Ratio of Sample (%)
Governorate	Greater Cairo	100	25.0
	Alexandria	50	12.5
	Menoufia	100	25.0
	Qena	100	25.0
	El Arish	50	12.5
	<b>Total</b>	<b>400</b>	<b>100.0</b>
Category	Urban Centers <sup>2</sup>	150	37.5
	Provincial Urban <sup>3</sup>	110	27.5
	Rural <sup>4</sup>	140	35.0
	<b>Total</b>	<b>400</b>	<b>100.0</b>
Sex	Female	200	50.0
	Male	200	50.0
	<b>Total</b>	<b>400</b>	<b>100.0</b>
Age	Younger adult <sup>5</sup>	200	50.0
	Older adult <sup>6</sup>	200	50.0
	<b>Total</b>	<b>400</b>	<b>100.0</b>
Religion	Muslim	ca. 360	ca. 90.0
	Christian <sup>7</sup>	ca. 40	ca. 10.0
	<b>Total</b>	<b>400</b>	<b>100.0</b>

<sup>2</sup> Cairo and Alexandria are in this category.

<sup>3</sup> All participants in El Arish city, 30% of Qena and Gharbiya

<sup>4</sup> 70% of Qena and Gharbiya

<sup>5</sup> ‘Younger adult’ indicates males between 18 and 30 years old, females between 18 and 25 years old, mainly single.

<sup>6</sup> ‘Older adult’ indicates males between 31 and 50 years old, females between 26 and 50 years old, mainly married.

<sup>7</sup> 30% of participants in Qena (7.5% of all participants) are selected from Christians. In other areas, participants are selected at random. The percentages of Christians would reach about 10% as same as the actual ration of Christians in Egypt.

Table 0-3 Distribution of Focus Group Discussion

Governorate	No	Participants		
Cairo	6	female married > 30 poor/ lower income Muslims + Christians	female unmarried 18–25 poor/ lower income Muslims + Christians	female 18–50 years upper middle/ upper class Muslims + Christians
		male married > 30 poor/ lower income Muslims + Christians	male unmarried 18–30 poor/ lower income Muslims + Christians	male 18–50 years upper middle/ upper class Muslims + Christians
Alexandria	2	female 18–30 years married or unmarried lower middle/ middle class old core urban areas Muslims + Christians		male 18–30 years married or unmarried lower middle/ middle class old core urban areas Muslims + Christians
Qena	3	female larger village Muslims 18–50 years	female larger village Christians 18–50 years	male larger village Muslims + Christians 18–50 years
Gharbyia	2	female small provincial town lower, lower middle and middle class 18–50 years		male small provincial town lower, lower middle and middle class 18–50 years
El Arish city	2	female lower, lower middle and middle class 18–50 years		male lower, lower middle and middle class 18–50 years

mainstreaming in their development strategies and project execution. This would help to utilize the result of field survey and to apply an appropriate development approach.

In addition, interviews to Egyptian public opinion leaders in Islam and gender issues were needed in order to clarify and support the

current Egyptian perceptions on gender which were explored by the NSCE's field survey.

The mission consisting of two committee members and a JICA staff member was dispatched from 1 February 2005 to 10 February 2005 to Egypt to conduct the research for the purpose mentioned above.

# Chapter 1 Gender Profile in Egypt

## 1-1 Country Profile

### 1-1-1 Demographic Indicators

According to UNFPA “State of World Population” (2004), the total population of Egypt is enumerated to be 73.4 millions, the second largest in African continent and the

largest amongst the Middle-Eastern countries.

In Egypt, 42.0% of the total population live in urban area, and this figure is relatively low as compared with other countries in a region. The total population of Egypt has increased 195 millions people in the past 10 years, though the urban population rate has been stable in the same period.

Table 1-1 Population :  
Comparison with other African Countries by Population Size (millions)

Country	Nigeria	<b>Egypt</b>	Ethiopia	Congo	South Africa
Total Population	127.1	<b>73.4</b>	72.4	54.4	45.2

Source: UNFPA (2004) “State of World Population”

Table 1-2 Population :  
Comparison with Middle East and North Africa (MENA) Countries with a Larger Population (millions)

Country	<b>Egypt</b>	Algeria	Morocco	Iraq	Saudi Arabia
Total Population	<b>73.4</b>	32.3	31.1	25.9	24.9

Source: UNFPA (2004) “State of World Population”

Table 1-3 Urban Population Rate: Comparison with Other MENA Countries (%)

Country	<b>Egypt</b>	Jordan	Saudi Arabia	Morocco	Syria	Sudan
Urban Population Rate	<b>42.0</b>	79.0	88.0	58.0	50.0	39.0

Source: UNFPA (2004) “State of World Population”

Table 1-4 Demographic Trend of Egypt (millions)

Year	1992	1997	2002
Total Population	54.9	64.7	73.4

Source: UNFPA (2004) “State of World Population”

Table 1-5 Trend in Urban Population (Egypt) (%)

Year	1992	1997	2002
Urban Population Rate	44.0	45.0	42.0

Source: UNFPA (2004) “State of World Population”

According to the data collected by CAPMAS in June 2004, the total population of Egypt is enumerated to be 76,117,421 and the proportion of urban population is 45.0% compared to 55.0% for that of rural population. Looking at the proportion of population by age structure, it is comprised of 33.4% for the age of under 14 (Sex ratio of this age group: 1.05 male(s)/female), 62.2% for 15 – 64 years (1.02 male(s)/female) and 4.3% for 65 years and over (0.77 male(s)/female). As for the ethnic

structure, Eastern Hamitic stock (Egyptian, Bedouins, and Berbers) accounts for 99.0% of the total population, and the rest is comprised of Greek, Nubian, Armenian and other European (primarily Italian and French). Regarding the religions, Muslim, mostly Sunni, is estimated at 94.0% of the total population, compared to 6.0% for other religions, primarily Coptic Christian. The proportion of Christian to Muslim ranges from 5.0% to 10.0%, referring to other surveys.

Table 1-6 The Proportion of Population by Sex and Age

Sex-disaggregated Population by Age Group	Number of Population
Total Population	76,117,421
Female	F 37,717,855
Male	M 38,399,566
Under 14 years old (33.4 % of Total Population)	(Female/Male : 1:1.05)
Female	F 12,418,254
Male	M 13,038,369
From 15 years to 64 years (62.2 % of Total Population)	(Female/Male : 1:1.02)
Female	F 23,419,418
Male	M 23,953,949
Over 65 years (4.3 % of Total Population)	(Female/Male : 1:0.75)
Female	F 1,880,183
Male	M 1,407,248

Source: CAPMAS survey 2000

### 1-1-2 Recent History of Egypt and Trend of Women’s Movement

The table shows the historical movement

on women’s advancement both within Egypt, and the international community in association with the gender-related trend.

## Historical Movement on Women's Advancement both within Egypt, and the International Community in association with the Gender-related Trend

Era	Within Egypt	Women's advancement in Egypt	Gender-related movement in the international community
British rule 1882–1952	<ul style="list-style-type: none"> <li>• 1882 Arabization was halted.</li> <li>• 1883 Civil Code was issued. (Schools, hospitals and private voluntary organizations were established with their autonomy.)</li> <li>• 1914 Egypt was declared by the British as a protectorate, and the Ottoman empire was ended.</li> <li>• 1914–1918 The nationalist movement was initiated by Sa'ad Zaghloul during the W.W.I.</li> </ul>	<ul style="list-style-type: none"> <li>• 1872 Rifa'a El Tahtawi called for education for women.</li> <li>• 1873 The first school for girls was established.</li> <li>• 1892 Hind Nofal published the first women's magazine entitled "Al Fatah in Egypt".</li> <li>• 1899 Qassem Amin published his book entitled "Tahrir Al Mar'a (The Liberation of Women)".</li> <li>• 1914 Hoda Sharawi and others established a NGO for the Literacy Enrichment of Egyptian women.</li> <li>• 1919 Hoda Sharawi led Egyptian women in the revolution against the British Occupation.</li> <li>• 1919 The first women's statement to participate in the revolution was declared.</li> <li>• 1921 The first public secondary school for girls was found.</li> </ul>	
King Farouk Constitutional monarchy Continuation of the British colonization 1922–1952	<ul style="list-style-type: none"> <li>• 1922 Egypt became an independent state from the British (The British still controlled over the legal systems, communications, defense, and the Suez Canal.)</li> </ul>	<ul style="list-style-type: none"> <li>• 1923 Hoda Sharawi and Ceza Nabarawi lift their veils as a symbol of women's emancipation. Hoda Sharawi together with other women established the Egyptian Feminist Union demanding rights as equal citizens' rights to education, political rights and the reform of the Personal Status Code.</li> <li>• 1923 The Constitution granted equality in access to free primary education between girls and boys.</li> <li>• 1924 Women's unions, such as Egyptian Women's Federation were formed.</li> <li>• 1925 A first group of female students was dispatched overseas.</li> </ul>	



	<ul style="list-style-type: none"> <li>• 1928 The Muslim Brotherhoods and Youth Muslim Associations were formed.</li> <li>• 1939–1945 The W.W.II</li> <li>• 1945 The Law No. 45 was issued to identify private voluntary organizations as the only form of non-governmental private associations legally.</li> <li>• 1946 The Civil Code was issued.</li> <li>• 1948–1949 The Arab-Israeli War</li> <li>• 1952 Egyptian Free Officers Revolution</li> <li>• 1952 The monarchy and the British rule were ended.</li> </ul>	<ul style="list-style-type: none"> <li>• 1928 The first group of female students enrolled at Cairo University.</li> <li>• 1938 Egypt hosted the first Arab Feminist Conference.</li> <li>• 1944 The first Arab Feminist Federation was established at Cairo.</li> <li>• 1948 The first women's party was formed.</li> <li>• 1951 The demonstration calling for equal political participation for women took place.</li> </ul>	<ul style="list-style-type: none"> <li>• 1946 CSW (Commission on the Status of Women) was formed.</li> </ul>
<p>Nagub Arab Republic of Egypt as an independent state 1952–1954</p>	<ul style="list-style-type: none"> <li>• 1952 General Naguib became the Prime Minister.</li> <li>• 1953 The Constitution was issued.</li> <li>• 1953–1956 Multi-party systems and political parties were dissolved. (Labor unions were abolished. The monarchy was revoked. Republic of Egypt was declared.)</li> </ul>	<ul style="list-style-type: none"> <li>• 1953–1956 Women's associations, such as Egyptian Women's Federation were prohibited.</li> </ul>	
<p>Nasser Arab socialism Nationalization Egyptianization One Party Politics 1954–1970</p>	<ul style="list-style-type: none"> <li>• 1954 Nasser became the President.</li> <li>• 1956 Association Law No. 384 was issued.</li> <li>• 1956 Israeli invasion of Sinai War</li> <li>• 1958 Emergency Code No. 162 was proclaimed.</li> <li>• Until the late 1950s Autonomous labor unions were re-constructed into the General Federation of Labor Syndicate (GFLS).</li> <li>• 1960 The Socialist Charter was declared.</li> <li>• 1960s The movement of nationalization took place.</li> </ul>	<ul style="list-style-type: none"> <li>• 1956 The Constitution granted women to the rights to vote and run for election. Egypt became the first Arab country to grant women to equal political rights.</li> <li>• 1957 Women were allowed to participate in the parliament. The first female Member of Parliament (Maglis Al Umma) participated in it.</li> <li>• 1962 The first female minister was appointed (at the Ministry of Social Affairs).</li> </ul>	<ul style="list-style-type: none"> <li>• 1961 The importance of WID was addressed in Article 113 in the Foreign Assistance Act of the United States of America.</li> </ul>

<p>Sadat</p> <p>Open door policy on marketization of economy</p> <p>Promotion of capitalism</p> <p>1970–1981</p>	<ul style="list-style-type: none"> <li>• 1964 NGOs Law No. 32 entitled "the Private Society and Organizations" was issued.</li> <li>• 1967 Six Days War</li> <li>• 1970 Nasser passed away.</li> <li>• 1970 Sadat became the President.</li> <li>• 1973 October War</li> <li>• 1975– Open door policy and economic marketization started.</li> <li>• 1976 Partly, multi-party systems were allowed.</li> <li>• 1977 Nation-wide food riots took place, due to IMF's insisting on the removal of the basic food's subsidies.</li> <li>• 1977–1978 US-sponsored Camp David Agreement was made, and Emergency Code was halted.</li> <li>• 1981 Sadat was assassinated.</li> <li>• 1981 Mubarak became the President, due to the assassination of Sadat.</li> <li>• 1981 Emergency Code was re-proclaimed.</li> </ul>	<ul style="list-style-type: none"> <li>• 1971 The present Constitution was approved by the People's Assembly. The Constitution stipulated the principles of equality and equal opportunity between women and men, and ensured the protection of women and children.</li> <li>• 1978 National Commission for Women was established, and restructured in 1994.</li> <li>• 1979 Law 21/1979 passed assigning a 30-seat quota for women in the parliament. Law 43/1979 passed assigning 10-20 percent of seats in local popular councils, districts and villages for women.</li> <li>• 1979/80 Personal Status Code was amended and women granted to more rights.</li> <li>• 1980 Shura Council was formed, and 7 women out of the total 210 members were selected.</li> <li>• 1981 Egypt ratified CEDAW.</li> <li>• 1985 The High Constitutional Court ruled on the unconstitutionality of the reformed Personal Status Code.</li> </ul>	<ul style="list-style-type: none"> <li>• 1970s Women-related NGOs, such as International Women's Tribune Center, were established.</li> <li>• 1974 The World Population Conference at Bucharest</li> <li>• 1974 WID office in the USAID was formed.</li> <li>• 1975 International Women's Year, The First World Women's Conference in Mexico City: Equality, Development and Peace.</li> <li>• 1975 INSTRAW (United Nations International Research and Training Institute for the Advancement of Women) was established.</li> <li>• 1975 The Dutch government promoted WID in the Dutch ODA policies.</li> <li>• 1976 United Nations Decade for Women (1976–1985)</li> <li>• 1976 UNIFEM (United Nations Development Fund for Women) was found.</li> <li>• 1977 WID Coordination Section was formed, and WID officers were assigned at Policy Planning Department of the Dutch Development Cooperation Bureau.</li> <li>• 1979 CEDAW (Convention on the Elimination of All Forms Discrimination against Women) was adopted.</li> <li>• 1980 The Second World Women's Conference in Copenhagen</li> </ul>
<p>Mubarak</p> <p>1981–present</p>		<ul style="list-style-type: none"> <li>• 1982 USAID announced the Policy Paper on WID.</li> <li>• 1983 WID guideline was adopted at OECD/DAC.</li> <li>• 1984 WID Experts' Meeting was formed at OECD/DAC.</li> <li>• 1984 DAWN (Development Alternatives with Women for a New Era) was established.</li> <li>• 1985 The Third World Women's Conference. 'Nairobi Future Strategy for Women's Advancement' was adopted.</li> </ul>	

	<ul style="list-style-type: none"> <li>• 1986 Economic reform program started.</li> <li>• 1991.5. The stand-by agreement was made with IMF, and the structural adjustment loan by the WB started.</li> <li>• 1991 Social Fund for Development (SFD) was found by WB, UNDP, Arab funding agencies, European countries and Canada.</li> <li>• 1992 Military Code No. 4 was issued.</li> <li>• 1996.1. Economic reform program was agreed with IMF.</li> </ul>	<ul style="list-style-type: none"> <li>• 1986 Law 43/1979 was replaced by Law 188/1986 (The quota system was halted.)</li> <li>• 1988 Law 43/1979 concerning women's quota in local councils was replaced by Law 145/1988, and National Council for Childhood and Motherhood was formed.</li> <li>• 1993 Ministry of Education embarked on nationwide program to establish one-classroom schools for girls at the ages of 8-15 in remote and under served areas.</li> <li>• 1994 The United Nations International Conference on Population and Development was held in Cairo with active participation on the part of the Egyptian Government and NGOs. The First National Conference on Women in Egypt was held in Cairo, focusing on the challenges of the twenty-first century.</li> <li>• 1996 Children's Law was issued to grant women to their custody (This Children's Law also stipulated special attention to women working in the private sector.) Ministry of Health and Population prohibited the practice of female genital mutilation in all publicly and privately run clinics by Decree 261. The Second</li> </ul>	<ul style="list-style-type: none"> <li>• 1989 Revised WID guideline was adopted, and Japan was selected as the board member of WID Experts' Meeting.</li> <li>• 1990 Advice and Conclusion with the first review and evaluation on 'Nairobi Future Strategy for Women's Advancement' were adopted at the expanded meeting on CSW (Commission on the Status of Women) in New York.</li> <li>• 1990 World Conference on Education for All in Thailand: Girls' education was emphasized.</li> <li>• 1990 World Summit for Children in New York</li> <li>• 1992 UNCED (United Nations Conference on Environment and Development) in Rio de Janeiro. 'Rio Statement on Environment and Development' and 'Agenda 21 (The importance of women's roles and participation)</li> <li>• 1992 International Nutrition Conference in Rome</li> <li>• 1993 World Human Rights Conference in Vienna. 'Vienna Statement and Plan of Action (Women's rights are human rights)', 'United Nations Decade for Human Rights' Education' (1995-2004).</li> <li>• 1994 The Second Asia and Pacific Ministers' Conference on 'Development and Women' in Jakarta. 'Jakarta Statement and Plan of Action' were adopted.</li> <li>• 1994 World Population and Development Conference in Cairo. Reproductive health and rights were emphasized.</li> <li>• 1995 The Fourth Summit for Social Development in Copenhagen</li> <li>• 1995 The Fourth World Women's Conference in Beijing. 'Beijing Statement and Plan of Action' were adopted.</li> <li>• 1996 OECD/DAC New Development Strategy 'Contribution through International Cooperation: toward 21 Century (Expansion of social development and participation including gender equality)'</li> </ul>
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	<ul style="list-style-type: none"> <li>• 1997 The Fourth Five-Year Plan Socio-Economic Development Plan (1997–2002) started.</li> <li>• 1997.3. The long-term Socio-Economic Development Plan entitled “Egypt and 21 Century (1997–2017)” was made.</li> <li>• 1999 NGOs Law 84 was issued, and halted.</li> <li>• 1999.9. The referendum for the fourth term Mubarak regime was implemented (1 term for 6 years).</li> <li>• 2000 The National Conference for Social Development was held at Cairo.</li> </ul>	<p>National Conference for Egyptian Women was held in Cairo, and focused on a means of advancing women and enabling them to contribute to development.</p> <ul style="list-style-type: none"> <li>• 1997 The Five-Year National Development Plan for Egypt (1997–2002) dedicated a special chapter for women for the first time since it was first initiated in the 1960s.</li> <li>• 1997.3. Women’s advancement was addressed as one of the targets in the long-term Socio-Economic Development Plan entitled “Egypt and 21 Century (1997–2017)”.</li> <li>• 1997 The first woman vice chairperson was appointed at the parliament.</li> <li>• 1998 The Third National Conference for Egyptian Women was held in Cairo, and focused on rural women.</li> <li>• 2000 The new law on expediting court procedures in Personal Status Cases were passed to alleviate hardships on women suffering from lengthy legal procedures and grant them additional rights.</li> <li>• 2000 National Council for Women (NCW) was formed by the presidential decree.</li> </ul>	<ul style="list-style-type: none"> <li>• 1997 The first joint seminar of Gender Committee of the United Nations and DAC working group on ‘Gender Mainstreaming’ in Rome.</li> <li>• 1998 OECD/DAC ‘Guideline on Gender Equality and Women’s Empowerment for International Cooperation’ was adopted.</li> <li>• 1998 The second joint seminar of Gender Committee of the United Nations and DAC Gender Working Group on ‘Rights-based approach toward Gender Equality’ in Rome.</li> <li>• 1999 The third joint seminar of Gender Committee of the United Nations and DAC Gender Working Group on ‘Women’s Empowerment of Human Security’ in Bangkok</li> <li>• 1999.2. International Population Conference + 5 in Hague.</li> <li>• 1999.6. Special General Assembly of the United Nations Population Development in New York. Review of the implemented Plan of Action was adopted in the Cairo Conference.</li> <li>• 2000.4. The declaration on EFA (Education for All) in Dakar</li> <li>• 2000.6. World Summit for Social Development + 5 in Geneva</li> <li>• 2000.6. Special General Assembly of the United Nations ‘Women’s Conference Year 2000 (Beijing + 5 Conference)’ in New York</li> <li>• 2000.9. The Millennium Goals of the United Nations were adopted. (The goal of ‘Gender Equality and Women’s Empowerment’ was listed as the third out of the eight ones.)</li> <li>• 2000.10. United Nations Security Council Resolution 1325 on Women, Peace and Security was adopted.</li> <li>• 2000.10. The fourth joint seminar of Gender Committee of the United Nations and DAC Gender Working Group on ‘Participatory Governance and Gender Equality’ in Vienna</li> </ul>
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	<ul style="list-style-type: none"> <li>• 2001.11. The cabinet reform was conducted (Ministry of Economy was abolished. Central Bank became independent. Ministry of Foreign Trade was found. Ministry of International Cooperation was integrated into Ministry of Foreign Affairs. Fayza Abul-Naga became the Minister of State for Foreign Affairs. This post was vacant for ten years.)</li> <li>• 2002 The Fifth-Five Year Plan for Socio-Economic Development Plan (2002-2007) has been implemented.</li> <li>• 2002.2. Consultative Group meeting for Egypt was conducted. 37 donor countries and agencies participated at Sharm El Sheik.</li> <li>• 2002 NGOs Law No. 84 was issued.</li> <li>• 2003 Emergency Code was extended.</li> <li>• 2003 National Council for Human Rights was found.</li> </ul>	<ul style="list-style-type: none"> <li>• 2002 The Fifth-Five Year Plan for Socio-Economic Development Plan (2002-2007) addressed 13 gender-related issues.</li> <li>• 2003 National Council for Women (NCW) hosted the Fourth National Conference for Egyptian Women to integrate gender aspects into the national strategic plan to reach the Millennium Development Goals.</li> </ul>	<ul style="list-style-type: none"> <li>• 2004 World Population Development Conference + 10 in New York</li> <li>• 2005.3. The Fifth World Women's Conference (Beijing + 10) in New York</li> </ul>
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## 1-2 Gender Profile in Egypt

### 1-2-1 Efforts by Government of Egypt toward Gender Equality

#### (1) National Machinery

In Egypt, National Council for Women (NCW) has taken an initiative in women's promotion. NCW works as the national machinery, and was established in 2000 under the presidential decree No. 90/2000. The chairperson is the First Lady of the President Mubarak. In addition to NCW, the Egyptian government established two more organizations, such as National Council for Childhood and Motherhood (NCCM), and National Council for Human Rights (NCHR). These agencies have also been working for women's promotion.

NCW is located directly under the President Mubarak. It plays a role of advising and reporting him. Moreover, NCW implements 1) monitoring and evaluation for policy-making on the gender equity, women's socio-economic empowerment and the gender mainstreaming, 2) training, and 3) pilot projects. NCW has set up the eleven committees in the fields of 1) Education, Training and Scientific Research, 2) Health and Population, 3) Non-Governmental Organizations, 4) Culture, 5) Economics, 6) Political Participation, 7) External Relations, 8) Governorates, 9) Legislature, 10) Media, and 11) Environment. Furthermore, NCW has opened the Ombudsman Office since 2002, and it has been dealing with complaints based on the gender discrimination, such as the discrimination in work place, the personal code, domestic violence and inheritance. This office organizes the hot lines with a support of lawyers working voluntarily, and arranges voluntary

lawyers for poor women. The Ombudsman Office has received 7,000 complaints for two years and has managed to solve around 40% of all complaints.<sup>8</sup>

Monitoring for public policies is one of the important tasks for NCW. Either Equality Opportunity Unit or Gender Planning Unit has been set up within the line ministries. Its Unit conducts follow-up activities of the gender budget and gender mainstreaming, and monitoring of steady enforcement on laws. The line ministries have also been conducting the gender mainstreaming in the annual plan based on the gender strategies, and they report the outcomes to NCW annually. NCW, moreover, addresses the will to monitor the implementation of the National Five-Year Plan (2002 – 2007), and to analyze the impact on women's welfare in development activities. In March 2003, NCW discussed the integration of the gender strategy into the national strategic plan to contribute to the Millennium Development Goals in the fourth national conference with more than 2,700 participants.

The mission to Egypt interviewed at UNIFEM and found that there is an effort to introduce 'gender budget' and 'gender audit' as a tool of gender mainstreaming. Regarding gender budget, a training manual in Arabic was developed and training will be conducted in future.

#### (2) National Policy on Gender Issues

Mainly thirteen targets are identified on gender issues in Egypt, according to "the Fifth Five-Year Plan Socio-Economic Development (2002 – 2007)".

- Developing and raising the percentage of women participation in different economic

<sup>8</sup> Source: "Member States Responses to the Questionnaire on Implementation of the Beijing Platform for Action and the outcome of the Twenty-Third Special Session of the General Assembly" NCW 2005 (Each state is required to respond to the questionnaire on the progress of gender equality in the past 10 years).

- fields.
- Providing training and rehabilitation programs for women and developing their capabilities in order to cope with the requirements of the labor market.
  - Increasing the participation of women in setting the developmental strategies.
  - Achieving full absorption of rural girls at the school age in the basic education.
  - Widening the dissemination of literacy programs for rural women who did not enroll in education.
  - Providing opportunities for educating women not only through the official educational system but also through the cultural, social, vocational and political organizations as well as work sites and training centers; in addition to developing the systems, programs and technologies of open education.
  - Affirming the role of the media and NGOs in developing society's awareness of the role of women in development.
  - Changing the prevailing cultural and intellectual atmosphere concerning women by reconsidering concepts that generate

Table 1-7 Activities of Main Agencies and Line Ministries

Governmental Agencies	Main Activities
<b>Ministry of Social Affairs and Social Insurance</b>	
Office of Women's issues	Objectives: Women's welfare, improvement of livelihood Concretely, (1) Income-generation for rural women, (2) Improvement of women's ability on food preservation, (3) Support for women's workers, (4) Violence against women, and (5) Early marriage, etc.
Family and Children Unit Productive Family Unit	Women's organizing in rural community (Women's Clubs) Development plan for rural women Loan for productive activities Establishment of centers for working women
<b>Ministry of Health and Population</b>	
Health for Mother and Children Unit	Research study in maternal mortality Training for medical and health officers Efficiency for health units
<b>Ministry of Agriculture</b>	
Unit for Policy and Coordination for Rural Women	Planning on nutrition in rural areas, Loan planning for employment generation Animal husbandry projects for women Public dissemination for agricultural-related information by radio and TV
<b>Institute of National Planning (INP)</b>	
Gender Planning and Policy Unit (GPPU)	Established in 1994 (Objective: To integrate gender standpoints into multi-sectoral development plans) Main responsibilities: (1) To integrate gender aspects into the national five-year plans and examine them, (2) To monitor situations of gender mainstreaming in the line ministries, and (3) To provide gender training for analyses, and improve INP's staff's ability as well as staff of the line ministries and NGOs.
<b>Central Agency for Public Mobilization and Statistics (CAPMAS)</b>	
Research Unit for Women and Children	Established in 1987 (Objective: To conduct research study on livelihood improvement for women and children)
<b>Social Fund for Development (SFD)</b>	
Gender Unit	Objectives: (1) To reflect gender perspectives into planning for programs and projects in a case of provision of loan, and (2) To appoint focal points at both central and governorates levels.

Source: JICA Planning and Evaluation Department (Nov. 2001) "WID Country Profile in Egypt"

gender discrimination; in addition to raising women's political awareness.

- Redistribution of health services provided for women and increasing their efficiency together with focusing on deprived areas.
- Expanding health projects and family planning services as well as raising the efficiency of health units.
- Issuing legislation that guarantees the protection of women's and children's health.
- Expanding the establishment of social security networks and coverage.
- Raising awareness of gender issues, culture, and justice as well as gender equality in all workers in the different culture and information media.

### (3) Efforts on Gender Issues by the Line Ministries

The Egyptian government has set up units on gender issues in the line ministries. Their efforts on gender issues by main agencies are shown in the table 1-7.

### (4) Remarks

The efforts to gender mainstreaming by the Government of Egypt were overviewed in the section 1-2-1. These Government's efforts such as establishing National Machinery, commitment for Millennium Development Goals, introducing gender budget and gender audit, and placing gender focal points in each line ministrie were illustrated. These are in line with the trends of international efforts for gender equality.

## 1-2-2 Gender and Law

### (1) Gender and Legislative Issues

One important role for NCW is to review the present and would-be laws related to the promotion of women's rights and protection. NCW plays a role of a mechanism to monitor whether such laws are steadily enforced or not. From legal aspects, NCW overviews women's promotion.

The current Egyptian Constitution issued in 1971 guarantees the equal rights between women and men. Those equal rights and opportunities are guaranteed in spite of sex, origin, language, religion and belief. Moreover, it addresses the equal opportunities for girls and boys to access to education, and for women and men to work respectively.

The Labor Law issued in 1981 shows the equal pay between women and men. Since 1993, alike men, women are entitled to obtain the rights of obtaining not only pension and social security but also maternal and child-care leaves. Article No. 100 of the Personal Status Code is the law to guarantee the equal rights between women and men, and this code was issued after the ratification of the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) by the Egyptian government in 1981. According to the Division for the Advancement of Women<sup>9</sup>, however, Egypt enters some reservations on article 16 and 2. The article 16 concerns gender equality in all matters relating to marriage and the family. The article 2 prescribes the abolition of all discriminatory elements from existing laws, regulations, customs and practices. Some

<sup>9</sup> <http://www.un.org/womenwatch/daw/cedaw/reservations-country.htm>

The Division for the Advancement of Women is an independent committee established under the UN Department of Economic and Social Affairs. DAW aims to ensure the participation of women as equal partners with men in all aspects of human endeavor; the Division promotes women as equal participants and beneficiaries of sustainable development, peace and security, governance and human rights.



NGOs are working on this issue to have the Government withdraw these reservations<sup>10</sup>. In 2003, the Nationality Law was amended. Before, only children whose fathers were Egyptian could obtain the Egyptian nationality. On the other hand, children whose Egyptian mothers got married with the non-Egyptian could not be identified as an Egyptian. However, the current amended Nationality Law guarantees any children to obtain the Egyptian nationality, in a case that either parent is Egyptian.

## (2) Perceptions on Gender and Legislative Issues

### Marriage

According to NSCE field survey, more than half of ever married females (52.9%) had their first wedding at age between 18 and 21, compared to 14.3% of their male counterparts. 44.7% (No. of samples : 75 women) of women in

urban governorates, 55.0% (No. of samples : 70 women) in rural areas and 54.0% (No. of samples : 55 women) in provincial towns, women have been married before they reached the age of 22. In rural areas, 92.5% of females (No. of samples : 70 women) had already been married at the age of 25, compared to 91.7% (No. of samples : 55 women) in provincial towns and 76.6% (No. of samples : 75 women) in urban governorates.

Husbands are usually older than wives. In 43.4% of all cases, the age difference was 1 – 5 years, in 39.2% between 6 and 10 years and 10.4% of all married respondents were married to a partner who was more than 10 years older or younger. Age differences of more than 10 years were mainly found in provincial towns (14.6%) (No. of samples : each 55 women and men), followed by urban governorates (12.1%) (No. of samples : each 75 women and men), rural areas (10.0%) (No. of samples : each 70 women and men) and El Arish city (7.1%) (No. of samples : each 25 women and men).

Table 1-8 Opinions on Best Age at First Marriage for Females by Region (%)

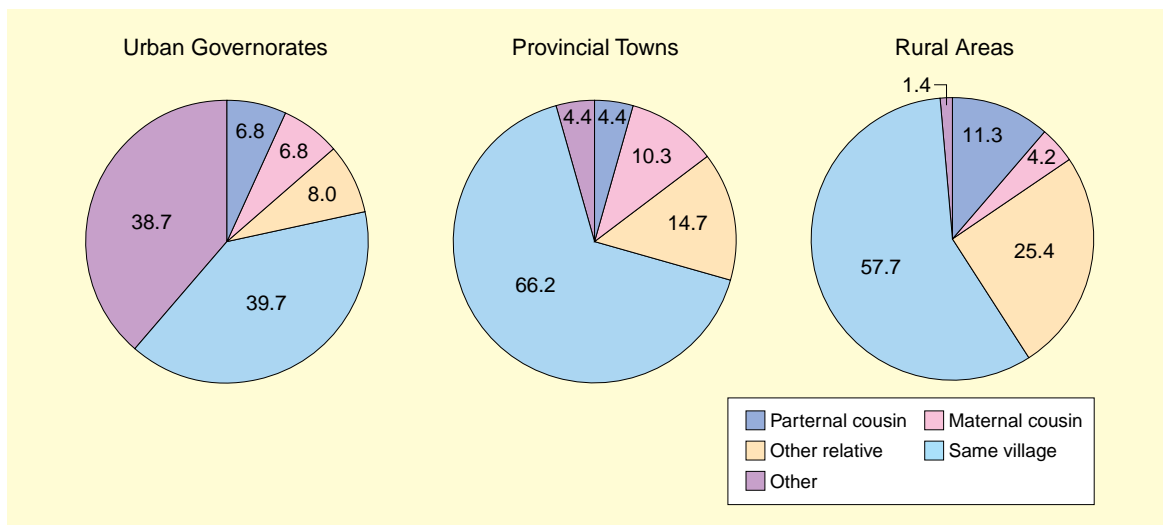
Preferred Age for Females	Urban Governorates			Gharbiya			Qena			El Arish		
	F	M	T	F	M	T	F	M	T	F	M	T
under 18 years	2.7	—	1.3	4.0	—	2.0	—	—	—	—	—	—
from 18 years to 21 years	17.3	36.0	26.7	26.0	18.0	22.0	22.0	28.0	25.0	32.0	36.0	34.0
from 22 years to 25 years	77.3	58.7	68.0	48.0	62.0	55.0	68.0	66.0	67.0	64.0	56.0	60.0
from 26 years to 30 years	1.3	5.3	3.3	22.0	20.0	21.0	10.0	6.0	8.0	4.0	8.0	6.0
Don't know	1.3	—	0.7	—	—	—	—	—	—	—	—	—
<b>Number</b>	<b>75</b>	<b>75</b>	<b>150</b>	<b>50</b>	<b>50</b>	<b>100</b>	<b>50</b>	<b>50</b>	<b>100</b>	<b>25</b>	<b>25</b>	<b>400</b>

Table 1-9 Opinions on Best Age at First Marriage for Males by Region (%)

Preferred Age for Males	Urban Governorates			Gharbiya			Qena			El Arish		
	F	M	T	F	M	T	F	M	T	F	M	T
under 18 years	—	—	—	2.0	—	1.0	2.0	—	1.0	—	—	—
from 18 years to 21 years	2.7	1.3	2.0	2.0	—	1.0	—	—	—	4.0	—	2.0
from 22 years to 25 years	8.0	21.3	14.7	18.0	16.0	17.0	12.0	12.0	12.0	12.0	20.0	16.0
from 26 years to 30 years	74.7	69.3	72.0	48.0	66.0	57.0	70.0	70.0	70.0	84.0	80.0	82.0
over 30 years	13.3	6.7	10.0	—	—	—	—	16.0	16.0	—	—	—
Don't know	1.3	1.3	1.3	—	—	—	—	2.0	1.0	—	—	—
<b>Number</b>	<b>75</b>	<b>75</b>	<b>150</b>	<b>50</b>	<b>50</b>	<b>100</b>	<b>50</b>	<b>50</b>	<b>100</b>	<b>25</b>	<b>25</b>	<b>400</b>

<sup>10</sup> <http://hrw.org/reports/2004/egypt1204/8.htm>

Figure 1-1 Distribution of Married Respondents According to Kinship Relation with Spouse (%)



Findings suggest that Egyptians prefer to marry relatives or at least persons from the same area or village. In urban areas 38.7% of respondents married a spouse who was a complete stranger, compared with 1.4% in rural areas and 4.4% in provincial towns. 13.6% of the respondents in urban areas married a cousin, in provincial towns 14.7% and in rural areas 15.7%.

#### Divorce

According to the NSCE field survey, the Personal Status Code that regulates divorce in Egypt was amended in January 2000 and has brought a number of improvements for women.

One of the most important articles of the law concerns the newly introduced possibility for women to initiate divorce according to the so-called *Khula'* provision that is based on Islamic *Sharia'*. 34.0% of all female (68/200 samples) and 46.5% of all male respondents (93/200 samples) were familiar with *Khula'* regulations, and 30.5% of females (61/200 samples) and 36.5% of males (73/200 samples) knew about it but were not familiar with the details.

Awareness of the *Khula'* divorce varied among regions. In urban governorates and El Arish city the percentage of males who were

familiar with the respective article in the law was higher than that of females. 72.6% of all male respondents (75 samples) in urban governorates knew details about *Khula'*, compared to 53.6% of females (75 samples). In El Arish city, percentages were much lower, i.e. 20.0% (5/25 male samples) and 8.0% (2/25 female samples). In governorates of Gharbiya and Qena, more women than men were familiar with details, i.e. 57.8% males and 58.3% females in Gharbiya governorate and 28.0% males (14/50 samples) and 32.0% females (16/50 samples) in Qena governorate.

#### Inheritance

Results revealed that 20.0% of females and 19.5% of males were not familiar with the details of the articles regulating inheritance. 47.5% of female respondents and 55.5% of males were convinced that the higher share for men is justified on the grounds that men have to provide women and children. 16.5% of females and 12.5% of males thought that women should get a fair share since many women contribute to the family income today or are even main breadwinners. 8.0% of female and 4.0% male respondents expressed the opinion that women and men should be treated equally in

inheritance as a matter of principle. 6.5% women and 7.0% men refused to discuss the issue on the grounds that inheritance rules are part of Islamic Sharia’.

### (3) Women’s Participation in Decision-making

#### At national level

According to the UNDP “Human

Development Report” (2004), seats in parliament held by women (as % of total) shows 6.1%. Lower house or single house (as % of total) was 4.0% in 1990. However, it has decreased to 2.4% in 2004. Upper house or senate (as % of total) indicates 5.7%. The table below compares the ratios of women’s political participation between Egypt and its neighboring countries.

Table 1-10 Women’s Political Participation (%)

Country	Egypt	Jordan	Saudi Arabia	Morocco	Syria	Sudan
Seats in Parliament held by Women	6.1	0.0	n.a.	4.9	11.1	5.1
Lower House or Single House	2.4	5.5	0.0	10.8	12.0	9.7
Upper House or Senate	5.7	12.7	n.a.	n.a.	n.a.	n.a.

Source: UNDP (2004) “Human Development Report”

#### At household Level

Focus group discussion found that there was almost a uniform agreement that men are the household head and ultimate decision-maker in the family. Their position and decision-making power was mainly derived from their role as a provider, protector and representative of the family. Women and girls have put more emphasis on men’s roles as protector and ultimately responsible for the livelihood of the family, whereas men have emphasized on the aspect of power and control.

Women’s roles are mainly perceived as those of nurturers, caregivers, educators and managers of family affairs inside the house. Many women emphasized on the importance of mothers’ responsibility for children’s education for society as a whole.

Women were, however, divided in their opinions with regard to the significance of their status and rights to share in decision-making. Some women insisted that men are *al-asas fil beit* (the basis of the house) because of their

roles as providers and protectors, others attributed the same term to women on the grounds that women are the managers in the family and care for everybody’s needs. Many, mainly female participants in different focus groups, claimed that decisions in the family should be taken jointly by wives and husbands or the husband should at least discuss with his wife and take her opinions into consideration. Most husbands give their wives a budget to spend at their discretion for routine expenses “because they know the family’s needs”. Larger spending decisions tend to be discussed jointly in urban areas, whereas in Upper Egypt and El Arish city men tend to take those decisions alone.

### (4) Remarks

According to the division for the advancement of women, however, Egypt enters some reservations on article 16 and 2. The article 16 concerns gender equality in all matters relating to marriage and the family.

The article 2 prescribes the abolition of all discriminatory elements from existing laws, regulations, customs and practices. Some NGOs are working on this issue to have the Government withdraw these reservations.

### 1-2-3 Gender and Economy

#### (1) Economic Indicators

The country's GDP amounts to US\$ 89.9 billion in 2002, while GDP per capita (PPP\$) is estimated to be US\$ 3,810. GDP has been increased about 2.5 times from 1992 to 2002, GDP per capita (PPP\$) was declined in 1997, although in 2002 the situation was recovered, the quality of life in economic aspects for Egyptians has not been improved.

According to UNDP "Human Development Report" (2004), Egypt takes 120<sup>th</sup> place of all the 170 countries by the ranking of Human

Development Index (HDI), 99<sup>th</sup> place of 144 countries by the ranking of Gender Development Index (GDI), 75<sup>th</sup> place of 78 countries by the ranking of Gender Development Measures (GDM).

In terms of employment sectors, 34.6% of totally employed females work for agriculture, 32.8% in industry and 32.2% in services (JICA, "Egypt Gender/ WID Profile, 2002"). Women's wages reach on average 78.4% of male wages (CAPMAS, Labor Force Sample Survey, 1999). However, these percentages of female labor participation do not necessarily reveal the reality of women's economic activities since it is assumed that a large number of women who work in the informal sectors (e.g. home-based farming production, food processing, handicrafts, retailing or other part-time jobs) are not captured by conventional methods of labor force survey (ibid; JICA, 2002).

Table 1-11 GDP (US\$ billion) and GDP per capita: Comparison with Other MENA Countries

Country	Egypt	Jordan	Saudi Arabia	Morocco	Syria	Sudan
GDP (US\$ billion)	89.9	9.3	188.5	36.1	20.8	13.5
GDP per capita (PPP US\$)	3,810	4,220	12,650	3,810	3,620	1,820

Source: UNDP (2004) "Human Development Report"

Table 1-12 Trends in GDP and GDP per capita (Egypt)

Year	1992	1997	2002
GDP (US\$ billions)	38.3	72.2	89.9
GDP per capita (PPP\$)	3,540	3,050	3,810

Source: UNDP (2004) "Human Development Report"

Table 1-13 HDI, GDI, GEM

Country	Egypt	Jordan	Saudi Arabia	Morocco	Syria	Sudan
HDI	120/170	90/170	77/170	125/170	106/170	139/170
GDI	99/144	76/144	72/144	100/144	88/144	115/144
GEM	75/78	n.a.	77/78	n.a.	n.a.	n.a.

Source: UNDP (2004) "Human Development Report"

Table 1-14 Female Economic Activity Rate and as % of Male Rate by Sector (%)

Country	Egypt	Jordan	Saudi Arabia	Morocco	Syria
Female Economic Activity Rate	35.7	36.0	29.0	53.0	38.0
Agriculture	144.0	n.a.	n.a.	107.0	n.a.
Industry	28.0	n.a.	n.a.	125.0	n.a.
Services	112.0	n.a.	n.a.	86.0	n.a.

Source: UNDP (2004) "Human Development Report"

According to UNDP "Human Development Report" (2004), 35.7% of females are estimated to be economically active. Female economic activity rate, as % of male rate, amounts to 45.0% in general; 144.0% in agriculture; 28.0% in industry; 112.0% in services. Table 1-14 compares Egypt and other Arabic neighboring countries in the same indicators.

"Egypt Human Development Report" (2004) which is compiled by the UNDP Residential Office of Egypt shows a different result of female labor participation (for instance, the national average of female economic activity rate is enumerated to be 21.8%). This is because the data is assumed to be based on a CAPMAS survey in 2002. Female economic activity rate varies by region: 22.0% in Urban Governorates such as Cairo and Alexandria; 24.9% in Lower Egypt (25.2% for urban, 21.1% for rural); 17.3% in Upper Egypt (22.9% in urban, 14.4% in rural); 22.9% in Frontier Governorate (23.1% in urban, 22.8% in rural).

## (2) Perceptions on Economic Activities and Gender

### Reproductive Work

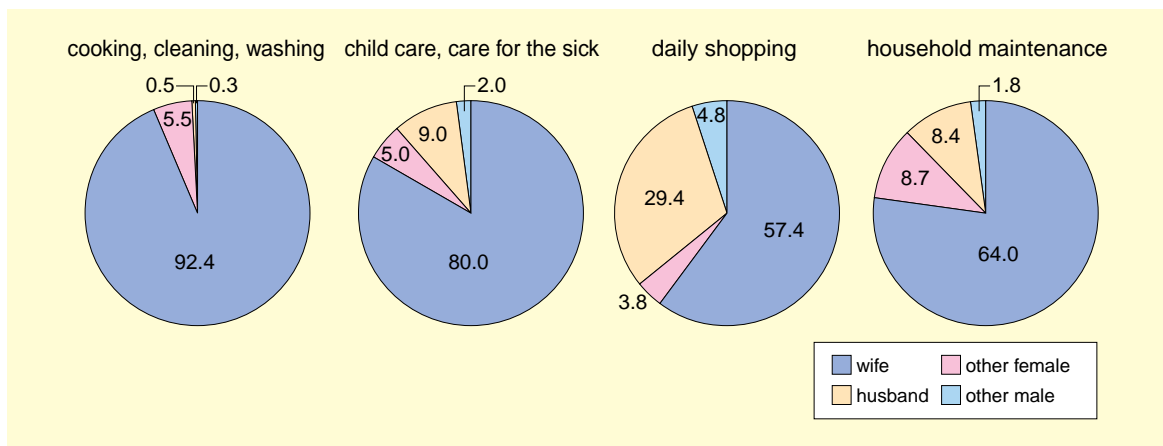
Reproductive labor encompasses mainly tasks that are related to care giving and household maintenance as well as management and subsistence production. Results clearly show that most of these tasks are the

responsibility of women regardless of whether they are also working in the labor market or not. Food preparation, cleaning the house and washing clothes are overwhelmingly the principal task of women, mainly wives and mothers (90.0% (135/150 samples) in urban governorates, 96.0% (96/100 samples) in Gharbiya governorate, 90.0% (90/100 samples) in Qena governorate and 98.0% (49/50 samples) in El Arish city). In 5.5% of households covered by the sample, females other than wives and mothers were responsible for these tasks. In 2.8% of the households husbands and fathers share with their wives and daughters.

Men are more likely to do responsibility for child care and caring for the sick and elderly. Altogether 9.0% of all respondents reported that these tasks are the principal responsibility of fathers or husbands in their family.

In urban governorates and Gharbiya governorate, shopping of food and daily consumables is a task predominantly carried out by women (71.4% (107/150 samples) and 77.0% (77/100 samples) respectively). In Qena governorate and El Arish city, it is mainly males who purchase these items, i.e. 60.0% (60/100 samples) and 52.0% (26/50 samples) respectively. In 14 households in urban governorates and 3 households in Gharbiya governorate, a domestic servant was responsible for shopping. Maintenance tasks such as repairs of electricity, plumbing etc. are mainly taken care of by men who do not

Figure 1-2 Distribution of Reproductive Tasks among Household Members (%)



necessarily do the job by themselves but are responsible for calling the plumber, and/or carpenter. However, in Gharbiya governorate and El Arish city, women were in 12.0% of all households in charge of these tasks, in Qena governorate 9.0% (9/100 samples) and in urban governorates 8.7% (13/150 samples). The distribution of domestic tasks (main responsibility) among household members is illustrated in the figure 1-2.

Subsistence food production and to a lesser extent animal husbandry played an important role in governorates of Gharbiya and Qena. All households (100/100 samples) in Qena governorate and 53.0% of all households (53/100 samples) in Gharbiya governorate indicated that they produce at least part of their food by themselves. 37.0% (37/100 samples) of respondents in Qena governorate, 11.0% (11/100 samples) in Gharbiya governorate, 8.0% (4/50 samples) in El Arish city and 2.0% (3/150 samples) in urban governorates reported to be involved in animal husbandry. Men were only exceptionally occupied with these tasks.

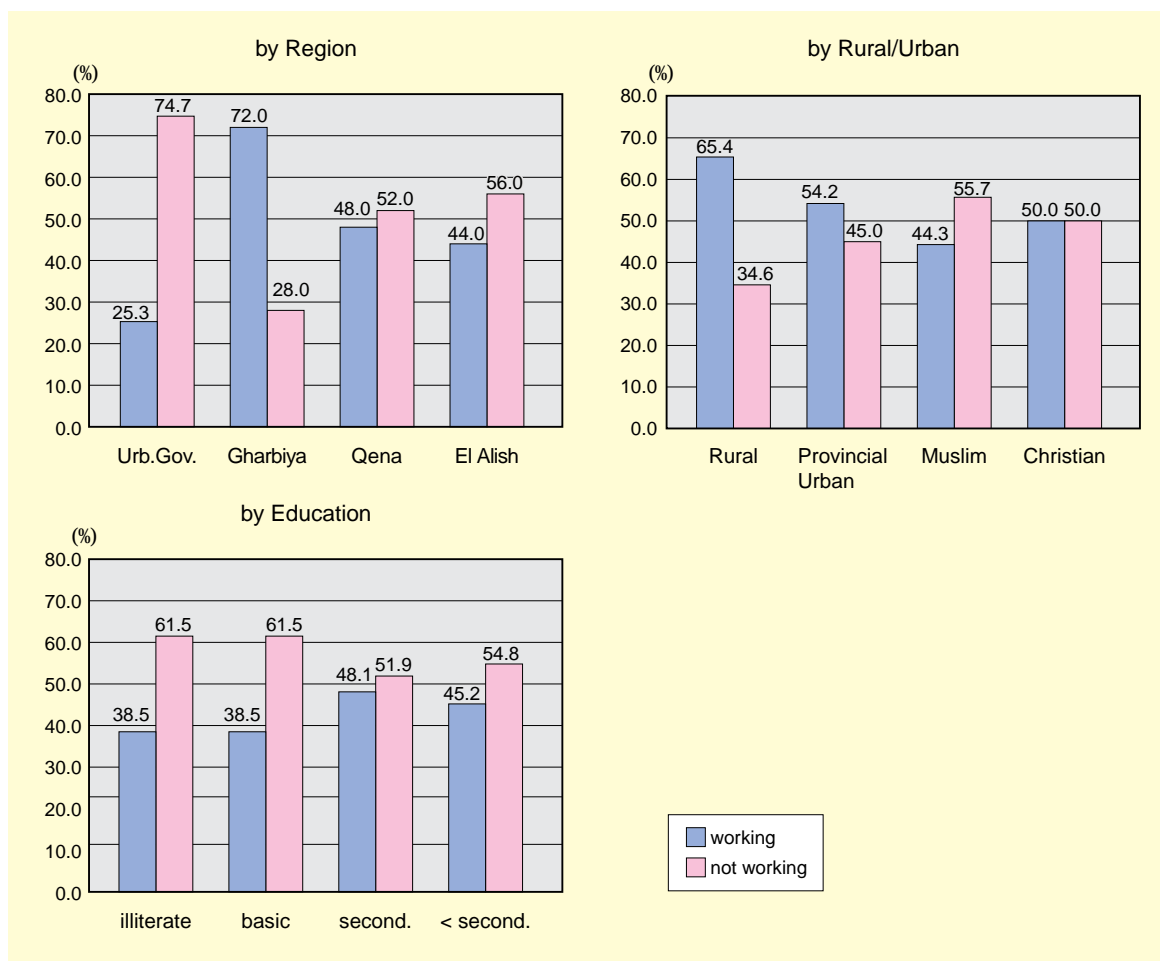
Husbands were more often reported to take ill family members to the doctor than wives, (52.4% (105/200 samples) and 33.4% (67/200 samples)). In governorates of Gharbiya

and Qena, three quarters of all households indicated that men are responsible for medical care while in urban governorates and El Arish city, almost a half of the respondents reported that women are in charge of that. Applying for official documents was perceived as the task of the household head (83.5% (334/400 samples)), in most cases a man. In urban governorates a percentage of respondents (29.5% (334/400 samples)) indicated that every family member is in charge of applying for it. Application for utilities was by 95.6% of all respondents (382/400 samples) reported to be the principal responsibility of the household head.

#### Paid Labor and Employment

Altogether 85.5% of male respondents were involved in paid economic activities as opposed to only 45.0% (90/200 samples) women. However, results show that there are huge differences concerning women's paid labor among different regions. In urban governorates, 25.3% of female respondents (19/75 samples) occupied paid jobs, as compared to 72.0% (36/50 samples) in Gharbiya governorate, 48.0% (24/50 samples) in Qena governorate and 44.0% (11/25 samples) in El Arish city. A broad definition of working has been used that includes all forms of part-time paid labor without setting minimum hours. 3.3% of female respondents (3/90

Figure 1-3



samples) did in fact indicate that they were working on a full-time basis. 47.8% (43/90 samples) reported part-time work, 38.9% (35/90 samples) worked on a temporary basis and 10.0% (9/90 samples) in seasonal jobs.

47.3% of working males (81/171 samples) and 61.2% of working females (55/90 samples) were employed as government employees. 8.2% of economically active males (14/171 samples) and 3.3% of their female counterparts (3/90 samples) were entrepreneurs and 11.1% of males (19/171 samples) and 2.2% of females (2/90 samples) were self-employed. 6.7% of females (6/90 samples) worked in home production and 2 women were found to work in family enterprises.

85.5% of working women (77/90 samples) indicated that they have always worked, while 7.8% (7/90 samples) stopped working after getting children and 6.7% (6/90 samples) resumed work again after children grew up.

#### Women's Paid Work

36.8% of male respondents (46/125 samples) but 11.2% of females (14/125 samples) think that women should not work. In contrast, 26.4% of females (33/125 samples) but 17.6% of males (22/125 samples) support the opinion that a woman should be free to work whenever she wants. In poor and middle class areas in Cairo and Alexandria governorates, 40.0% of men did not want women to work at all compared to 16.0% in upper middle and upper

class areas. Percentages for females reached 24.0% in Manshiet Nasser, 16.0% in Alexandria governorate and 4.0% in Maadi and Zamalek. Outside urban governorates, the difference is even more striking. 33.3% of male respondents (5/15 samples) but no single female in provincial urban areas were convinced that

women should not work. In rural areas, the percentages reached 48.6% for males (17/35 samples) and 8.6% for females. Women were more in agreement with men concerning opinions that women's work should not be at the expense of child care and domestic tasks. Detailed results are shown in the table 1-15:

Table 1-15 Opinions on Women's Paid Labor By Rural/Urban Divide (%)

Opinions on Women's Paid Labor	Urban Governorates			Provincial Urban			Rural			Total		
	F	M	T	F	M	T	F	M	T	F	M	T
Women should not work	14.7	32.0	23.3	—	33.3	16.7	8.6	48.6	28.6	11.2	36.8	24.0
Not if children in school	8.0	8.0	8.0	—	—	—	5.7	2.9	4.3	6.4	5.6	6.0
Not if at expense of domestic tasks	41.3	44.0	42.7	20.0	—	10.0	25.7	11.4	18.6	34.4	29.6	32.0
Only if income urgently needed	5.3	4.0	4.7	20.0	53.3	36.7	40.0	2.9	21.4	16.8	9.6	13.2
Only self-employed with husband	—	—	—	—	—	—	2.9	2.9	2.9	0.8	0.8	0.8
Can work if she wants	26.7	12.0	19.3	46.7	13.3	33.3	17.1	31.4	24.3	26.4	17.6	22.0
Don't know	4.0	—	2.0	13.3	—	6.7	—	—	—	4.0	—	2.0
<b>Number</b>	<b>75</b>	<b>75</b>	<b>150</b>	<b>15</b>	<b>15</b>	<b>30</b>	<b>35</b>	<b>35</b>	<b>70</b>	<b>125</b>	<b>125</b>	<b>250</b>

Results suggest that acceptance of women's work has increased over time. Only 15.4% of those with the age of 40 and above thought that women should be able to work if they want, compared to 19.4% in the age between 26 and 40, and 27.6% of those with the age between 18 and 25. However, female

respondents below the age of 26 defended women's rights to work less often than males of the same age. In the other age ranges, women were more often than men of the opinion that women should be able to work if they want. The following table illustrates results in detail:

Table 1-16 Opinions on Women's Paid Labor By Sex and Age Group (%)

Opinion	18 – 25 years			26 – 40 years			41 – 60 years			total		
	F	M	T	F	M	T	F	M	T	F	M	T
Should not work	17.8	22.0	19.5	8.3	35.3	23.1	11.6	27.1	19.8	12.5	30.0	21.3
Not if children in school	6.8	10.0	8.1	9.5	2.9	5.9	11.6	6.3	8.8	9.0	5.5	7.3
Not if at expense of Household tasks	37.0	28.0	33.3	42.9	30.4	36.0	34.9	35.4	35.2	39.0	31.0	35.0
Only if income urgently needed	8.2	10.0	8.9	13.1	14.7	14.0	18.6	16.7	17.6	12.5	14.0	13.3
Only self-employed with husband	—	—	—	1.2	1.0	1.1	—	—	—	0.5	0.5	0.5
Can work if she wants	26.0	30.0	27.6	23.8	15.7	19.4	18.6	14.6	15.4	23.5	19.0	21.3
Don't know	4.1	—	2.4	1.2	—	0.5	4.7	—	2.2	3.0	—	1.5
<b>Number</b>	<b>73</b>	<b>50</b>	<b>123</b>	<b>84</b>	<b>102</b>	<b>186</b>	<b>43</b>	<b>48</b>	<b>91</b>	<b>200</b>	<b>200</b>	<b>400</b>



Teachers, nurses and other care giving jobs were considered by both females and males as the most suitable occupations for women. 76.5% of females (153/200 samples) and 82.0% of males (164/200 samples) thought that women are fit to become teachers. 74.5% of females (149/200 samples) and 71.5% of males (143/200 samples) were convinced that women should become nurses, kindergarten teachers and alike. 27.5% of females (55/200 samples) and 35.5% of males (71/200 samples) favored administrative jobs as suitable for women.

Respondents also suggested that women could become journalists (19.0% of females (38/200 samples) and 16.0% of males (32/200 samples)), lawyers (16.0% (32/200 samples) and 16.5% (33/200 samples)), TV moderators (13.5% and 10.5%), and physicians (9.0% (18/200 samples) and 10.0% (20/200 samples)) and shop vendors (10.5% (21/200 samples) and 8.0% (16/200 samples)). Both females and males would not like to see women as drivers, factory workers, entrepreneurs, governors or district chiefs. In contrast, both sexes could imagine males in all sorts of jobs.

#### Effects of Women's Paid Work

It was widely acknowledged by both women and men that many women work today and that women's income has become an important contribution to the family budget. Others insisted that women's work should not be at the expense of their domestic tasks. Almost all participants, female and male, agreed that the ultimate decision about women's work should be left to the husband who has, however the rights to prevent and not the rights to push women into working. Both female and male participants claimed that decisions on women's work depend on whether or not a job is considered decent and respectable. Jobs that involve coming home at night, working in other people's homes or in remote places are widely

considered to be inappropriate for women. Jobs in offices and institutions were clearly preferred for educated women. Female participants in the posh district of Maadi mentioned a backward tendency among young women and men who are reportedly more opposed to women's work as a result of decreasing job opportunities for women in the public sector and appropriate working conditions in the private sector.

Female paid labor means something different for women and men. Men focused on the functional benefits of women's work such as increasing a family's socio-economic status, improving a woman's skills to educate her children and decreasing her requests towards her husbands. Women across all focus groups stressed the positive effects of working on their personal development and their status vis a vis their husband. They use, for example, expressions like "work allows her to realize her self", and "gives her self-confidence". Some male participants insisted that working women were obliged to contribute to the family budget, whereas females pointed out that women did in fact spend all or most of their income for the family, however, on a voluntary basis.

Men, in particular, were very concerned about the potential of women's work in undermining their position in the family and community. At the same time, men feel the increasing burden or even impossibility of being the sole breadwinner and provider. Men in all focus groups except in Zamalek of Cairo governorate took a defensive position and felt compelled to justify their acceptance of women's paid labor, saying that "it is not a shame even if women work". Men's complex feelings were particularly explicit in the poor urban area of Manshiet Nasser where one participant broke out in tears when talking about his inability to earn enough income to relieve his wife of the burdens of work.

Men's fears are as much a problem for

women as they are for men. Husbands are reported to be more obsessed with control, less patient and more often violent if they are unemployed, depend on casual labor or earn less income than their wives.

#### Control of Income

Women have not only less access to cash income but also less access to assets. However, they have a relatively high degree of control over their own income. 3.3% of all respondents reported that the husband decides how his wife's income is spent. In contrast, 9.4% of husbands authorized their wives to spend the money they (the husbands) earn. 63.3% of

wives control their own income alone, compared to 54.4% of husbands. Around one third of all couples covered by the sample takes decisions on spending the husband's income together, and roughly the same percentage reported joint decision-making concerning the wife's income. The regional breakdown of the results reveals that in Gharbiya governorate and El Arish city, wives have more control over the incomes of their husbands than in urban governorates and Qena governorate. Only in urban governorates, however, do more than a half of women with own income, i.e. 68.4%, decide alone how to spend this money. Details are shown in the following table 1-17.

Table 1-17 Control of Respondent's Income

(%)

Region controlled by	Wife's income			Husband's income		
	wife	husband	both	wife	husband	both
Urban Governorates	68.4	0.0	31.6	3.2	51.5	45.2
Gharbiya	27.8	5.6	66.7	13.3	51.1	35.6
Qena	37.5	4.2	58.3	6.5	67.4	26.1
El Arish	45.5	0.0	54.5	27.8	38.9	33.3
<b>Total</b>	<b>33.3</b>	<b>3.3</b>	<b>63.3</b>	<b>9.4</b>	<b>54.4</b>	<b>36.3</b>

Results reveal differences according to class. In Manshiet Nasser, 72.7% of all males have exclusive control over their income whereas decisions about spending the wife's incomes are all taken jointly. However, 4.5% of respondents in Manshiet Nasser reported also

that wives control their husband's money. Altogether 75.0% of all female respondents depend mainly or completely on their parents, spouse or other relatives to provide for them. 17.1% can live off their own income, 5.5% have sufficient pensions and 1.3% can cover their

Table 1-18 Principal Source of Income/ Subsistence of Females by Region

Principal Source of Income/ Subsistence	Urban Governorates		Gharbiya		Qena		El Arish		Total	
	No.	%	No.	%	No.	%	No.	%	No.	%
Parents/ Spouse Pay	124	82.5	71	71.0	65	65.0	40	80.0	300	75.0
Economic Activity	13	8.7	21	21.0	27	27.0	8	16.0	69	17.1
Rent of Real Estate	1	0.7	3	3.0	1	1.0	—	—	5	1.3
Pension(s)	10	6.7	3	3.0	7	7.0	2	4.0	22	5.5
Regular Support Relatives	1	0.7	2	2.0	—	—	—	—	3	0.8
Irregular Support Relatives	1	0.7	—	—	—	—	—	—	1	0.3
<b>Total</b>	<b>150</b>	<b>100.0</b>	<b>100</b>	<b>100.0</b>	<b>100</b>	<b>100.0</b>	<b>50</b>	<b>100.0</b>	<b>400</b>	<b>100.0</b>

expenses with income from rent of real estate. With 35.0% sufficiently living off their own income, women in Qena governorate are most independent from the support of relatives. In urban governorates, the percentage of female respondents who have independent sources of income that are sufficient to sustain their livelihoods reaches 24.0%.

### (3) Gender and Agriculture<sup>11</sup>

According to the Ministry of Agriculture, agricultural sector in Egypt accounts for about 20.0% of both GDP and total exports, and about 34.0% of total employment. In the 1980's, drastic reforms of the past agricultural policies were done, and the agricultural sector turned to become one of main pillars in the national economy promoting liberalization and

privatization. In the 1990's, the Ministry formulated the country's strategy for agricultural development in consultation with international organizations such as FAO, IBRD, UNDP, UNEP, and WFO. The following programs were given high priority in the strategy: irrigation improvement and on-farm soil and water management programs; national agricultural research, extension, marketing and export promotion programs; technical assistance programs for enhancing the involvement of women in rural economy. The studies on the impacts of these programs have shown that Egyptian farmers have been highly responsive to agricultural technology extension and price incentives. The programs also contributed to enhancing the sector's performance in market-oriented economy. (Table1-19)

Table 1-19 Impacts of Agricultural Sector Reforms

Indicators/Year	1982	1999/2000
Arable Land	6.2 million feddans <sup>12</sup>	8.0 million feddans
Cropped Area Total	11.2 million feddans	14.8 million feddans
Total Value of Farm Produce	L.E. 5.7 billion <sup>13</sup>	L.E. 68.9 billion
Annual Turnover of Farm Produce	L.E. 4.1 billion	L.E. 50.5 billion
Total Value of Crop Production	L.E. 3.5 billion	L.E. 4.0 billion
Total Value of Livestock Production	L.E. 2.3 billion	L.E. 21.7 billion
Cereal Production	8 million tons	20.1 million tons
Wheat Production	2 million tons	6.6 million tons
Maize Production	3.3 million tons	6.3 million tons
Rice Production	2.4 million tons	6 million tons
Vegetable Production	8.6 million tons	16.2 million tons
Fruit Production	2.6 million tons	6.2 million tons
Sugar Production	0.65 million tons	1.4 million tons

Source: Ministry of Agriculture, Egypt

The JICA study mission to Egypt carried out an interview with the director of the office in charge of 'Women in Development' in the Ministry of Agriculture and collected the information related to gender and agriculture

as follows.

According to the informant, the gender division of labor in agricultural sector does not so clearly exist in Egypt. Women actually assume almost every work in farming

<sup>11</sup> <http://www.agri.gov.eg/develop.htm>

<sup>12</sup> 1 feddan is equivalent to 1.038 acre

<sup>13</sup> L.E. (Egyptian Pound). L.E. 1 = US\$ 0.17 (exchange rate on 18 March 2005)



Photo 1-1 A Sub-Branch Canal in the Nile Delta;  
called *Mesqua* in Egypt

production. However, a certain tendency toward gender difference in work share can be pointed out by sort of crop or quality of work. For example, women tend to undertake many works during and after the harvesting period. In these days, more women left in rural areas are likely to play a principal role in on-farm production while an increasing number of men, especially landless farmers, migrate into urban areas for wage. Therefore, it becomes more essential for women to acquire improved farming technologies through training. However, low literacy among female farmers hinders their access to training opportunities. In order to increase their access, the government has encouraged local training institutes of agriculture to foster female extension workers.

Until the mid-1990's, farm products were totally controlled by the government. Since the government turned its economic policy toward market-oriented, the control was gradually eased and many farmers started to grow cash crops. However, domestic markets were shortly glutted with the influx of cash crops and farming households were suffering low price of

their produce. Finally, the government is to resume partially its control over agricultural produce to regulate demand and supply.

The average landholding of a farming household in Egypt is estimated to be 3 feddans. This scale of land does not always promise farmers a sufficient amount of harvest for surviving. Therefore, many smallholders belong to informal unions for mutual help in which they discuss land use, labor exchange, crops and farming methods.

Female landholders add up to 5.0% in recent estimates of those who are legally entitled to farming land. Women's rights to land vary according to region. Women generally receive the rights to inherit a fortune by the half of allocation to men. Concerning the land, women apparently have less right vis-a-vis men. This is because their brothers or husbands often buy out their land or virtually control over the use of their land.

Farmers' cooperatives in Egypt normally consist of male members and tend to take decisions without considering women's interests. Women are less likely to be informed of even crucial decisions that are concerned

with their own rights to land.

According to FAO<sup>14</sup>, a majority of rural women participate in agricultural activities, particularly those related to food security and animal production. About 70.0% of their working time in agriculture is devoted to animal husbandry. While the gender division of labor varies by crop, overall men carry out most of the land preparation, planting, weeding, irrigation and pest control. Women contribute moderately to seed preparation, fertilization and harvesting, and significantly to storage and marketing. Food processing is the primary responsibility of women. In animal husbandry, men are primarily responsible for the care of water buffalo, donkeys, cows and sheep, while women carry out most of the milking, processing and marketing of milk and animal products. In fisheries, fish catching, feeding and marketing are primarily men's tasks, while women contribute about 52.0% of the labor in fish processing and net-making, and carry out

42.0% of net maintenance and repair. Women also carry out virtually all domestic tasks, including water and fuel collection, and food processing and preparation. Data from a 1993 sample survey suggest that rural women participate little in decision-making at the household level in irrigated areas. Men have almost exclusive authority on matters related to seeds, buying and selling of livestock and land, use of herbicides and agricultural machinery, what to grow and where to sell produce. Women make decisions on poultry and contribute to decisions on agricultural projects and the vaccination of livestock.

#### (4) Gender and Poverty

According to UNDP "Human Development Report" (2004), 3.1% of the total population in Egypt live below the poverty line of US\$ 1 per day per capita, and 43.9% make a living with US\$ 2 per day per capita. (Table 1-20, and Table 1-21)

Table 1-20 Population below Income Poverty Line

(%)

Country	Egypt	Jordan	Saudi Arabia	Morocco	Syria	Sudan
\$ 1 a day	3.1	< 2.0	n.a.	< 2.0	n.a.	n.a.
\$ 2 a day	43.9	7.4	n.a.	14.3	n.a.	n.a.

Source: UNDP (2004) "Human Development Report"

Table 1-21 Trend in Population below Income Poverty Line (Egypt)

(%)

Year	1992	1997	2002
\$1 a day	23.0	7.6	3.1

Source: UNDP (2004) "Human Development Report"

Heba El-laithy, a professor of statistics and political economics in Cairo University, carried out an analysis on "the Gender Dimension of Poverty in Egypt" (2001) using the data from the most recent Household Income, Expenditure and Consumption Survey (HIECS) conducted nation-widely by CAPMAS in 1999/2000. This

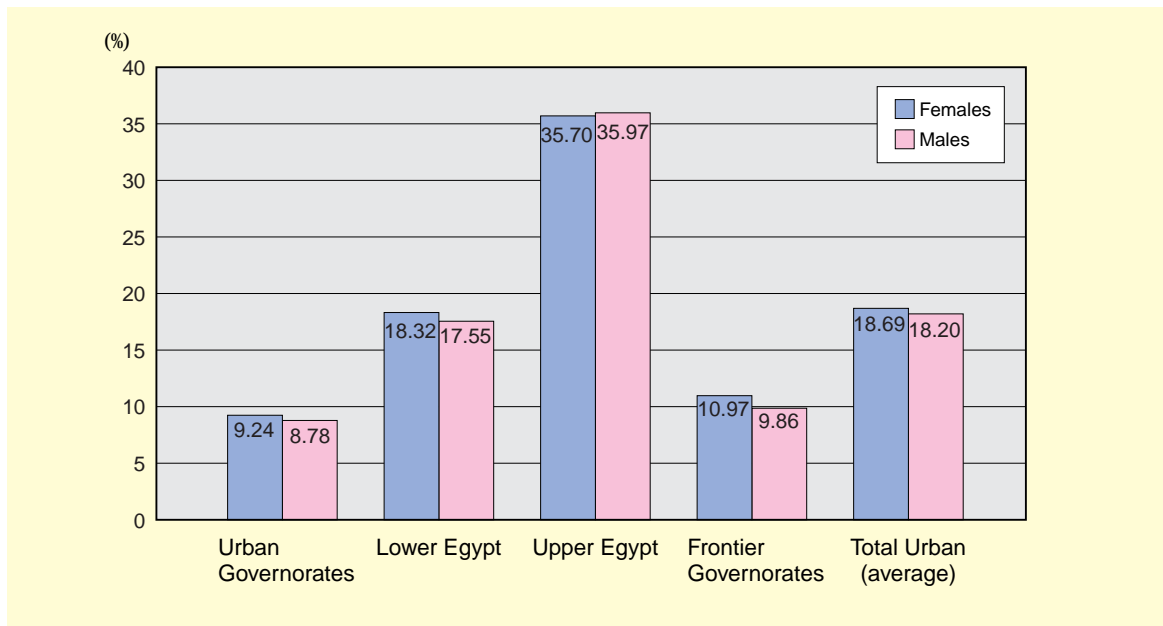
analysis indicates the gender-disaggregated incidence of poverty by region. According to Figures 1-4 and 1-5, the percentage of the poor in urban areas adds up to 18.69% for females compared to 18.20% for males. The corresponding figures in rural areas are 21.85% for females and 20.98% for males respectively.

<sup>14</sup> [http://www.fao.org/documents/show\\_cdr.asp?url\\_file=/docrep/V9104E/v9104e01.htm](http://www.fao.org/documents/show_cdr.asp?url_file=/docrep/V9104E/v9104e01.htm)

The incidence of poverty varies considerably within each region: in Urban Governorates which include Cairo and Alexandria, 9.24% of female population and 8.78% of male population live below the poverty line; in the urban areas of Lower Egypt, 18.32% for females versus 17.55% for males; in the rural areas of Lower Egypt, 11.72% for females versus 10.83% for males; in

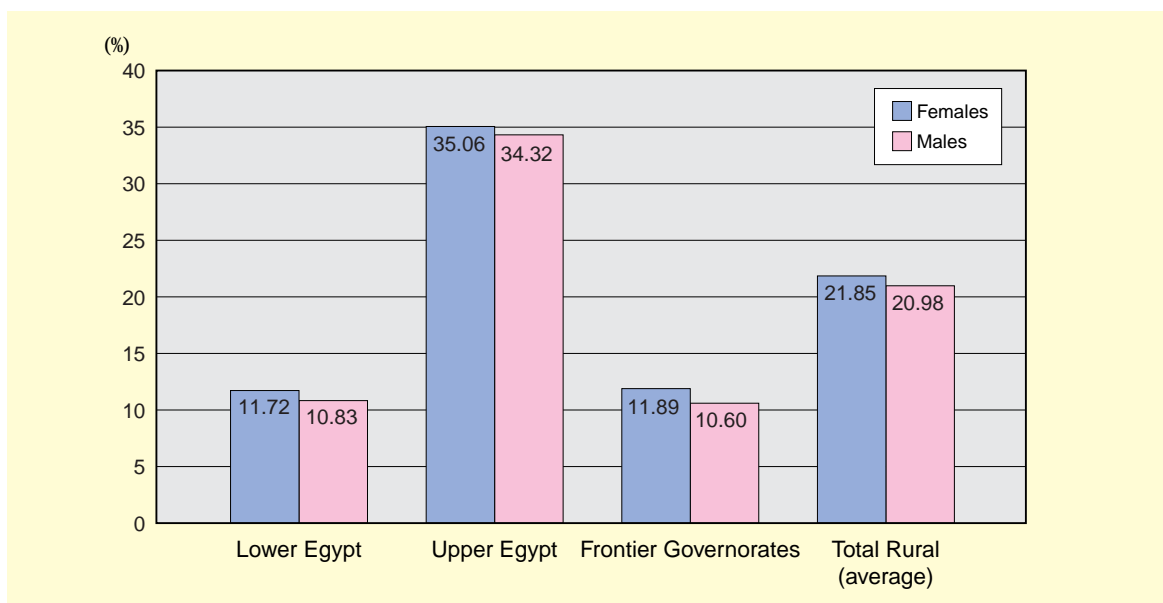
the urban areas of Upper Egypt, 35.70% for females versus 35.97% for males; in the rural areas of Upper Egypt, 35.06% for females versus 34.32% for males; in the urban areas of Frontier Governorates, 10.97% for females versus 9.86% for males; in the rural areas of Frontier Governorates, 11.89% for females versus 10.60% for males.

Figure 1-4 The Incidence of Poverty by Gender and Region (Urban Areas)



Source: Heba El-Iaithy (2001) "The Gender Dimension of Poverty in Egypt"

Figure 1-5 The Incidence of Poverty by Gender and Region (Rural Areas)



Source: Heba El-Iaithy (2001) "The Gender Dimension of Poverty in Egypt"

The analysis which made use of the most recent HIECS survey results shows the proportion of Female-Headed Households (FHHs) to Male-Headed Households (MHHs) by region and also the percentage of the poor (the figures in parentheses) by gender of household head. In urban areas, the rate of MHHs is estimated at 84.53% (18.63% of MHH members living below poverty line) compared to 15.47% for FHHs (17.00% of FHH members living below poverty line) while 85.36% (21.58%) for MHHs is compared to 14.64% (19.81%) for FHHs in rural areas. The corresponding figures within each region are as follows: 83.95% (the percentage of poor individuals accounts for 8.8% against the total number of population in this category) for MHHs versus 16.05% (10.05%) for FHHs in Urban Governorates; 84.24% (18.00%) for MHHs versus 15.76% (17.39%) for FHHs in the urban areas of Lower Egypt; 85.93% (11.35%) for MHHs versus 14.07% (10.38%) for FHHs in the rural areas of Lower Egypt; 85.70% (36.91%) for MHHs versus 14.30% (31.00%) for FHHs in the urban areas of Upper Egypt; 84.40% (35.29%) for MHHs versus 15.60% (29.74%) for FHHs in the rural areas of Upper Egypt; 89.98% (10.25%) for MHHs versus 10.02% (13.00%) for FHHs in the urban areas of Frontier Governorate; 89.86% (10.66%) for MHHs versus 10.04% (17.86%) for FHHs in the rural areas of Frontier Governorate.

#### (5) Remarks

The economic issues are described from a gender perspective in the section 1-2-3. As we have seen in the section 1-2-2, the gender division of labor which considers men as a head of household and an ultimate decision-maker while women are perceived as a nurturer and a manager of family matters in Egypt. This perception of the gender division of labor reflects on their gendered roles, and women are mainly engaged in reproductive work such as

domestic work, child-rearing and subsistence food production. However, more women have been participating in economic activities as it becomes difficult for men to provide family with their sole income due to socio-economic change. Women are now engaged in both paid and reproductive work, and their income contribute, largely to their household income. Men's complex feelings on women's paid work were shown due to men's gender roles of being responsible for meeting family's needs, although both women and men recognize women's significant contribution to household income.

### 1-2-4 Gender and Education

#### (1) Educational Indicators

The major indicators related to the educational level of Egyptians are as follows. Adult literacy rate is estimated at 68.6%. 43.6% of females with the age of 15 and above are literate. 88.0% of girls are actually enrolled in primary school. The proportion of girls to boys in primary education is 0.96 girl(s)/boy. 79.0% of girls proceed to the secondary level and the proportion in this level is 0.95 girl(s)/boy. Literacy rate of the age of 15–24 adds up to 79.0%, while 66.9% of young women in this age group are literate.

#### (2) National Policy on Education

Mainly seven targets are identified on the educational field in Egypt, according to the Fifth Five-Year Plan Socio-Economic Development (2002 – 2007).

- Increase the rate of enrollment at the educational levels.
- Upgrading the quality of the education process in order to meet the challenges imposed by globalization, information technology revolution and scientific development.

Table 1-22 Gender Gap in Education: Comparison with Other MENA Countries (%)

Country	Egypt	Jordan	Saudi Arabia	Morocco	Syria	Sudan
Adult Literacy (over 15 years)	68.6	90.9	77.9	50.7	82.9	59.9
Female Literacy (over 15 years)	43.6	85.9	69.5	38.3	74.2	49.1
Primary Enrollment/ Girl(s) / Boy Ratio	88.0 0.96	92.0 1.01	57.0 0.92	85.0 0.93	96.0 0.95	42.0 0.83
Secondary Enrollment/ Girl(s) / Boy Ratio	79.0 0.95	81.0 1.03	51.0 0.93	28.0 0.83	37.0 0.91	n.a. n.a.
Youth Literacy (15 – 24 years)	73.2	99.4	93.5	69.5	95.2	79.1
Female Youth Literacy (15 – 24 years)	66.9	99.5	91.6	61.3	93.0	74.2

Source: UNDP (2004) "Human Development Report"

Table 1-23 Trends in Gender Gap in Education (Egypt) (%)

Year	1992	1997	2002
Adult Literacy (over 15 years)	50.0	52.7	68.6
Female Literacy (over 15 years)	35.0	40.5	43.6
Primary Enrollment/ Girl(s) / Boy Ratio	n.a. n.a.	90.6 0.91	88.0 0.96
Secondary Enrollment/ Girl(s) / Boy Ratio	73.0 0.82	70.1 0.88	79.0 0.95

Source: UNDP (2004) "Human Development Report"

- Providing equal opportunities by limiting the differences among recipients of educational services, reducing the regional disparities and providing adequate level of services in remote and deprived areas.
- Encouraging community and private sector participation in providing educational services.
- Activating the role of the civil society associations in order to guarantee the democracy of education, i.e., freedom of thought, expression and participation.
- Supporting the literacy programs as well as eliminating all sources of illiteracy.
- Developing the society's knowledge and skill in order to improve productivity levels.

Six development programs are identified, along with the targets mentioned-above.

- The Literacy Program
- The National Program for Building Schools
- Education Quality Improvement Programs
- Teacher Training Program and Upgrading Teachers' Skills and Qualifications
- Technical Education Development Program
- Higher and University Education Development Program

### (3) Gender Gap at the National Level

The statistics at the macro level show the rise of the literacy rates for women and men respectively. The gender gap has also been



Table 1-24 Gender Disaggregated Adult Literacy Rates (% age 15 and above), Gender Gap, and Movement Rates of the Gender Disaggregated Literacy Rates (%)

UNDP Human Development Report	Women	Men	Gender gap
(1) 1997 Report (Data as of 1994)	36.7	62.6	25.9
(2) 2004 Report (Data as of 2002)	43.6	67.2	23.6
(2) – (1) Movement Rates on Literacy Rates	8.9	4.6	-2.3

Source: UNDP (1997, 2004) "Human Development Report"

narrowing. In comparing the data between the UNDP "Human Development Reports" (1997 and 2004), the literacy rates for women and men have risen up to 8.9% and 4.6% between 1994 and 2002 studied in terms of the adult literacy rates (% age 15 and above) respectively. The gender gap has also reduced 2.3% for these eight years. However, the women's literacy rate is lower than that of men. Moreover, a half of women's population remain illiterate.

Alike the literacy rates, both 9.0% and 5.0% between 1994 and 2002 have risen for women and men respectively regarding the enrollment

rates on the combined primary, secondary and tertiary gross enrollment ratio. The scare of such movement rate for women is more prominent than that of men. The gender gap is narrowing up to 4.0%. At the macro level, the educational field for both women and men has been improved. In this respect, the gender gap tends to narrow.

In categorizing the educational levels; primary, preparatory and advanced schools by gender, firstly the gender gap is identified. Secondly, the enrollment ratios for women

Table 1-25 Gender Disaggregated 'Combined Primary, Secondary and Tertiary Gross Enrollment Ratio', the Gender Gap, and Changes of the Gender Disaggregated 'Combined Primary, Secondary and Tertiary Gross Enrollment Ratio' (%)

UNDP Human Development Report	Women	Men	Gender gap
(1) 1997 Report (Data as of 1994)	63.0	75.0	12.0
(2) 2004 Report (Data as of 2002)	72.0	80.0	8.0
(2) – (1) Movement Rate on Enrollment	9.0	5.0	-4.0

Source: UNDP (1997, 2004) "Human Development Report"

Table 1-26 Gender Disaggregated Enrollment Ratios by Educational Level (%)

Educational Level	Primary	Preparatory	Advanced
Targeted Years Net Enrollment	1995 ~ 1999	1995 ~ 1997	1995 ~ 1997
Female	89.0	70.0	16.0
Male	94.0	80.0	24.0

Source: JICA Planning and Evaluation Department (Nov. 2001) "WID Country Profile in Egypt"

Table 1-27 Gender Disaggregated Drop-Out Ratios in 1998/1999 (%)

Educational Level	Primary	Preparatory
Female	1.21	3.73
Male	0.70	2.65

Source: UN (2000) "CEDAW Report on Egypt"

remain lower than that of men.

Female drop-out rates in the field of primary and preparatory education are higher than those of men. Moreover, the more the levels of education rise, the more the rates of the gender gap widen.

#### (4) Regional Disparities

In addition to gender aspects, regional standpoints may give other kinds of gaps, in

comparison between the urban cities, such as the capital of Cairo and Alexandria, and rural governorates in terms of literacy rates.

The table 1-28 shows women's literacy rate and enrollment ratio by region.

Egypt has its history that it has been developed along the River Nile. Within a governorate, there remain regional disparities between urban and rural areas.

Table 1-28 Literacy Rate and Enrollment Rate by Governorate (%)

Region	Urban Governorates		Lower Egypt	Upper Egypt	Frontiers
Governorate	Cairo	Alexandria	Gharbia	Qena	North Sinai
Adult Literacy Rate (15+) (2002)	85.8	84.2	73.5	52.9	70.2
Female Adult Literacy Rate (15+) (2002)	70.8	69.5	60.7	43.7	59.2
Basic & Secondary Enrollment Ratio % (Total) (2001/2002)	98.1	99.8	94.8	91.3	76.6
Female Basic & Secondary Enrollment Ratio % (Total) (2001/2002)	98.6	99.5	94.3	81.3	72.5
Combined Primary, Preparatory and Higher Enrollment Ratio (2001/2002)	98.1	99.8	94.8	91.3	76.6
Secondary or Higher Education % (2002)	43.5	36.4	31.9	19.1	29.8
Females 15+ with Secondary or Higher Education % (2002)	38.9	33.2	26.7	9.6	22.0

Source: UNDP (2004) "Egypt Human Development Report"

Table 1-29 Female-Male Gaps on Literacy Rates and Enrollment Rates (%)

Region	Urban Governorates		Lower Egypt	Upper Egypt	Frontiers
Governorate	Cairo	Alexandria	Gharbia	Qena	North Sinai
Primary Enrollment (2001/2002)	104.1	105.4	104.1	96.7	110.5
Preparatory Enrollment (2001/2002)	100.6	100.8	99.2	74.7	88.3
Secondary Enrollment (2001/2002)	108.8	107.1	104.8	58.4	74.2

Source: UNDP (2004) "Egypt Human Development Report"

(5) Vocational / Technical Training, and Advanced Education

The program for vocational training and technical improvement is identified one of the economic empowerment activities for women, which is addressed in the gender national plan (2002 – 2007) initiated by National Council for Women (NCW). The budget for this 5 year plan shows 100 thousand US. NCW implements the program with Social Fund for Development (SFD), the private sector and NGOs as its partners. The main four activities are as follows: 1) Women may access to communication and information technology, and learn the skills; 2) NCW may organize meetings for women entrepreneurs to interact with the private sector, business persons, and exporting business institutions; 3) NCW may organize training programs in demand by the labor market, not programs for jobs conventionally acquired by women; and 4) NCW may implement training programs to conduct the quality management to improve its skills.

In looking at the relation between vocational / technical training and women's advanced education, the government emphasizes the expansion of advanced education, rather than the universalization of primary education in the educational policies. So that, the number of female students in the higher education increases. However, those women in relatively rich households tend to face the difficulties of obtaining jobs, due to the governmental policies of the expansion of advanced education and employment. Under such a circumstance of an excess on female educated human resources, NCW has opened the Women Business Development Centre (WBDC) supported by the USAID. The aim of this center is to provide young women graduated from advanced schools with training to acquire skills in demand by today's labor market. Additionally, WBDC provides

counseling to start and manage small enterprises, and useful information on small enterprises and marketing skills, as well as assists women in obtaining useful information to arrange necessary documents to begin small enterprises. Moreover, NCW plays an active role of being as a resource center to link among young women, the private sector, and business institutions.

(6) Perceptions on Gender and Education

According to NSCE field survey, in urban governorates, more male than female respondents were found illiterate whereas in all other regions percentages of illiterate females exceeded that of illiterate males by at least 100%. No respondent in the posh districts of Maadi and Zamalek in Cairo governorate was illiterate or has dropped out after completing basic education. More women than men completed secondary school but female respondents had less often than males the chance to enjoy higher education, except for Manshiet Nasser in Cairo governorate and El Arish city where figures were equal. The highest percentage of respondents who were illiterate or could barely read and write was found in El Arish city (20.0% females (5/25 samples) and 8.0% males (2/25 samples)).

96.3% females and 89.3% males defended equal rights to education in urban governorates, 96.0% females and 86.0% males in Qena governorate. In Gharbiya governorate percentages reached 84.0% and in El Arish city 92.0% for both females and males. 86.9% of Christians and 90.6% Muslims subscribed to the opinion of equal rights in education, 18.0% Christian and 10.0% Muslims thought that boys should be privileged in case of economic constraints.

74.8% indicated that they expect their

Figure 1-6 Educational Levels of Respondents in Urban Governorates

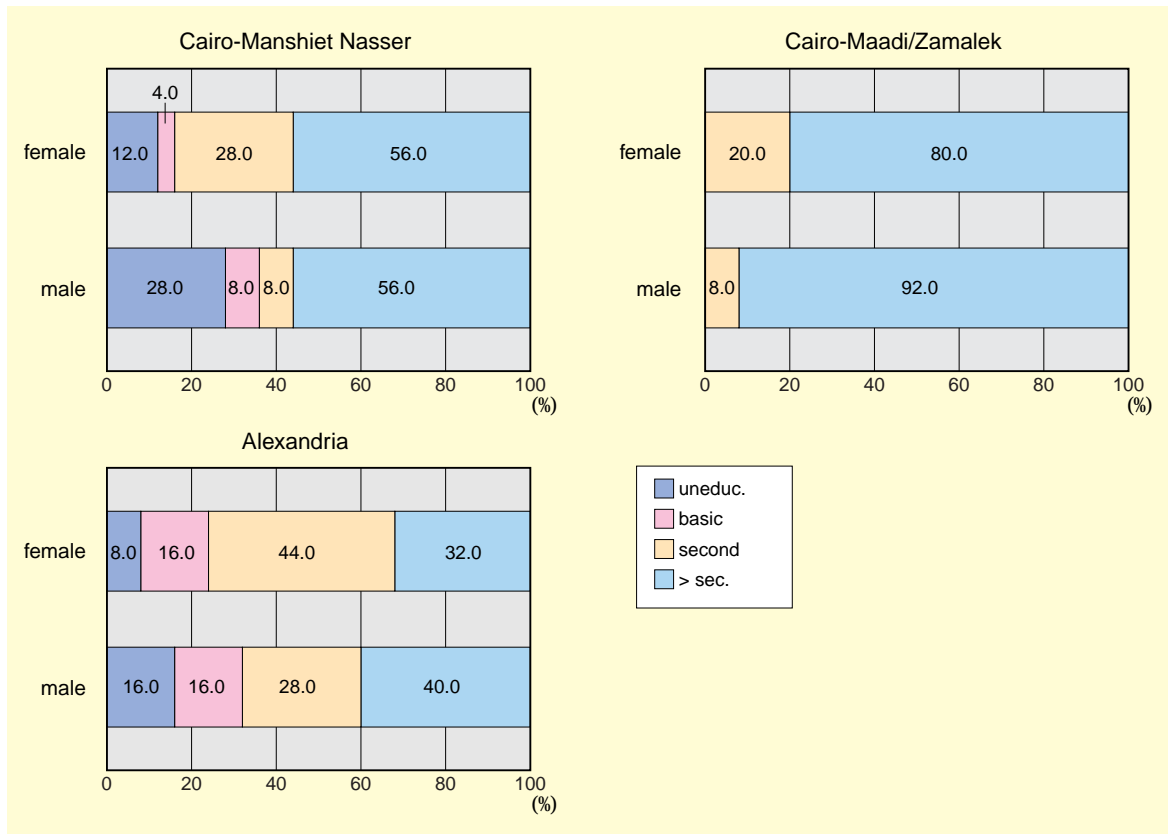


Figure 1-7 Educational Levels of Respondents in Different Regions

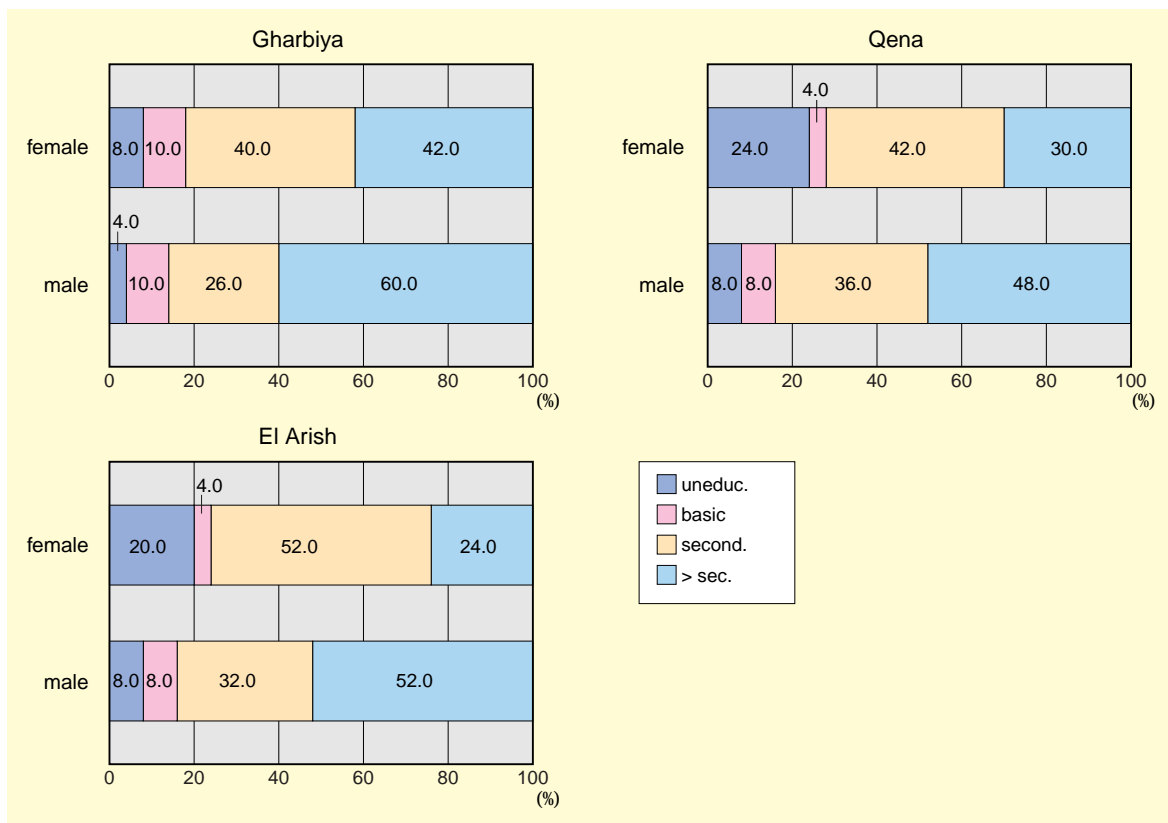


Table 1-30 Opinions on Children's Education by Sex and Region\* (%)

Opinions on Children's Education	Urban Governorates			Gharbiya			Qena			El Arish		
	F	M	T	F	M	T	F	M	T	F	M	T
Same rights to education for boys and girls	96.0	89.3	92.7	84.0	84.0	84.0	96.0	86.0	91.0	92.0	92.0	92.0
Preference of Boys if tight family budgets	4.0	4.0	4.0	6.0	14.0	10.0	22.0	26.0	24.0	16.0	8.0	12.0
Wives should not have higher education than husbands	0.0	1.3	0.7	0.0	0.0	0.0	0.0	0.0	0.0	0.0	4.0	2.0
Good education for girls to support husbands	1.3	4.0	2.7	12.0	8.0	10.0	8.0	2.0	5.0	16.0	8.0	12.0
Girls should be educated to help children in school	2.7	0.0	1.3	8.0	2.0	5.0	14.0	2.0	8.0	16.0	4.0	10.0
Don't know	0.0	4.0	2.0	2.0	4.0	3.0	4.0	4.0	4.0	0.0	0.0	0.0
<b>Number</b>	<b>75</b>	<b>75</b>	<b>150</b>	<b>50</b>	<b>50</b>	<b>100</b>	<b>50</b>	<b>50</b>	<b>100</b>	<b>25</b>	<b>25</b>	<b>50</b>

\*Respondents could choose more than one option.

oldest daughters to continue their education beyond secondary school while 81.0% expected the same for their oldest sons. Increasing the chances of children to improve or at least maintain their current socio-economic status was the single most frequently mentioned reason by both women and men (43.2% and 57.3%), followed by the personal aspirations of children (27.7% and 21.4%). In 75.0% of all respondent households with children at school age, decisions on children's education are made jointly by the children's parents, in 17.4% by the father alone and in 7.1% by the mother alone.

Both female and male participants agreed almost homogeneously that education is a must for both sexes and even more so today due to technological developments and the challenges of modern life. Illiterate women and men pointed to the importance of the practical aspects of education, i.e. to move around, read pharmaceutical prescriptions, fill in forms etc. Participants in four focus groups<sup>15</sup> claimed that it is even more critical to educate girls because "men can find any job but girls have to have

high-level certificates to be able to find decent jobs".

Girls' education as an element of security to cope with crisis was considered increasingly important in view of deteriorating economic conditions that render girls today much more vulnerable than their mothers a generation before. But economic constraints themselves were mentioned by both women and men as a major obstacle to education. Some men in El Arish city and Manshiet Nasser in Cairo governorate only agree to women's higher education if the school is close and gender-segregated.

Similar to opinions articulated in the context of women's paid labor, men tended to focus more on the functional aspects of girls' education whereas female participants emphasized the positive effects on women's personal development. However, the majority of participants of both sexes appreciated that education "opens a woman's mind", "strengthens her personality", "enables her to take the right decisions", "increases a woman's

<sup>15</sup> Females in Manshiet Nasser in Cairo governorate, Alexandria governorate and Qena governorate, and a man in Tanta city.

experience in life and gives her independence” and “enables her to confront problems and support her children in their education”. Men added that educated women could save money, particularly by tutoring classes, and consequently ease the financial burden on their husbands and that educated girls have few difficulties in finding suitable husbands.

Both female and male participants agreed that if women are better educated than their husbands, numerous marital disputes are likely to arise. Men would develop a sense of inferiority (*naqs*) and would always fear that the wife becomes disrespectful and tries to impose her opinion on him. The wife’s higher education is no or less of a problem if a man can compensate the lack of education for good income and strong personality, and if he is secure of his wife’s love and understanding.

#### (7) Remarks

The issues on gender and education are overviewed in the section 1-2-4. Female’s

literacy rate has increased, however, a half of adult women still remains illiterate and gender gap on literacy rate is high of 23.6%. The field survey revealed an opinion that girls need education as well as boys is widely supported. People’s perceptions seem to be influenced by socio-economic changes, since an opinion which modern life requires education rises as a reason for girl’s education. On the other hand, some findings show, for instance, sending their daughters to school near by and to gender-segregated school, a priority on boy’s education if they cannot afford, and arising problems if wife’s educational level is higher than husbands. These perceptions seem to be related to the following matters. 1) Islam has a norm which prevents women’s freedom of movement and hinders women from being exposed by males as we have seen in the section 1-1-3. 2) Gender roles which assign men as a household head, provider and protector was indicated in the section 1-2-2.



Photo 1-2 A Village Girl in the Sinai Peninsula

## 1-2-5 Gender and Communication

(1) Indicators of the Use of Communication Technology UNDP “Human Development Report” (2004) shows accessibility to a means of

communication in Egypt by using the following data: 110 telephone mainlines are available for every 1,000 people; 67 people out of 1,000 own a cellular phone; 28.2 people out of 1,000 use internet; the number of TV sets per 1,000 people accounts to 124. (Table 1-31)

Table 1-31 Diffusion of Communication Technology (per 1,000 people)

Country	Egypt	Jordan	Saudi Arabia	Morocco	Syria	Sudan
Telephone Mainlines	110	127	151	38	123	21
Cellular Mobile Subscriber	67	229	228	209	23	6
Internet Hosts	28.2	57.7	64.6	23.6	12.9	2.6
TV Sets (in 2000)	127	52	316	160	68	n.a.

Source: UNDP (2004) “Human Development Report”

(2) Perceptions on Gender and Communication

### Mass Media and Communication Technology

Almost 100% of all respondents have a TV set at home or regular access to TV with neighbors and relatives. 58.0% reported that they have a satellite TV at home or regularly watch satellite TV programs outside. One third has access to internet, and 42.0% read newspapers regularly.

39.3% of women with the age of 30 and above obtain most information from their parents and relatives, particularly those of female more than male. TV and radio, peers and friends as well as religious institutions are also important sources of information for both females and males. Among all groups, peers are the most important for young women (14.0%). However, they seem not to depend on peers when women grow older. Details are shown in the figure 1-8:

### Interests on Social Issues

The respondents were asked about the

most important social, political and environmental problems in Egypt today and to prioritize the most important problems for Egyptian women and men from their point of view. The results show, water pollution and air pollution, followed by excessive use of fertilizers in agriculture and pollution of public space by garbage as the highest concerns in all age groups regardless of sex. Details are illustrated in the figure 1-9:

Moreover, respondents of all sex and age groups largely agree on unemployment and rising prices as priority problems, followed by poverty and family breakdowns. Wars and terrorism are located at the last place among the top five problems. It is indicated that respondents are most concerned with problems that have a direct impact on their personal lives. Details are shown in the figure 1-10:

### Problems faced by Women

There were few differences among respondents concerning their perceptions of the most important problems of Egyptian

Figure 1-8 Most Important Sources of Information on Gender Issues

(%)

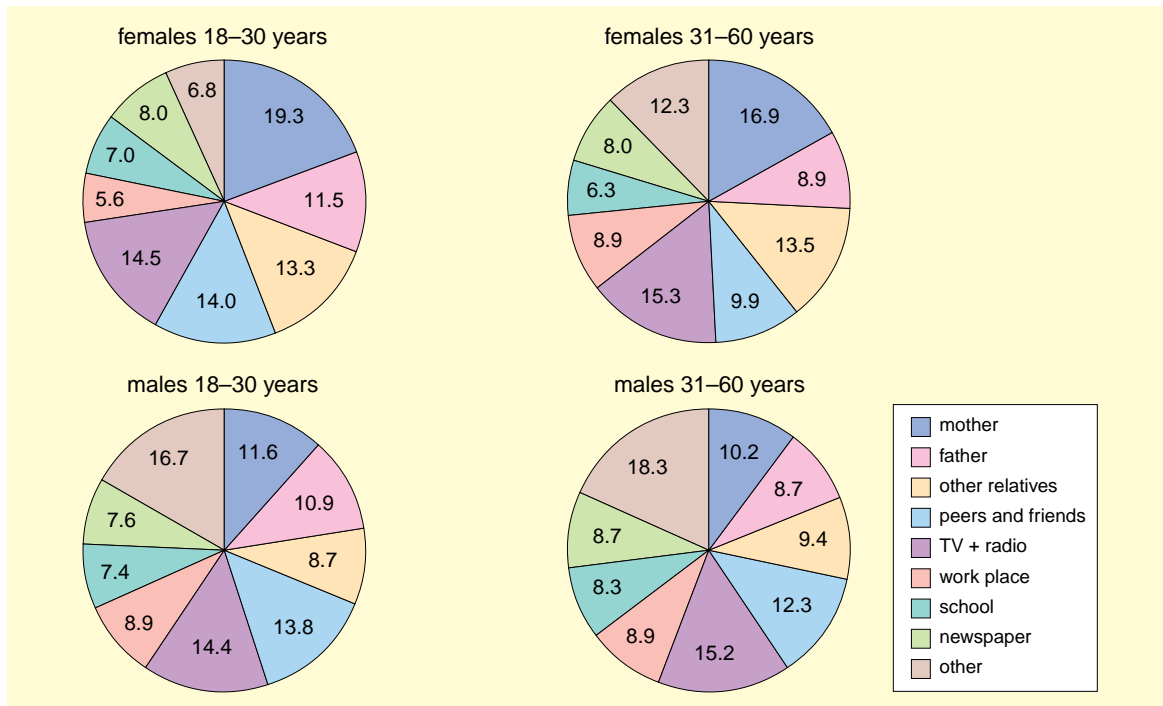
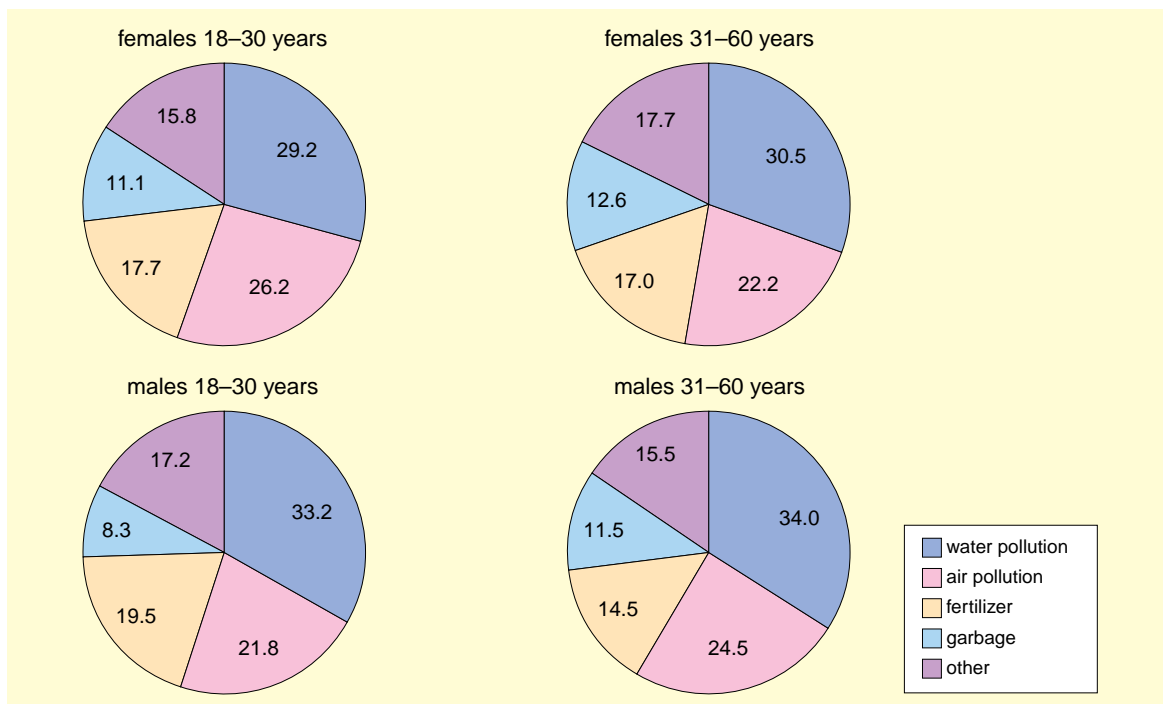


Figure 1-9 Perceptions of Most Important Environmental Problems

(%)



women today. All sex and age groups agreed on the first four priority problems, i.e. finding a suitable marriage partner, high costs of marriage, not being able to realize personal ambitions and inability to meet the expectations

of the spouse. Women tended to give more weight to problems related to realizing personal ambitions. Details are illustrated in the figure 1-11:



Female and male respondents largely agreed on the five highest priority problems of Egyptian men with no significant differences in ranking. With the exception of “feeling

oppressed in marriage” and “harassment in the street/at work” that were not perceived as priority problems of males, male respondents were convinced that the most important

Figure 1-10 Perceptions of Most Important Social and Political Problems (%)

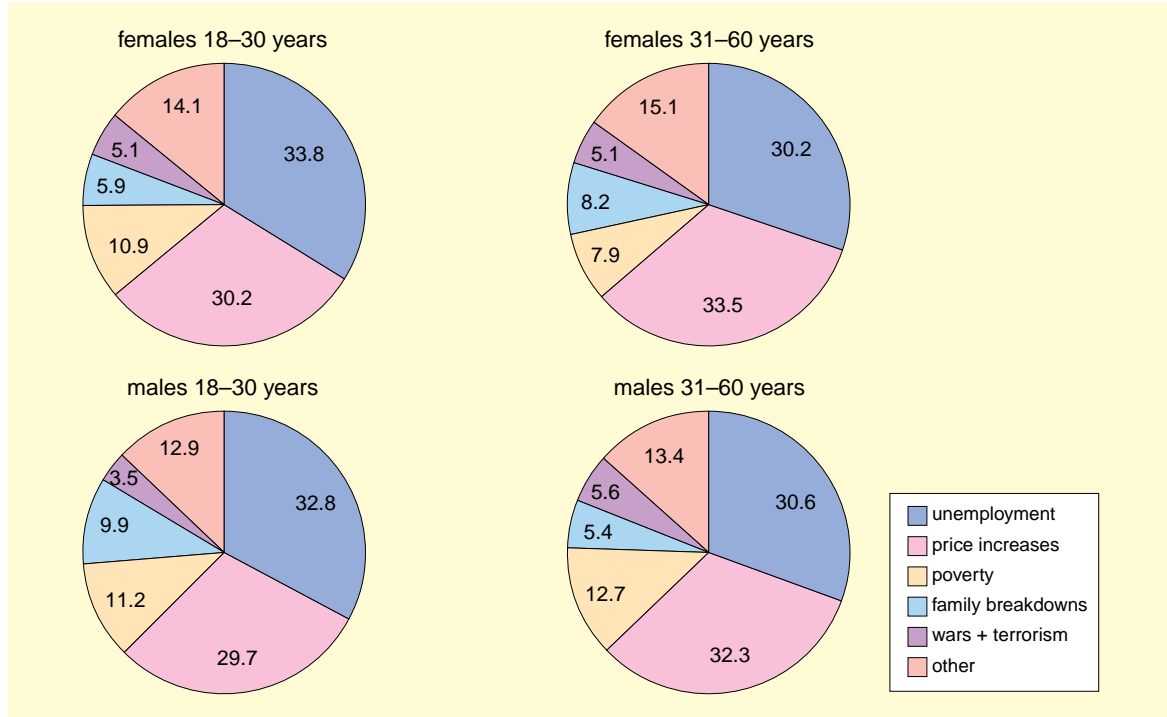


Figure 1-11 Perceptions of Most Important Problems of Egyptian Women Today (%)

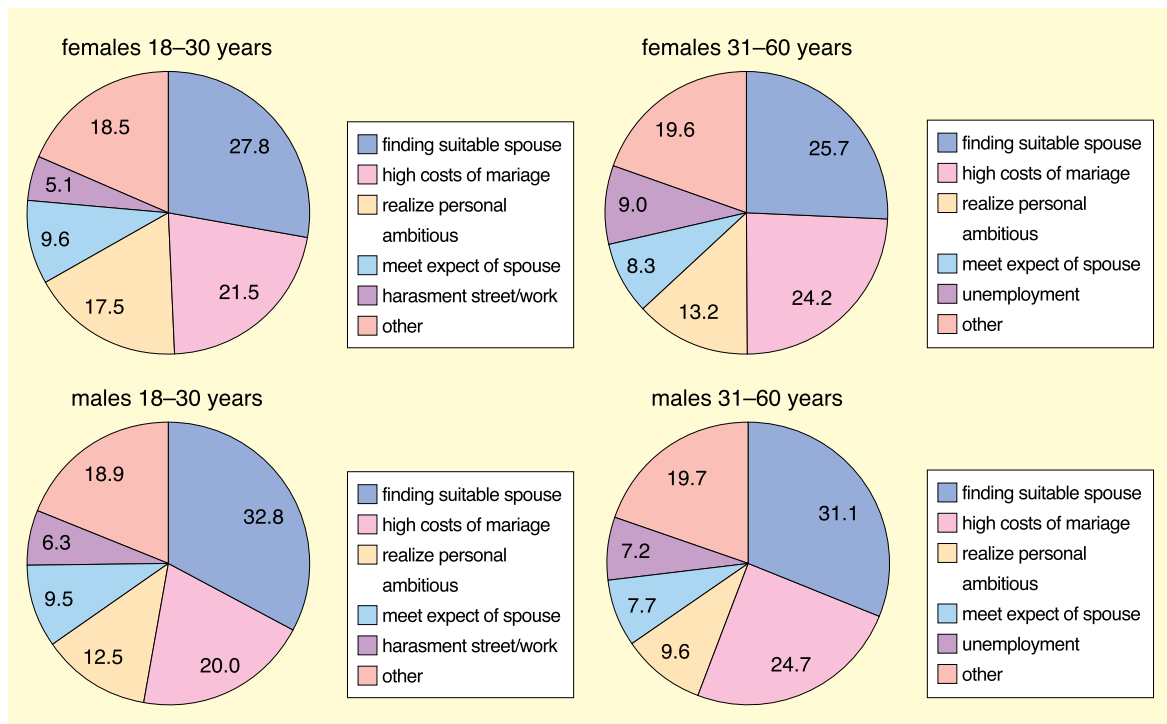
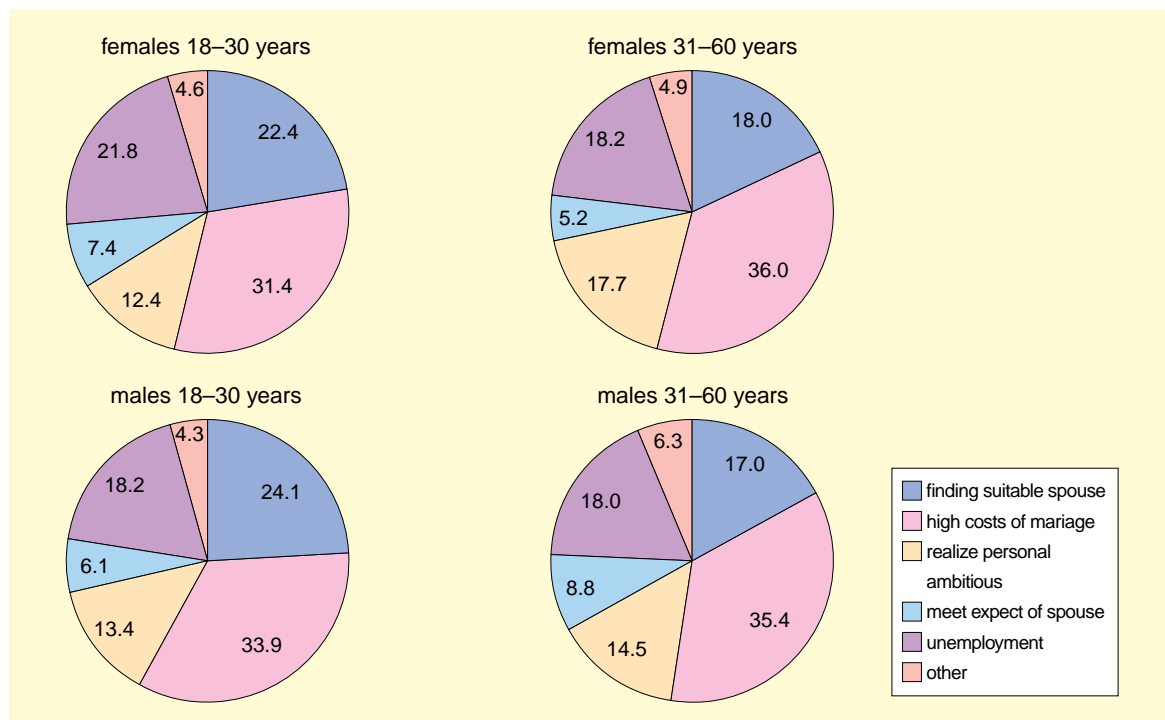


Figure 1-12 Perceptions of Most Important Problems of Egyptian Men Today (%)



problems were similar to those of women. All age groups ranked “unemployment” and “high costs of marriage” higher for men than for women whereas “finding a suitable marriage partner” was given a lower priority. Details are shown in the figures 1-11 and 1-12:

#### Participation in Community Activities

More men are often involved in public and community activities than women. On the other hands twice as many female as male

respondents are involved in donor-sponsored projects. Gender differences were most significant in community service institutions (e.g. parent-teacher councils, youth centers, and cultural centers) as well as religious organizations, political parties and professional syndicates where men’s participation exceeded that of women by at least 50.0%. Detailed results are shown in the table 1-32.

Most families encouraged both female and

Table 1-32 Participation of Respondents in Public and Community Organizations (%)

Organizations	Urban Govenorates		Gharbiya		Qena		El Arish		Total		
	F	M	F	M	F	M	F	M	F	M	T
NGOs, CDAs, CBOs	10.7	8.0	8.0	4.0	24.0	30.0	24.0	44.0	15.0	17.0	16.0
Religious Organizations	9.3	12.0	16.0	16.0	30.0	36.0	12.0	20.0	16.5	20.0	18.3
Community Service Institutions	4.0	1.3	6.0	6.0	8.0	34.0	12.0	24.0	6.5	13.5	10.0
Donor-sponsored Projects	2.7	0.0	2.0	0.0	4.0	4.0	4.0	4.0	3.0	1.5	2.3
Political Parties	1.3	1.3	16.0	18.0	12.0	28.0	16.0	16.0	9.5	14.0	11.8
Professional Syndicates	10.7	17.3	34.0	40.0	22.0	40.0	12.0	24.0	19.5	29.0	24.3
<b>Number</b>	<b>75</b>	<b>75</b>	<b>50</b>	<b>50</b>	<b>50</b>	<b>50</b>	<b>25</b>	<b>25</b>	<b>200</b>	<b>200</b>	<b>400</b>

Table 1-33 Attitude of Family towards Participation in Public and Community Organizations (%)

Attitude of Family	Urban Governorates			Gharbiya			Qena			El Arish		
	F	M	T	F	M	T	F	M	T	F	M	T
Encourage participation	72.0	78.7	75.3	42.0	50.0	46.0	84.0	66.0	75.0	76.0	72.0	9.3
No opinion	16.0	14.7	15.3	36.0	42.0	39.0	8.0	24.0	16.0	12.0	16.0	1.8
Had to be convinced	2.7	2.7	2.7	16.0	8.0	12.0	2.0	0.0	1.0	0.0	8.0	0.5
Object	9.3	4.0	6.7	6.0	0.0	3.0	6.0	10.0	8.0	12.0	4.0	1.0
<b>Number</b>	<b>75</b>	<b>75</b>	<b>150</b>	<b>50</b>	<b>50</b>	<b>100</b>	<b>50</b>	<b>50</b>	<b>100</b>	<b>25</b>	<b>25</b>	<b>400</b>

male respondents to have the membership of public and community organizations. Females enjoyed more support than males in Qena governorate and El Arish city, whereas in Gharbiya governorate and urban governorates support was higher for males. Details are shown in the table 1-33.

### (3) Women's Freedom of Movement

Participants in all focus groups, both female and male, agreed that women and girls should enjoy freedom of movement as long as this does not lead to *inhiraf* (moral deviation). The interpretation of *inhiraf* varies in practice. While some participants favored unrestricted freedom during a day as long as women do not neglect their domestic duties, others agreed to girls'/women's leaving the house only if they have a socially accepted purpose such as education or visits to relatives. In poor, and rural areas, with low income going out with boys was widely considered to be suspicious or even *'eib* (shame) because girls would risk their reputation.

Many participants were convinced that girls need to enrich their life experiences coping with modern life but felt ambiguous about giving girls too much freedom. Both women and men mentioned the influence of modern media such as satellite TV and Internet which has increased acceptance of women's movements in public but

has allegedly also spoiled the morals of many young men. As a consequence, girls were reported to face constant harassment and also to be lured into socially unacceptable doings. Mothers across focus groups felt responsible for supporting and guiding their daughters. Many participants were convinced that a good upbringing (*tarbiya*) was the best protection for a girl. Participants from wealthy districts pointed to the benefits of mobile phones that allow them for constant contact and immediate support in case of problems.

Men insisted women/girls to obtain permission from the husband/father before they leave the house. In the absence of the father, the rights to give permission can be transferred to the mother or a son. Many insisted on their rights to prohibit women's movements outside the house and this often became the cause for disputes. Men also have their rights to give or deny permission and to punish women in case of disputes<sup>16</sup>.

### (4) Remarks

The section 1-2-5 overviewed the issues on gender and communication. It was revealed that both women and men have access to various sources of information such as TV, satellite TV. The internet and mobile phone have become popular. Women become familiar with matters happening outside of their area of

<sup>16</sup> Women largely agreed with men as far as girls were concerned but less so for themselves. A number of women pointed out that although they do ask for permission (*yista'zin* - which also means: "excuse oneself"), this act is considered as giving information rather than getting permission in a narrow sense.

movement with taking advantages of those modern media like satellite TV and the internet, although women are restricted their freedom of movement. Both women and men are interested in social problems related to family life and costly marriage, as the section 1-1-3 indicates that women's movement requires male family's permission within a norm of Islam, *Maffram*. However, the permission is recognized as a simply 'information' or 'message' instead of 'permission'.

## 1-2-6 Gender and Health

### (1) Health Indicators

Referring to "State of World Population" (2004) issued by UNFPA, average life expectancy in Egypt is 71 years for women against 66.7 years for men. Infant mortality is 41/1,000 births while maternal mortality amounts to 84/100,000 births. Total fertility rate per woman is estimated to be 3.29 (2000 – 2005). 56.0% of Egyptians practice birth control in some

Table 1-34 Health Indicators

Country	Egypt	Jordan	Saudi Arabia	Morocco	Syria	Sudan
Life Expectancy M/F (years)	<b>F 71.0</b> <b>M 66.7</b>	F 72.5 M 69.7	F 73.7 M 71.1	F 70.5 M 66.8	F 73.1 M 70.6	F 57.1 M 54.1
Infant Mortality Rate (per 1,000 live births)	<b>41</b>	24	21	42	22	77
Maternal Mortality Rate (per 100,000 live births)	<b>84</b>	41	23	220	160	590
Total Fertility (per woman)	<b>3.29</b>	3.57	4.53	2.75	3.32	4.39
Contraceptive Prevalence (any method)	<b>56.0%</b>	56.0%	32.0%	50.0%	36.0%	8.0%
Contraceptive Prevalence (modern method)	<b>54.0%</b>	39.0%	29.0%	42.0%	28.0%	7.0%
HIV Prevalence (M/F)	<b>M 0.1%</b> <b>F &lt; 0.1%</b>	n.a.	n.a.	n.a.	M 0.1% F < 0.1%	M 1.9% F 2.6%
Access to Safe Water	<b>97.0%</b>	96.0%	95.0%	80.0%	80.0%	75.0%

Source: UNFPA (2004) "State of World Population"

Table 1-35 Trends in Health (Egypt)

Year	1992	1997	2002
Life Expectancy M/F (years)	F 62.1 M 59.7	F 67.9 M 64.7	F 71.0 M 66.7
Infant Mortality Rate (per 1,000 live births)	58	54	41
Maternal Mortality Rate (per 100,000 live births)	300	170	84
Total Fertility Rate (per woman)	4.2	3.4	3.29
Contraceptive Prevalence (any method)	42.0%	55.0%	56.0%
Access to Safe Water	88.0%	87.0%	97.0%

Source: UNFPA (2004) "State of World Population"

ways whilst 54.0% use modern methods for contraception<sup>17</sup>.

#### Total Fertility Rate

NCW submitted an official report to the Beijing + 10 meeting<sup>18</sup> on the achievement and challenges in promoting gender equality and women's empowerment in Egypt during a decade after the Beijing conference. According to the report which mentions progress in health sector, total fertility rate per woman has been curtailed from 4.7 in 1995 to 4.2 in 2000. The report assumes the increase in the average age of marriage and the use of contraceptives in recent years to be major contributing factors to this fertility decline.

EIDHS (Egyptian Interim Demographic Survey) points out proximate determinants of fertility decline in Egypt other than contraception: age at first marriage; age at first birth; length of the birth interval; and teenage

pregnancy. The relevant indicators to these factors extracted from the survey are shown in the table 1-36. Regarding teenage pregnancy and motherhood, the age group between 15 and 19 for girls is surveyed in different governorates. In rural areas, the proportion of teenagers who have begun childbearing is more than double as many as that of urban teens. A teen beginning childbearing is likely to relate to both her educational level and the level of wealth. 19.8% of girls who had no educational opportunity, and 3.9% of those who completed primary school have already experienced childbearing. The level of teenage motherhood among women in the lowest wealth quintile is 21.8%, about six times the level observed among young girls in the highest wealth quintile (3.6%).

#### Family Planning

According to the report of "EIDHS" (2003),

Table 1-36 Health Indicators Relevant to Fertility Rate in Egypt

Region	Urban Governorates	Lower Egypt Urban	Lower Egypt Rural	Upper Egypt Urban	Upper Egypt Rural
Total Fertility Rate (1990–1992) (2000–2003)	2.7 2.3	2.8 2.8	4.1 3.2	3.6 2.9	6.0 4.2
Age at First Marriage (years) <sup>19</sup>	22.3	21.7	19.3	21.0	17.7
Age at First Birth (years) <sup>20</sup>	24.0	23.6	21.2	23.1	20.4
Birth Interval (months) <sup>21</sup>	25.1	28.2	28.8	27.7	36.2
Teenage Pregnancy <sup>22</sup>	3.3%	4.9%	9.7%	6.8%	11.3%

Source: EIDHS (2003) "Egyptian Interim Demographic Health Survey"

<sup>17</sup> Modern methods of contraception include female and male sterilization, IUD, the pill, injectables, hormonal implants, condoms and female barrier methods.

<sup>18</sup> "Member States to the Questionnaire on Implementation of the Beijing Platform for Action and the Outcome of the Twenty-Third Special Session of the General Assembly" UN Department of Economic and Social Affairs, division for the advancement of women.

<sup>19</sup> Median age at first marriage among women 25 – 49 years

<sup>20</sup> Median age at first birth among women age 25 – 29 years

<sup>21</sup> A birth interval is referred to the period of time between two successive live births. The result shows the average among women with the age of 24 – 35.

<sup>22</sup> Percentage of women age 15 – 19 who are mothers or pregnant with their first child

a series of family planning programs and awareness raising campaigns with mass media have been implemented in Egypt for about 40 years. As a result, the idea of family planning is now widely shared among Egyptian households. "EDHS" (2003) researched on the prevalence of contraception: on the use of modern contraceptives as well as the

prevalence of traditional birth control methods. The result is shown in the table 1-37.

#### Early Childhood Health

Infant and under-five mortality varies by socio-economic differential, such as mother's educational attainment and the level of wealth, as well as a place of residence.

Table 1-37 Current Use of Family Planning Methods<sup>23</sup> (%)

Region	Urban Governorates	Lower Egypt Urban	Lower Egypt Rural	Upper Egypt Urban	Upper Egypt Rural
Total of Any Modern Methods	64.5	62.2	62.5	56.0	41.0
Pill	9.4	13.4	8.0	10.7	8.2
IUD	46.4	40.5	41.9	37.8	20.6
Injection	5.0	4.5	10.3	4.8	10.2
Diaphragm	0.1	0.0	0.0	0.2	0.0
Condom	1.5	1.4	0.4	1.3	0.7
Female Sterilization	1.4	1.6	0.8	0.6	0.5
Implant	0.7	0.7	1.0	0.7	0.9
Any Traditional Method <sup>24</sup>	4.0	4.1	2.3	3.8	3.8

Source: EIDHS (2003) "Egyptian Interim Demographic Health Survey"

Table 1-38 Early Childhood Mortality by Region (%)

(per 1,000 live births)	Urban Governorates	Lower Egypt Urban	Lower Egypt Rural	Upper Egypt Urban	Upper Egypt Rural
Infant Mortality	26.3	33.4	44.3	45.1	58.3
Under-5 Mortality	33.5	40.8	52.5	56.3	73.4

Source: EIDHS (2003) "Egyptian Interim Demographic Health Survey"

Table 1-39 Early Childhood Mortality and Mother's Educational Level (%)

(per 1,000 live births)	No Education	Some Primary	Primary Complete or Some Secondary	Secondary Complete or Higher
Infant Mortality	57.3	52.6	43.6	28.6
Under-5 Mortality	73.4	62.2	53.3	32.2

Source: EIDHS (2003) "Egyptian Interim Demographic Health Survey"

Table 1-40 Early Childhood Mortality and the Level of Household Wealth (%)

(per 1,000 live births)	Lowest Quintile	Second Quintile	Middle Quintile	Fourth Quintile	Highest Quintile
Infant Mortality	65.0	45.3	43.1	37.1	27.6
Under-5 Mortality	83.8	56.9	50.7	44.4	32.0

Source: EIDHS (2003) "Egyptian Interim Demographic Health Survey"

<sup>23</sup> Currently used method for family planning by married women with the age of 15 – 49.

<sup>24</sup> Traditional methods include periodic abstinence, withdrawal and prolonged breastfeeding.

### Maternal Mortality

Maternal mortality rate is fluctuated by the place of residence, referring to UNDP “Egypt Human Development Report” (2004) (Table 1-41).

The table shows regional differences in the

percentage of births assisted by medical personnel, and the percentage of births taking place in a health facility (EIDHS, 2003). Looking at other characteristics, the likelihood of medically assisted birth is subject to the level of mother’s education and also the wealth index.

Table 1-41 Maternal Mortality by Region

	Cairo	Lower Egypt	Upper Egypt	Frontier Governorates
Maternal Mortality (per 100,000 live births)	100.9	47.1	70.1	57.1

Source: UNDP (2004) “Egypt Human Development Report”

Table 1-42 Medically assisted Deliveries by Region (%)

	Urban Governorates	Lower Egypt Urban	Lower Egypt Rural	Upper Egypt Urban	Upper Egypt Rural
Assisted by medical provider	90.2	91.0	70.9	77.4	47.6
Delivered in a health facility	82.5	81.0	59.8	69.1	36.0

Source: EIDHS (2003) “Egyptian Interim Demographic Health Survey”

Table 1-43 Medically assisted Deliveries by Mother’s Educational Level (%)

	No Education	Some Primary	Primary Complete or Some Secondary	Secondary Complete or Higher
Assisted by medical provider	47.8	62.9	71.4	88.6
Delivered in a health facility	38.5	52.2	59.5	78.0

Source: EIDHS (2003) “Egyptian Interim Demographic Health Survey”

Table 1-44 Medically assisted Deliveries by Wealth Index (%)

	Lowest Quintile	Second Quintile	Middle Quintile	Fourth Quintile	Highest Quintile
Assisted by medical provider	43.2	55.5	73.1	86.2	95.0
Delivered in a health facility	33.8	45.0	61.2	74.5	87.3

Source: EIDHS (2003) “Egyptian Interim Demographic Health Survey”

## (2) National Policy on Health

According to “The Fifth Five-Year Plan for Socio-Economic Development 2002 – 2007” (2002) by the Government of Egypt, there are four major goals in the health sector:

- Upgrading the level of health services and improving their indicators;
- Achieving fair distribution of services and reducing the discrepancies between urban and rural areas;
- Reducing the health services costs in order

to comply with the levels of income as well as free provision of such services for the poor; and

- Achieving a balance between the expenditure in curative health services and preventive health services.

In order to attain these objectives, the Plan embraces the following policies:

- Providing the necessary investments for enhancing basic health care programs and treatment services in different governorates, and meanwhile achieving a fair distribution of health services; and
- Extending the comprehensive health insurance system in order to cover all citizens.

### (3) Perceptions on Family Planning

#### Reproductive Health

Family planning was considered important by the majority of both female and male participants. A number of participants preferred spacing children to fertility control or

prevention of pregnancy. Almost all participants mentioned economic reasons and the costs of children's education as their primary concern, closely followed by concerns for women's health. Some mentioned that men may threaten women with divorce either because they take or don't take contraceptives according to husbands' wishes. Both women and men had different opinions concerning who should decide on family planning. The majority favored joint decisions while some women and men left decisions on childbearing to husbands. Some female participants insisted on family planning being the decision of women.

Within the categories of those who have both girls and boys or only girls, the percentage of respondents who want more boys is higher than that of those who want more girls. 57.8% of those who have both girls and boys want more boys, while 15.6% of them want girls. 51.6% of those who have only girls want more boys, while 12.9% of them want girls. Those who want children regardless their sex reached 26.7% for those who have girls and

Table 1-45 Preferred Sex of More Children

Has and wants children as follows	Female		Male		Total	
	No.	%	No.	%	No.	%
Has no children, wants boys	9	4.5	11	5.5	20	5.0
Has no children, wants girls	3	1.5	3	1.5	6	1.5
Has no children, but wants regardless of sex	62	31.0	86	43.0	148	37.0
Has boys, wants girls	14	7.0	9	4.5	23	5.7
Has boys, wants boys	—	—	2	1.0	2	0.5
Has boys, wants more regardless of sex	7	3.5	8	4.0	15	3.8
Has girls, wants girls	3	1.5	1	0.5	4	1.0
Has girls, wants boys	10	5.0	6	3.0	16	4.0
Has girls, wants more regardless of sex	5	2.5	6	3.0	11	2.8
Has both, wants girls	4	2.0	3	1.5	7	1.8
Has both, wants boys	15	7.5	11	5.5	26	6.4
Has both, wants more regardless of sex	8	4.0	4	2.0	12	3.0
Has children, number+sex of children as desired	44	22.0	38	19.0	82	20.5
Has children, wanted less than actual number	11	5.5	9	4.5	20	5.0
Has no children, and does not want children	5	2.5	3	1.5	8	2.0
<b>Total</b>	<b>200</b>	<b>100.0</b>	<b>200</b>	<b>100.0</b>	<b>400</b>	<b>100.0</b>





Photo 1-3 Aluminum Hospital in Naga Hammady, Qena Governorate

boys, while 35.5% of those who have only girls. 57.5% of respondents who have only boys want girls for the next born, while 5.0% of them want boy, and 37.5% of them do not mind the sex.

More than one third wanted to limit the total number of children to two; another quarter to three children. 20.5% of respondents indicated the ideal number with four and 12.0% preferred even more than four children. The preferred number of children was lowest in urban governorates, followed by Gharbiya governorate, Qena governorate and El Arish city. For 31.0% in Qena governorate, the ideal number of children was three, for 26.0% it was four children and 29.0% wanted more than four children. 58.0% of respondents in El Arish city indicated four children as the ideal number.

#### (4) FGM

##### FGM Practices

According to “EIDHS: Egyptian Interim Demographic Health Survey” (2003), FGM is a widespread practice in Egypt. Girls are likely to face FGM practices at the age between 7 and 12. This study revealed that 97.0% of the ever-married women had been circumcised. 47.0% of the mothers who live with their daughters

already practices at least one of their daughters circumcised or 31.0% of those mothers intended to have a daughter circumcised in the future. The place of residence is associated with the likelihood that a daughter will be circumcised. 57.0% of women in the urban governorates and 91.0% of women in rural Upper Egypt have already their daughters practiced FGM. Women with no education are the most likely to have a daughter circumcised. Among highly educated women, 20.0% of them have their daughter circumcised and 33.0% of them have a plan for their daughters to be circumcised. EIDHS obtained information from women who said their daughters would not be circumcised about the reasons for their attitude as follows. 61.0% of them simply did not believe in the practice; 42.0% of them expressed concern about potential health complications; and 20.0% of them saw that the practice is against religion.

EIDHS (2000) obtained additional information about women’s attitudes about whether the practice of FGM should be continued or not. 71.1% of respondents said that FGM should be continued. The percentage of this attitudes differ according to the place of residence, 50.5% in Urban Governorates, 58.2% in urban Lower Egypt, 79% in rural Lower

Egypt, 64.8% in urban Upper Egypt and 82.5% in rural Upper Egypt. Women's educational level is also a marked difference. 50.5% of women with a secondary or higher education said that FGM should be continued, compared to 87.4% of women with no education. Looking at the relationship with the wealth index, 44.8% of women in the highest wealth quintile support FGM practice, compared to 87.1% of women in the lowest wealth quintile. EIDHS (2003) asked that how women obtain information about FGM. 86.3% of women have heard about FGM on TV. On the other hand, 20.4% of women obtained information from radio followed by newspaper or magazines (11.5%), at mosque or church (3.8%), and in a community meeting (2.2%). Also 56.8% of respondents have discussed FGM with a family members, friends or neighbors. EIDHS (2003) obtained information about whether respondents agreed or disagreed with various beliefs about FGM. This study shows as follows. 72.2% of women agreed that FGM is an important part of religious tradition. 64.3% of them feel that the

husband prefers the wife to be circumcised. 46.7% of women agree that FGM prevents adultery. 32.4% of them believe that FGM lessens sexual satisfaction for a couple. 28.1% of them agreed with the statement that FGM can cause severe complications that may lead to a girl's death. 7.5% of women believe that FGM cause infertility. Lastly, 5.9% of them agree that FGM makes childbirth difficult.

According to EIDHS (2003), the prevalence of FGM practice<sup>25</sup> is approximately 97.0% in Egypt, regardless of geographical differentials, educational level, and economic status.

#### Perceptions on FGM

FGM turned out to be the most controversial issue in focus group discussions. Female participants were much divided in opinion and many felt uncertain about "the right decision". Arguments used to defend that FGM focused on the necessity to tame a girls' sexual desire, tradition and customs, religion, protection of girls' reputation, the honor of the family, and fears that uncircumcised girls

Table 1-46 Prevalence of FGM Practices by Region (%)

	Urban Governorate	Urban Lower Egypt	Rural Lower Egypt	Urban Upper Egypt	Rural Upper Egypt
FGM Prevalence	91.3	96.3	99.1	97.8	98.6

Source: EIDHS (2000) "Egyptian Interim Demographic Health Survey"

Table 1-47 Prevalence of FGM Practices with Mother's Educational Level (%)

	No Education	Some Primary School	Primary School Complete	Secondary Education
FGM Prevalence	99.1	98.9	98.1	93.7

Source: EIDHS (2000) "Egyptian Interim Demographic Health Survey"

Table 1-48 Prevalence of FGM Practices with Economic Status (%)

	Lowest Quintile	Second Quintile	Middle Quintile	Fourth Quintile	Highest Quintile
FGM Prevalence	99.0	99.2	98.9	97.5	90.8

Source: EIDHS (2003) "Egyptian Interim Demographic Health Survey"

<sup>25</sup> Prevalence rate with the age between 15 and 49.

would not find a husband. Women in particular, were very concerned about their responsibility to guide their daughters into happy marriage. Many of them felt uneasy with FGM. However, they perform the operation unwillingly out of fear that their daughters would not find a suitable husband. A number of participants referred to cases. For instance, husbands sent their wives back after the wedding night because they were not circumcised. Religion was both used to defend and to reject FGM. Many Christian and some Muslim participants labeled FGM as *haram*, i.e. prohibited by religion, while other Muslim participants insisted that FGM be a must in Islam. A number of participants referred to the West as a negative role model with FGM being one crucial instrument to prevent girls from following Western customs and “walking with open hair”, i.e. being too easy with men.

On the contrary, many referred in this context to health hazards of FGM but also to negative psychological consequences and the danger of frigidity. A number of women reported that they had already circumcised one daughter but were reluctant to circumcise their younger sisters. Many wanted to consult physicians for advice and leave the decision to them. Girls seemed to remember their own experiences and fears. Some of them opted quite vehemently for abandoning FGM because of health hazards and psychological trauma involved.

Some male participants in Alexandria governorate and Qena governorate argued as follows. FGM has become more necessary than ever to protect the young generation's morale in the face of deteriorating economic conditions. Because of that, age at first marriage has rise. So that legitimate sexual relations are considerably delayed. Opinions among women varied as to whether FGM is a must, or whether

it should be performed only “if the girl needs it”. Many women were convinced that a good upbringing is today the best protection for girls. Because it is increasingly difficult to control the young generation's movements and behaviors.

#### (5) Remarks

Issues on gender and health are outlined in the section 1-2-6. Family planning programs have been widespread in Egypt. The total fertility rate has declined from 4.7% in 1995 to 4.2% in 2000, further, 3.29% in 2004. This figure is lower than that of other Arab-Islamic countries. The maternal mortality rate has significantly declined from 300 in 1992 to 84 in 2002. In addition, other health related indicators such as infant mortality rate and use of contraceptive methods rate have been improved. However, there are disparities by region, as well as educational and economic level. The diffusion of family planning has also influenced perceptions among people. Regarding FGM, approximately 70.0% of female respondents support FGM practices. However, their different attitudes toward FGM practices are found by region; 50.0% in Urban Governorates responded that FGM practices should be continued while 85.0% in rural areas in Upper Egypt. Looking at the prevalence rate of FGM practices, however, about 97.0% of Egyptian women have been practiced regardless of regions, educational levels, and economic status. Both persons who are for and against FGM practices look for justification of their claims on the interpretation of their religion. An appropriate marriage is crucial in Egypt. So that mothers are expected to raise their daughters and lead them to appropriate marriage. Some focus group discussions revealed mothers' feelings as follows. They do not want their daughters to be practiced FGM. However, they should fulfill their role of mothers to do so. Therefore, they want to leave

the decision to religion or doctors.

### 1-2-7 Violence against Women

#### (1) Reality of Violence against Women

According to the responses to the questionnaire on Implementation of the Beijing Platform for Action prepared for the Beijing plus 10 conference by NCW (2004), it is difficult to assess the nature and extent of the phenomenon of violence against women in Egypt, due to lack of credible and accessible data.

EDHS: Egypt Demographic and Health Survey (1995) which includes 7,000 married women ranging from fifteen to forty-nine years old found that one out of three married women have been beaten at least once since marriage. Of those women, 45.0% were beaten at least once in the past year and 17.0% were beaten three or more times during the same period. 40.0% of women between the ages of fifteen to nineteen and 20.0% of women forty to forty nine years old reported being beaten during pregnancy. Women with only a primary school education or no education were three or more times more likely to be abused as compared with women had completed secondary or higher education. This survey also found that husbands were justified in beating their wives under certain circumstances. 70.0% of women between the ages of fifteen to forty-nine said that violence was justified if a women's talk back' to their husbands, 65.0% said a beating was justified for talking to another man, 42.0% for spending too much money, 26.0% for burning dinner, 50.0% for neglecting the children.

Research results as well as other reports concerning violence against women in Egypt reveal the most prevalent violence against women is battering/beating at home. Wife battering seems to be widely practiced in all

parts of Egypt, but the prevalence looks like to be higher in rural areas. Although wife battery is ground for divorce and imprisonment in Egypt, many women do not report cases of domestic violence to the police. According to the research, these violent acts are criticized by both women and men, but 30.0% of questionnaire respondents believe that such violent acts can be justified under certain circumstances, such as wife's persistent refuse to obey her husband, misconduct or doubtful behavior, not decent dressing, etc.

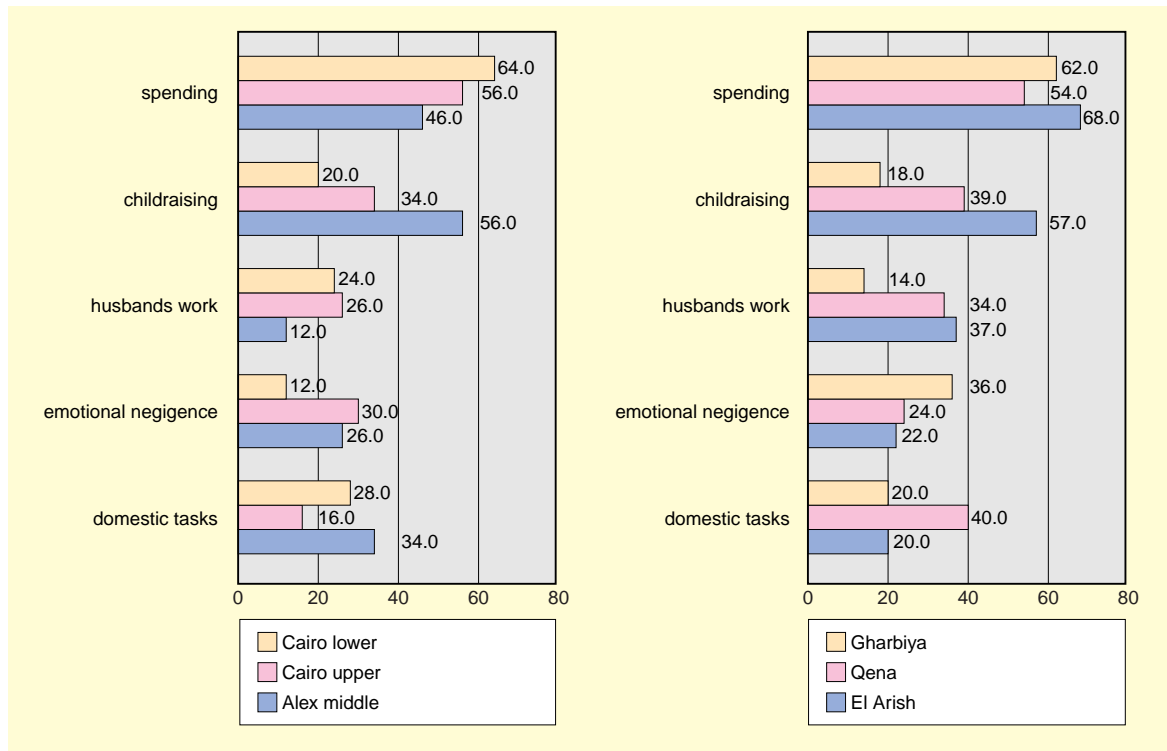
According to OMCT: The World Organization Against Torture (2001) report, there are also cases of marital rape and honor killing. Honor killing is declining but do still exist in rural parts of Egypt. Marital rape is, according to the current Egyptian law, not criminal act and cannot be charged. In addition, Egyptian legal and constitutional framework do not seem to be practiced as indicated. It means that even if female victims of violence report to police or charge a case against her husband, the judgment is often more preferable to men than to women. It is also reported that mass media, especially TV programs, played an important role to justify men's violence against women.

#### (2) Perceptions on Violence against Women

##### Conflicts and Disputes among Women and Men

Results suggest that disputes among husband and wife evolve predominantly around the issues of spending household resources (mentioned by 59.0%), followed by the way of raising children (37.3%), work and income of husband (24.5%), management of domestic tasks (26.3%), emotional negligence (25.0%), treatment of the spouse (22.8%), number of children (12.0%) as well as movements and behavior of husbands in public (11.5% and 9.8% respectively) (Figure 1-13).

Figure 1-13 Most Frequently mentioned Issues Leading to Disputes among Spouses (%)



Women tend to turn to women for support and advice in case of disputes, and men prefer to turn to men. Parents are the primary source of support for women (mothers mentioned by 47.0% and fathers by 32.5%) whereas males turn almost equally often to fathers (34.5%), *sheikhs* or priests (34.0%), close male friends (33.5%) and mothers (28.0%) with all other sources of support and advice being less important. Sisters play an important role for women (26.0%).

**Acceptance of Violence against Women**

Violence against women has been condemned by the majority of respondents across all groups. Altogether 69.5% of all respondents said that they do not accept wife beating at all. However, 27.0% did not object in principle, either because “wife beating is normal, all husbands do it” (4.5%) or they accepted on condition that it is “not too hard” (7.3%) or if the wife “neglects her domestic duties” (9.3%), “leaves the house without permission” (7.3%), “does not obey the

husband” (10.3%) or in case of “indecent dress or behavior” (2.0%). This means that one out of every 10 respondents agrees that acting against traditional notions of gender roles - i.e. women’s being responsible for domestic tasks and having to accept men’s right to impose their will on women - can be sanctioned with violence.

In most focus group discussions, violence was referred to both as a symbol of men’s power and strength. Almost all participants agreed that beating and other insults as well as shouting and ironic remarks are forms of violence. Other acts defined as violent behavior include preventing a wife to leave the house, particularly if she wants to visit her family, preventing wives and daughters from working, depriving girls of education, stopping to pay for the household, threatening to divorce, to throw out of the house and to beat up, preventing women from meeting and talking with others, performing FGM and forcing a girl to marry a man whom she does not want.

Table 1-49 Condemnation of Wife Beating by Sex, Area, Age and Education (%)

Sub-Group	F	M	Sub-Group	F	M
Cairo Lower	72.0	92.0	18–25 years	71.2	70.0
Cairo Upper Middle/ Upper	96.0	76.0	26–40 years	77.4	66.7
Alexandria Middle	84.0	68.0	41–60 years	83.7	60.4
Gharbiya	78.0	76.0	Uneducated	64.4	
Qena	64.0	34.0	Basic	66.7	
El Arish	76.0	72.0	Secondary + > Secondary	72.6	

Opinions on the question of whether or not violence is acceptable and if yes when exactly violence is justified were divided among both women and men in all focus groups. Women's opposition to violence was much stronger than that of men in all focus groups, however, not uniform. Daughters argued vehemently against being beaten by their brothers whereas most young men insisted on their 'right' to discipline sisters, including the use of violence.

#### Effects of Violence against Women

Many women across focus groups expressed deep feelings of injustice and bitterness by physical and non-physical violence used by husbands. Women suffer from the "contemptuous looks" that men often demonstrate towards their wives "in order to feel like a man".

Many female participants pointed out that the effects of violence are much stronger if committed in front of others (children, guests, relatives, neighbors etc.). Some did not even consider beating or insults in private as violence. A number of women pointed to the negative effects on the reputation and status of women and girls in the community if violence is committed in front of others. As a consequence, women who are frequently subjected to violence tend to isolate themselves in order not to risk that others become witnesses of their

humiliation and powerlessness. Women emphasized that "violence deeply affects the soul" of the victim, "decreases her self-confidence" and "causes serious psychological problems". They reported strong feelings of enmity towards violent husbands and were aware of the negative effects on children. Mothers who are subjected to constant abuse tend to pass their tension on to their children, beating them frequently. Women mentioned also that boys who observe their fathers beating or humiliating their mothers are likely to adopt the same behavior later with their wives and that girls often develop strong feelings of enmity towards men in general.

Men are aware that violence leads to a "loss of respect" and ultimately to the "failure of the family". They fear that violence "undermines the wife's loyalty" towards their husbands and may cause her to "betray him or run away". Christians pointed out that the impossibility of getting divorced tends to make some Christian men more reluctant to use violence and Christian wives more enduring.

Many women expressed considerable frustration and lack of hope that men would ever change when it comes to violence as a means to impose obedience on women. This was articulated in expressions like the following: "men are like this, it's in their nature"

or “there is not a single woman in our society who does not know violence, regardless of education”.

### (3) Remarks

In the section 1-2-7, the situation and perceptions on violence against women are explored. The facts revealed that most of women have experienced any violence against women from their husbands. Since women have experienced violence when they do not follow their husbands’ or their male relatives’ wish. It can be said that women are in the situation where they are to be obeyed to their husbands or male relatives. In addition, women do not want violence committed over them in front of others. In this sense, the real situation of violence tend to be hindered. Thus, it is unlikely to be exposed situations of violence against women in public.

## 1-3 Findings of the Mission to Egypt

The followings are based on the results of interviews<sup>26</sup>.

### 1-3-1 Efforts on Gender Equality by Various Organizations

#### (1) International Organizations

- The Donor Assistance Group (DAG) Sub-Group for Gender & Development (DAG GAD Sub-Group) was first established in 1991 to co-ordinate the development initiatives of UN agencies and bilateral donors operating in Egypt. Although it was originally called the WID Sub-Group, when development operations worldwide began to shift their focus to gender and development in the mid-

nineties, the WID Sub-Group has changed its name accordingly. Currently the Sub-Group facilitates and co-ordinates member initiatives in the field of gender and women in Egypt. It also acts as a forum for information sharing and dissemination. Furthermore, on-going dialogue with the government and national NGOs ensure open avenues for mutual cooperation. In addition, the GAD Sub-Group has jointly funded activities such as the celebration of international Women’s Day on March 8th of each year. The production of a gender kit (consists of: 1) An Introduction to GAD; 2) Gender Statistics; 3) Progress Over the Years; 4) Mainstreaming Gender in Development Interventions; and 5) A Gender Information Directory) is another example of collaboration. Membership of DAG Sub-Group has expanded to 35 organizations that meet on a monthly basis. These include, FAO, ILO, UNDP, UNFPA, UNHCR, UNICEF, UNIFEM, WFP, WHO, the World Bank, IMF, as well as bilateral donor agencies of Australia, Belgium, Canada, Denmark, EU, Finland, France, GB, Germany, Italy, Japan, the Netherlands, Norway, Sweden, Switzerland and the USA.

- UNDP recognized gender as one of the important issues. As a cross-cutting issue, gender is being mainstreamed in all projects. There is a gender focal point who manages projects implemented in cooperation with NCW or NCCM. Their assistance focuses at the policy level and promoting women’s participation in political decision making arena.
- UNICEF mainstreams gender in all of its programmes. Based on rights-based approach, they regard the followings as important issues; advocacy and monitoring of children’s and women’s rights; support

<sup>26</sup> See details on the “Report on the Field Study in Egypt, the Study on Diversity and Gender”.

for Egyptian government's policy and programmes, and protection of people with special needs (adolescence, violence against children and women, children with disabilities). In this framework, they especially focus on community school program. This is to assist the Egyptian government's initiatives corresponding to "UN Girls Education Initiative" which was launched at the World Education Forum in 2000. Abolition of FGM is another focus area.

- UNIFEM has been supporting NCW's overall capacity building. Main activities are as follows:
  - Support for formulating National Gender Strategy;
  - Training of line ministries personnel for gender mainstreaming based on its Gender Strategies;
  - Support for mainstreaming gender in strategies in other areas and annual development plan of line ministries;
  - Support for Monitoring and Evaluation of strategies and annual development plans from gender perspective;
  - Support for NGO capacity building. Training manuals for issues related to women are under preparation. These manuals are tailormade according to the geographical differences; and
  - Support for reporting to CEDAW.
- FAO, at a whole agency's level, mainstreams gender in all projects. Their HQs in Rome appraise projects from gender perspectives. Any projects cannot be implemented without the appraisal of the gender unit at the HQs. FAO has developed a tool kit for gender mainstreaming (SEAGA: sosio-economic and gender analysis). Approaches to existing traditional norms are as follows:
  - Hold meetings separately between women and men;
  - Pay attention to the time of holding

meetings for women. Avoid time for preparing meals.

- Utilize female facilitators from the target areas to make the villagers feel comfortable.
- Approach to the oldest woman (usually mother-in-law) in house to let wife participate in meetings, because in some cases, the obstacles are not husband but oldest women in house.
- Pay attention to what kind of positive changes gender equality can bring to the community/country, rather than talk about its "ideas". People are more interested in "pros and cons" than theory.
- Bring in aspects of poverty alleviation or infrastructure development for "everybody". Women can be empowered through these projects and eventually could have more decision-making power. Such changes would be accepted positively to the society.
- Do not force the idea of "gender equality" itself.

## (2) Bilateral Aid Agencies

- USAID mainstreams gender in all projects. It is mandatory to be appraised from gender point of view before implementation of the project. There is a gender adviser in their office in Egypt. They recognize gender as a cross-cutting issue, and focus on easing feminization of poverty through assistance in the fields of education, health and family planning, micro-credit, and agriculture. They developed a gender strategy in Egypt in 2002. Approaches to existing traditional norms are as follows:
  - Identify the needs carefully with people in the target areas, for example, in case of increasing girls' enrollment rate, check the areas where the rate is lower (mapping);
  - Check ownership of the local people through meetings; and



- Sometimes it is better to have a “common approach” at a country level because the root cause of lower enrollment rate of girls could be identical.
- CIDA's main focus areas for cooperation are poverty alleviation, fostering micro-enterprises, creation of employment opportunities, basic education and advocacy for civil and political rights. CIDA adopts rights-based approach and its basic policy places undue reliance on International Convention on the Elimination of All Forms of Discrimination against Women and Beijing Platform for Action. Avoiding unnecessary criticism that programmes are imposed by the Western standpoint and are not based on the needs of Egypt, CIDA invited Egyptian government agencies and NGOs and duly discuss on the contents with them. Eventually, after one year, CIDA developed its policy in 2004. CIDA's annual plan cannot be implemented without approval of a gender team. In addition, to make necessary gender considerations be integrated, it is requested to bring in gender experts as far as it could. Based on the recognition that strengthening employers' understanding of gender is

important, they conduct staff training in Arabic and English twice a year. They pay enough attention to the peculiarity in the area, but it doesn't necessarily mean to change its approach; rather to adopt the approach according to the peculiarity. For example, when holding a workshop, they pick up people from the area as a facilitator and discuss their own concerns or cases (such as women's property rights, lack of collateral and ID, etc.) so that it can become a real learning place.

### (3) NGOs

- CARITAS places gender coordinator in 7 regional areas. They are in the process of formulating a gender strategy. Literacy, abolition of FGM, health, ID, assistance for the people with disabilities and refugees are their main concerns. Approaches to existing traditional norms are as follows:
  - Limit the time of the meeting within 2 hours to prevent their husbands from prohibiting wives to come to the meeting;
  - Welcome participation of men;
  - Utilize female facilitators from the target areas to make the villagers feel



Photo 1-4 Bedouin Women Selling Handicrafts in A Market Every Week in the Sinai Peninsula

- comfortable. Provide training to these female facilitators who have a certificate.
- Emphasize good changes in family by allowing women participating in meetings, such as increase in family income, better house management, better diet, etc.
  - ADEW consists of president, executive board, project units, finance, accounting and human resources division. Their main activities are micro-credit (target is women's groups), legal watch (legal literacy, advocacy for ID and registration), literacy classes (targets are non-enrolled or dropped-out girls), advocacy for political rights (suffrage), shelter for the victims of domestic violence, and support for organizing meetings for domestic and international NGOs.
  - Care for Girls Committee (CGC) is a programme in Beni-Suef parish in Coptic Church. It was established in 1981. It employs comprehensive approach to make girls and women be treated equally in family, society,

and church as a human being created by God. Since 1978, it has engaged in the abolition of FGM. In cooperation with national level programmes, it has made special efforts mainly in advocacy activities in Coptic Church. The main activities of CGC is to make educational tools on FGM (such as booklets, picture books, books, screenplays, poets, etc.) and communication. They explain the harmful effect of FGM from reproductive health viewpoints and shortly establish an information center on FGM in Cairo. They also support efforts of bishops; for example, when an international forum has been held in Cairo for abolition of FGM, they encouraged the bishops who represented the Coptic Church and let him make a strong statement against FGM. Although the situation is different from one place to another in Egypt, they believe that the key to eliminate FGM is advocacy and information. Without correct knowledge, FGM cannot be abolished in any



Photo 1-5 A Mosque

area or any class. CGC has never received brutal attacks before.

### 1-3-2 Opinions of Religious Leaders, Academics, Parliamentarians toward Gender

The followings are based on the results of interviews<sup>27</sup>.

#### (1) Religious Leaders

- Islam secures equality in men and women's relations; it means that the equality should be based on rights and duties. Islam clearly states, in one hand, women's rights in holding assets, receiving inheritance, working outside home, and keeping their own names after marriage, among others. On the other hand, there are duties to support their own families. Islam is the basis of social life.
- Islam aims at a society where mutual support and spiritual richness are prevailing. In other words, Muslims have to live in social solidarity with duties in Islamic *'Umma*.
- Islam offers various supports to women when they face to poverty. Women who have roles in rearing children should respond to poverty in accordance with moral and ethical notions.

#### (2) Parliamentarians

- In Islam, women and men are thought to be equal. However, as there are biological differences between two sexes, women and men are pairs with different roles. In this sense, gender equality is considered as not absolute equality, but relative equality. As a result, women are under protection; for example, working after 8 pm is prohibited for women.
- Regarding women's empowerment, as

Egyptian society is based on family and women are "master" of family, it is required to empower family when empowering women. In this sense, child education would become very important.

- Law is a basis of value in the western world, but in Egypt, *Sharia* is the base. It means that the West judges (Islamic) society on their own value, but each country has their own internal values, which is not always coincide with western ones.

#### (3) Academics

- The understanding of gender equality is different from that of the West due to the different cultural values. It seems that gender perspectives have been developed from negative experiences of the western world.
- Islam prioritizes equality between women and men, but it seems there has been misunderstanding and prejudice against Islam in the western perspectives.
- Empowerment is important for men and children as is for women. Any policy should recognize this point. In that sense, education is important and this will be investment to the better future.
- There has become less expectation to the future due to serious unemployment, although *Zakat*, *Bakshish*, handouts during Ramadan have functioned as tools for social mutual support system to alleviate poverty. Foreign assistance should pay more close attention to these existing systems and analyze what is exactly needed in recipient societies. Both sides of development assistance should understand each other better.
- Gender seems to be a temporary wind and fashion.

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<sup>27</sup> See details on the "Report on the Field Study in Egypt, the Study on Diversity and Gender".

### 1-3-3 Summary of the Mission Findings

#### (1) Gender Perspectives in Egypt

Based on the interview results, it can be said that Egyptian gender perspectives vary. It is noticeable that most of the interviewees of international organizations, bilateral aid agencies and NGOs are not outsiders but Egyptian women themselves who are initiating further actions.

Gender equality is, on one hand, mainstreamed in the National Plan for Economic and Social Development 2002 – 2007. As a result, government agencies, international development agencies and NGOs are making considerable efforts for gender equality. The Egyptian government established NCW in 2000 and is making a variety of efforts for gender equality and women's empowerment. International agencies and bilateral aid agencies support such governments' initiatives and efforts by assisting NCW or projects implemented by line ministries in accordance with their gender strategies. NGOs also share important roles in implementing a variety of projects. Most of these efforts adopt participatory approach, placing high

importance on dialogue with target communities. As a result, there seem to have some changes in a way of thinking in some traditional practices, such as FGM.

On the other hand, there seems to be a strong perception of gender "equity" as opposed to gender "equality" among experts in Islam and gender. As many experts pointed out, Islam states equality between women and men but there are different roles between them. The difference is recognized as necessary "benefits and duties" to make the society and family work rather than "inequality". In this sense, both women and men are entitled to many rights but also duties. Problem is, if ever, despite these rights assured by Islam and the Egyptian law, many women, especially in rural areas, do not recognize their entitled rights. As a result, there seems to remain some gender inequality, such as ownership and control of lands.

#### (2) Diversity and Gender

The mission looked at diversity in Islam as well as within the country of Egypt. It can be said that Islam itself never changes but its interpretation and adoption are different, which causes some misunderstanding of local culture.



Photo 1-6 Bedouin Men in the Bahariya Oasis

The argument of support for or opposition to FGM explains such complex interpretation of *Koran* and *Hadith*; it means that both sides (for and against) justify their arguments based on *Koran* or *Hadith*. As other Islamic countries such as Saudi Arabia, Pakistan and Indonesia do not perform this practice but Ethiopia and Kenya whose population are mostly Christian do, it can be said that FGM is not a practice of Islam but of regional tradition. Development practitioners, thus, should pay close attention to actual reasons for some local customs which tends to be explained by religious basis.

Regional diversity is seen in agricultural production, health, education, economic activities, etc. The considerable difference can be seen between the Upper and Lower Egypt and with areas where Bedouin traditions still remain. Most of the aid agencies consider such differences and flexibly formulate projects according to the local situations.

### (3) Approach to Gender Equality

The response toward the impact of Islam or other traditional customs on promoting gender equality was negative. The problem is not Islam itself, as mentioned above, but rather its interpretations. As for traditional culture, interviewees pointed out that changes are seen by participation of civil society and utilization of media. It means when approach is acceptable, gender projects could be also accepted.

Many points on Gender and Islam were raised by religious leaders and university professors. They explained that perception of gender equality in Islam was different from that of the West; in Islamic society, it is understood in the mutual assistance in family and society. Thus, any aid program should pay special attention to this Islamic perception of gender. Especially in Egypt, an important role played by family and women's work in informal sector should be paid special attention in formulating

projects.

The approach that aid agencies often employ is to utilize female facilitators in project areas, set up meetings with residents in the area before starting projects, and bringing in religious leaders. By doing these, they formulate projects with the understanding and ownership of the local people. To implement a project which appropriates to the situation in project areas, it is important to analyze the situation at the micro level. Egypt has the rich results of preceding research results as well as national surveys in many sectors which are gender disaggregated and kept in line ministries and international organizations. This information should be utilized accordingly.

## 1-4 Findings of the Chapter 1

The chapter 1 overviewed gender situation in Egypt through literature review, the survey by structured interviews and focus group discussions conducted by the Egyptian consultant agency, and the dispatch of the mission team consisting of the taskforce members. These surveys revealed some current issues related to gender in Egypt as follows.

### (1) Gender Roles and Various Background in Egypt

- Both women and men are assigned to different roles with different responsibilities, which secure different rights for women and men. This is considered as a gender equality. (complementary equality)
- Men's role is perceived as an ultimate decision maker within a household, a representative, provider and protector of family members. Women are perceived as nurturers of children, caregivers of family and the one who coordinate family issues.

- The most remarkable differences are seen between women and men in perceptions and opinions on girl's education, women's paid labor, FGM practice and violence against women. Although other differences are recognized among regions such as Urban Governorates, Lower Egypt, Upper Egypt and Frontier Governorates, and educational and economic levels.
- Women tend to control their own income and assets.
- Mothers feel responsible to bring up their daughters well and guide them to 'good marriage' which is considered as a very important issue for women. Good education, decent work, restriction of freedom of movement, and practices of FGM are all explained to achieve this goal.
- Women's leaving home requires permission from their husbands or male relatives. In some cases the permission is simply recognized as information.

## (2) Trend of Changes of Gender Relations in Egypt

- The existing gender relations have been changing influenced by the international efforts to promote gender equality. As a result, laws unfavorable to women have been amended.
- Due to socio-economic changes, it becomes more difficult to provide family with only men's income, and women are more engaged in income-generating activities.
- Women's literacy rate has increased, though the disparity between women and men still remains in adult literacy rate. More than a half of illiterates are women, and the gap reaches 23.6%.

- Egyptians prefer to marry relatives or those who come from a same village. This tendency has declined in urban governorates where 40.0% of people marry neither relatives nor persons from the same village
- Both women and men have an opportunity to contact with information on TV, satellite TV, and the Internet as a result of the prevalence of mass media.

## (3) Potentials and Constrains for Changes of Gender Relations

### Potentials

- Women are more engaged in income generating activities due to economic difficulties. Consequently women contribute to meet household's needs as well as men. Some women claimed that women should participate in decision-making process within a household together with men.

### Constrains

- Most women have experienced violence from their husbands. The opinions on the acceptance of violence against women varied among women. Women have experienced violence when they refuse to obey what their husbands or male family members require women to do. This implicates that women are in a situation where they are expected to behave like what their husbands or their male relatives want them. Women especially disagree to accept violence to be committed in front of others. Therefore, the reality of violence might be hid, and the nature and the situation of women's interests and needs are not easily met.



# Chapter 2 Commitment of JICA and Other Organizations to Gender Mainstreaming

## — Challenges and Recommendations for Gender-inclusive Development Planning and Implementation —

Chapter 2 will overview how the Government of Egypt, UN agencies, bilateral aid agencies, NGOs and JICA have been tackling gender issues in the seven selected areas such as economy, agriculture and rural development, education, health, environment, gender equality, and violence against women. This report will propose better approaches to formulate and implement activities, taking into account diversity imbedded in Egypt. Those seven areas mentioned above include the JICA's prioritized fields, for example, economic development, agriculture and rural development (partly including environment), education, and health. Beside those, two additional fields, such as gender equality and violence against women will be also discussed because of an explicit relation with gender-related issues.

### 2-1 Economy

#### 2-1-1 Effort by Various Organizations

##### (1) Efforts by the Government of Egypt

###### 1) SFD (Social Fund for Development)

SFD was established aiming to support the poorest people, who lost jobs after privatization of more than 70 governmental companies in 1993. This privatization created over 100,000 unemployed people, and made the serious unemployment problem much worse.

SFD has a unit that is in charge of gender

issues. CIDA has been supporting SFD's advisory offices, whose mandate is to help company managers. These offices have a service department for women to offer skills for negotiation, presentation and market research.

The head office of SFD is located in Cairo, and each governorate has one of its branches. SFD Fayoum has invested 4.4 million LE to improve the livelihood of the poor people. The amount of credit is between 100LE (38US\$) and 8,000LE (1,200US\$), and reimbursed within 6 months up to one year. It is possible for both individuals and groups as a unit to submit application forms to gain credit.

SFD/SEDO provides applicants and users of those micro-credits with technical assistance. NGOs also instruct potential users how to apply for these programs. The profits obtained through micro-credit activities are tax free. 75.0% of the target people are women, especially women's household-heads. Those women can obtain credits many times. In a case that it is impossible to reimburse, SFD will provide with technical assistance to identify problems and find their solution. The credit will be cancelled, in a case that it is difficult for applicants to repay. The repayment rate reaches 99.0%.

SDF also provides young people with loans and supports for starting entrepreneur for job opportunities. Projects of loan services for young people were initiated in 1991 and invested 23 million US\$ in total for 9,000 people. One fourths of young people targeted is women. The sorts of activities are products made from oil, poultry, embroidery and carpets.





Photo 2-1 Women's Small-Entrepreneur by Micro Credit implemented by SFD (Social Fund for Development) in Fayoum Governorate

SFD has been received financial support from international organizations and bilateral donors, and has implemented various Small and Medium Enterprise Development (SMED) and micro-credit projects. To implement these projects, SFD mostly cooperates with local NGOs.

## (2) Efforts by Other Donors

### 1) ADEW (Association for the Development and Enhancement of Women)/UNDP

JICA's mission to Egypt revealed that ADEW offered loans between 300LE and 1,500LE to women-headed households whose household income was less than 80US\$ per month. ADEW offers not only loan services but also educational courses for financial management. ADEW's staff regularly conducts follow up visits and evaluation at the end of a loan term, and reflects results on examination standards for application of loan.

UNDP also aims at improving financial conditions of women-headed households by implementing micro-credit programs.

### 2) CIDA

CIDA's Country Development Programming Framework Summary and Bilateral Programming addresses that Small and Medium Enterprise Development (SMED) is one of the most important strategies for cooperation to Egypt. CIDA aims at providing Egyptian organizations with professional knowledge and education to conduct SMED. In this field, CIDA has conducted a great number of projects in cooperation with line ministries, implementing agencies and NGOs. Those projects include activities for establishing offices for providing unemployed people with job opportunities and staff training (Egyptian Labor Market Service Reform Project, 2002 – 2006). The other activities aim at providing working children including girls with health care services, security advice and educational opportunities in Aswan region in Upper Egypt (Promoting and Protecting the Interests of Children Who Work Project, 2002 – 2005). In this project, a variety of tools to improve the livelihood of working children, and such tools should be highly gender-sensitive.

CIDA conducted activities on supporting entrepreneurs for low-income groups of women in governorates of Qena and Aswan from 1991 to 1998. It offered both training of financial management and technical support for entrepreneurs. JICA's mission to Egypt revealed that CIDA emphasized on small and medium enterprises and job creation, especially in targeting women.

3) Dutch Development Cooperation/UNIFEM

Dutch Development Cooperation supported NCW (National Council for Women) to facilitate to collect statistical information in cooperation with UNIFEM. The main three objectives are first to integrate gender aspects into the conventional statistical data collected by the government; second to utilize such data as a useful means for development activities; and third to organize forums to share experiences with Arabic countries.

4) The Association of the Egyptian Red Crescent

The association aims at increasing the amount of household incomes and offering job opportunities for women. It has not only provided loan and training to acquire skills of embroidery and sewing, but also organized workshops since 1995.

(3) Efforts by JICA

1) Job Opportunity Study and Development Pilot Training Courses (Technical Cooperation Project)

This project is identified as a pilot project to develop and evaluate short-term training courses. It is also to support the Productivity and Vocational Educational Training, Ministry of Foreign Trade and Industry to formulate, plan and implement vocational training courses along with the current demands of industry in

Egypt. The project identifies and examines kinds of jobs and levels of skills that are necessary for industrial development in Egypt both qualitatively and quantitatively in demand of the labor market. The project has been implemented since October 2004 for one year. Nine Japanese short-term experts will be dispatched, and costs necessary for local consultants and other activities will be supported by JICA.

The target group of the project is not women. However, the preliminary evaluation addresses to conduct and analyze a study on the labor demands from a gender point of view.

In this respect, women's economic empowerment may be expected, in a case that a pilot project is implemented on a basis of gender sensitive findings; a project is formulated and conducted from gender standpoints; and job opportunities may increase both for women and men.

2) Garments of Women and Children (JOCV)

Three JOCVs have been continuously dispatched to the women's club in Bahareiya Oasis which is located in the middle of the desert, 350km away from Cairo. This self-help association belongs to the NGO "Bwety Social Development Association" registered in the Ministry of Social Insurance and Social Affairs.

The first volunteer (March 29, 2003 to February 28, 2004) took an initiative to develop souvenir such as money pouches, bookmarks, coasters etc., and provided technical training for making garments of women and children. Additionally, shops were opened by Bwety Social Development Association in January 2004 to sell handicrafts and traditional clothes.

The activities of the second volunteer (January 23, 2004 to January 22, 2005) were in the same line of the first one. Women were trained and instructed to improve their skills of

dressmaking and handicrafts.

The third volunteer (February 6, 2004 to December 7, 2006) has currently been dispatched as a community development coordinator. The volunteer is expected, firstly to facilitate Bwety Social Development Association to maintain to run those shops, and secondarily to instruct the association members to manage the shops for gaining stable cash incomes for community women.

## 2-1-2 Recommendations for Project Formulation and Implementation

### (1) At Project Planning Stage

- Not only women in poverty but also highly educated women are mostly unemployed. When formulating projects in the economic field, different approaches should be identified for various target people, such as one approach for poverty reduction from aspects of community development, and the other approach aiming at the development of Egyptian industry and economy from standpoints of economic development.
- In rural areas, men's support is of importance for women's economic empowerment. It also brings about benefits for men.
- In urban areas, vocational training should be conducted in consistence with industrial and economic trends and needs of the labor market. Moreover, a curriculum should be made that women can be easily access to training.
- Women-headed households are likely to face poverty. The selection of project target groups and sites should be highly considered from a point of access to cash income and resources. Women have the likelihood to limit accessibility to such resources.
- Women are likely to work in informal

sector, so women's economic activities tend to be underestimated in the public space. In a case of supporting women's economic empowerment, it is important to collect statistics on women's economic activities including informal sector.

### (2) At Formulation and Implementation Stages

- It is important for women to be able to easily participate in technical training. In this respect, the selection of meeting and training sites should be considered from a point of local people's respect on customs and traditions.
- In a case that a wife's income increases at the household level, it may threaten her husband. In this case, men can be informed that his wife's contribution may help the household income as a whole.
- Feminization of poverty is related to a factor that rural men migrate to urban areas and that women are left behind alone in rural region without a means of obtaining necessary income for the livelihood. In this regard, community industry should be activated for rural men to maintain the livelihood in their areas, and it may contribute women-headed households to reduce poverty.
- It is of importance to monitor micro credit activities whether benefits are produced to women as a borrower of credit or not. Because it is witnessed that women borrow credit, however, men manage credit activities and obtain benefits. In this sense, women are unlikely to gain any experiences of activity management and benefits.
- Poor women are unlikely to access opportunities on technical training. In order for those women to obtain jobs for maintenance of the livelihood, a training curriculum should be made not to hinder

women's working hours. Then, it is important to make women understood positive points of working collectively as a group, not individually.

- It can be indicators for empowerment from an economic empowerment point of view that women participate in training related to entrepreneurs; women get together with peers; ability of problem-solving for women increases; women can raise their own voices; and the livelihood is improved, even if women cannot either start entrepreneur or increase the income.
- In a case of conducting a project to promote small entrepreneurs, a market study should be made in taking into account that gender needs differ.
- Some micro credit services provide with literacy education. The idea shows an importance for participants to linkage between literacy and women's economic independence.
- There are many Egyptian women to improve their own skills already acquired more. In this sense, it is necessary to find finance to provide more advanced technical training and management skills

for entrepreneurs and companies.

- It is necessary to make better access for women to easily participate in projects, in a case of formulating projects related to micro finance.
- It is important to find a secure, easy and economical means of transportation for women to be engaged at economic activities.

## 2-2 Agriculture and Rural Development

### 2-2-1 Efforts by Various Organizations

#### (1) Efforts by Other Donors

##### 1) IFAD (International Fund for Agricultural Development)

IFAD has financed seven projects in Egypt in agricultural/rural development sector. In 2002, a Country Strategic Opportunities Paper (COSOP) was developed and a strategic approach for future IFAD operations was proposed, in which focus was placed on the interventions in the "newlands" and similar



Photo 2-2 Rural areas in the Nile Delta

Table 2-1 IFAD Projects and Gender/WID

Project Title	Duration	Objectives	Points on Gender/WID
Second Matruh Resource Management Project	n.a.	To improve the lives of poor farmers, including women, who settled to newlands.	Aiming at ensuring that women are integrated into community participatory planning processes and addressing their special needs and interests.
West Noubaria Rural Development Project	2002–2009	To improve housing and social amenities and make available to the oldland settlers who are unaccustomed to desert agriculture the considerable desert farming technologies developed and adapted.	Unknown
Sohag Rural Development Project	1998–2003	To promote sustainable development, improve incomes and the quality of life in rural communities through capacity development, and to improve the access to credit of the rural poor, unemployed youth and women.	Women are one of the target groups.

Source: IFAD HP <http://www.ifad.org>

areas in the north-west coast area of Egypt where the Government of Egypt has invested considerable resources in reclaiming large areas of land for distribution to poor and disadvantaged groups. IFAD is particularly focusing on assisting women and members of Bedouin communities in these areas.

IFAD's past projects invariably perceived women as domestic workers and not as farmers, income earners and managers of agricultural resources. Extension staff are generally unaware of the gender division of labor in farming systems. Consequently, extension and training related to actual farming activities in which women are involved are very limited. However, given social taboos against mixing of the sexes in rural Egypt, special units providing extension services to women together with an emphasis on agriculture proved an effective means of targeting rural women.

Among future IFAD efforts in developing the newlands and north-west area of Egypt, gender and improved food security and

nutrition are included. In that, more attention will be given to women beneficiaries and to implementers of farming and off-farm activities. Women in Development (WID) activities would be elaborated to deal with food processing, backyard gardening, handicrafts and small business (groceries, bakeries, potteries, etc.).

Of above projects, Second Matruh Resource Management Project has strong emphasis on inclusion of women and girls. At the planning stage, emphasis was placed on integrating the planning of household/community activities with those specifically directed towards women. As such, the participatory diagnosis includes a review of women's and girl's concerns in order to increase awareness of gender issues among men in the communities. Women and men are informed of the new roles and responsibilities on the mandoubs under the project. This ensures that there is a better understanding and perspective of women's needs by community groups in the allocation of resources and allow women to

express their views in relation to priorities for household and community-level investments and the selection of mandoubs.

## 2) USAID

Over the past 25 years, about 1.3 billion US\$ has been provided through USAID programs for this sector-boosting significant increases in crop production, progress in irrigation systems and farmers. Activities have been concentrated on policy reform, agricultural research, expanded availability of improved inputs and new technologies, farm management techniques, financial services, and the formation of local water-user associations. In developing the 2000 – 2009 Strategy, three areas of concern which cut across all objectives have been identified, one of which was gender. In the context of the new strategy, understanding gender issues will help USAID understand its ultimate customers better and design its programs for them to provide maximum beneficial impact. Having identified gender as central to the success of the strategy, SO teams will examine programs through a “gender lens” by using gender disaggregated indicators where relevant to strengthen the program’s positive impact on all.

## (2) Efforts by JICA

Among JICA’s past projects in agricultural and rural development sectors, cooperation in water management of irrigation systems have

considered gender aspects.

The above 3 projects have been implemented in co-relation one another. The activities related to gender in each project are as follows:

(a) “The master plan study for the improvement of irrigation water management and environmental conservation in the north-east region of the Central Nile Delta” (Development Study)

Implemented a study on female farmers’ decision making power in *Sharia*, general conditions, situations of farmers’ participation to farming and water management, and needs of the target areas by literature review and participatory planning methodology targeting female farmers groups.

Recommended activities to improve water management systems, facilities and farming techniques by women’s participation to farmers’ water association committee as one component of water and environment conservation project.

(b) “The Country focused group training course on participatory irrigation management for Egypt” (Country-specific training )

This is a training course aiming at assisting implementation of the following technical cooperation project by accepting trainees, five to six in each fiscal year, thirty all together. Focus of training curriculum is to learn Japanese land improvement projects

Table 2-2

FY	Project Title	Scheme
1998–1999	The master plan study for the improvement of irrigation water management and environmental conservation in the north-east region of the Central Nile Delta	Development Study
1999–2003	The Country focused group training course on participatory irrigation management for Egypt	Country-specific training
2000–on going	The Water Management Improvement Project in the Nile Delta	Technical Cooperation Project (formerly Project-type Technical Cooperation)

through visiting irrigation project sites including boundary farmland areas and water management project sites as well as through classroom learning process. One female trainee participated in the first course.

(c) “The Water Management Improvement Project in the Nile Delta” (Technical Cooperation Project)

This project was initiated by the recommendation of the above development study. The following three activities are being implemented through “Improvement Irrigation Project (IIP)” in Bahr El-Nour in the Lower Egypt.

- Water Management: Research on construction of irrigation facilities, improvement of system such as planning, designing, and construction, and improvement of operation, and maintenance of improved facilities;
- Water Users’ Association: Establishment of farmers water management associations which operate and maintain new irrigation facilities and improvement of capacity development techniques.
- Water Management of Farmlands: Introduction of high-standard water average system, improvement of drainage, improvement of farm practices such as appropriate submergence methods and new crops.

In order to find out a measure to let women participate in water users’ associations, a study on daily activity clock was conducted and a workshop was organized. In addition, impacts on women were measured in the final evaluation study, in which an establishment of a committee for environment and women under the farmers’ preparatory committee for water users’ federation (WUF) organized by JICA project initiative and a movement of establishing

women’s groups linking with environment and women committee was confirmed.

## 2-2-2 Recommendations for Project Formulation and Implementation

The points to be taken for gender considerations are described below. General methods on gender consideration in rural contexts are clearly analyzed and explained in a report entitled “WID/GENDER HANDBOOK AGRICULTURE AND FORESTRY COOPERATION” (JICA, March 1999). The following part focuses on the methods or points in the cultural and social diversity in Egypt.

### (1) At Formulation and Implementation Stages

#### 1) Study

When conducting a research and study for the purpose of project formulation in rural area in Egypt, it is required to capture the environment and activities in target area in a broad perspective.

For example, when conducting a research and study about production activities, contents and methods should be determined according to required output to accomplish sufficient and unprejudiced research and study without any bias and insufficiency.

- In recent trend in Egypt, migrants, farmers with side work and tenant farmers are existed in the field of production activities;
- As most migrant workers are men and they leave their families, the share of women and children is sometime big among the working population in rural area;
- If migrant workers are seasonally employed, the working population in rural area is changed;

- Egyptian workers have different vested rights, roles and working time, according to their attribute (sex, age, etc.); and,
- There are different roles by the crop

Broadly speaking, as the situation in the Upper Egypt is different from that the Lower Egypt, the situation in rural area can be different by villages. Although it is recommended to refer to the existing information in other areas, it is also required to do research and study on the target area without prejudice.

## 2) Making Action Plan

When introducing new system or new practice is included in project components, it is important to capture not only legal systems but also people's way of thinking according to tradition, custom and attribution. As practices based on Islamic law are determined in all over Egypt, changing these practices locally in rural area is extremely challenging. However, to change the custom and the tradition has some possibilities, because they change over time. But, even if the attitude or the way of thinking is based on the custom or the tradition but not Islamic law, it is still tough challenge to change them. Broadly speaking, Upper Egypt has conservative tendency toward a change and Lower Egypt has innovative tendency toward understanding for something new. As such, new systems should be established considering regional particularity. If not, it is not only difficult to maintain sustainability after introduction, but also hard to introduce it from the beginning.

## 3) Workshop

As it is possible to find different ideas and practices according to the religion, those differences should be carefully considered when holding workshops for the aim of a

research and a study. It is also necessary to take various measures for holding the workshops, for example, separately holding because men almost always comment and there are some region where women's comment can make things uncomfortable for participants even if the women are heads of a household.

When trying a new activity goes against customs and traditions or it seems like against them, it is strictly necessary to ask not only target persons but also all member of their families to understand the contexts. Some of reasons are followings.

- When a woman goes out alone to participate group activity such a food processing or a selling, the complaints of her husband, her mother-in-law or neighbors can be obstacles for continuously participation of activity; and
- When men concentrate on new activities, the shortage of the men's working time at home can affect other member's life.

The conducting explanatory workshops for people around target persons is also effective to harmonize new things with a community.

## (2) At Implementation Stage

### 1) On/Off the Job Training

As some communities give women less rights than men and do not accept that women go out alone, women may have less occasion to get on and off the job training. However, there are needs of job training for women. For example, in the irrigated area, women find a difficulty of using water and unfair water intake problem that they can not settle because of lack of knowledge. In view of this, it is important to take consideration that all target persons can have necessary technical knowledge and skill.



## 2) Approaches Contributing to the Gender Equality

The proposed measures to impact on gender equality are described below.

### <Production Activity and Job Training>

Generally speaking, it is taken as negative attitude that women go out alone in rural area. Even if family accepts her outing, women occupy too much time for house work to go out. Therefore, a variety of production activities in which women can participate is limited. However, it is fruitful that both women being a head of low-income family and women having an unemployed husband participate in a production activity. Starting with a supporting activities at home such a food processing and a handicraft is considerable. As they can activate the community itself thorough processing, adding more value and improving the shelf life of primary products of rural area, though these activities need some technical training and some devices for participation fees, conducted places and times, people around may understand the women's activities easier. The harmonization of the activities with rural society thorough sharing activities with men such a marketing, a production of primary products and a selling is probably efficient for maintaining sustainability.

### <Improvement of Institution>

As taking on every process of cultivation is difficult for women because of an institution, a heavy work load or a lack of skill, both owners of farmland and tenant farmers often suffer an unreasonable loss. To ensure the rights under the Egyptian law and not to sign a unfair contract, the assignment of expert to support the improvement of institution such a formalization of contract of tenant farming and employment may bring some expected effect.

## 2-3 Education

### 2-3-1 Effort by Various Organizations

#### (1) Efforts by the Government of Egypt

##### 1) Girl's Education Initiative

The first lady who is the president of NCW (National Council for Women) and NCCM (National Council for Childhood and Motherhood) launched the Girls' Education Initiative in 2003, which was formulated by participatory approach. The Girls' Education Initiative is a pilot developmental project that could be implemented in other governorates to bridge enrollment rates between girls and boys by 2007.

Through the formulation of the Initiative, the main causes identified on girls' low enrollment rates in some rural areas are:

- Absence of schools at a reasonable walking distance from girls' residence in remote areas;
- Poverty;
- Child labor;
- Low financial returns of education
- The conventional perception of girls' roles in society;
- Early marriage;
- Priority for educating boys in poor families;
- Abstinance from registering female births; and
- Low awareness of the value of education.

Based on the above findings, the Initiative identified some strategic components, such as database development (mapping of schools and girls who were never enrolled or dropped-out), public awareness and community mobilization (to motivate communities and parents to send girls to school), expansion of girl-friendly

schools (establishment of community schools), poverty alleviation (provision of school meals, loan projects, etc.), and monitoring and evaluation.

General objectives of this project are to decrease the gender gap in basic education by the year 2007 and to attain EFA in basic education and improve the quality of education by 2015. The target areas are 6 governorates in Upper Egypt and 1 governorate in Lower Egypt. Target groups are girls who are non-enrolled in schools aged 6-less than 13, drop-out girls in the age bracket 6-less than 13, and boys who need to be enrolled in this type of schools, young graduates in villages and hamlets of target governorates (job opportunities), poor families of non-enrolled girls (income generating activities), and employees in information centers at village and district levels.

By 2002, it has established 2,649 one-classroom schools for girls that host altogether 55,315 female students as well as 201 community schools by 2001 with predominantly female students. According to NCW (National Council of Women), these schools have increased female enrollment by 35.0% between

1991 and 2003. In addition, since 1996, the Ministries of Labor, Culture, Housing, Health and Local Development have implemented a series of vocational training programs that targeted women in particular.

## (2) Efforts by Other Donors

According to the above government's initiative, UN agencies, bilateral donors, NGOs and private sector implement projects. The service delivery at a local level is generally conducted by local NGOs. The followings are some exemplified projects.

### 1) One Classroom School Project (NCCM and UNICEF)

This project is one of the components of the "Girls' Education Initiative" and one of the "Girl-Friendly Schools". These schools are community schools (informal) but curriculums are based on the ones at formal levels, and built in government owned land or donated buildings in remote villages deprived of educational services. The capacity of one-class is limited up to 36 students, of which up to 25.0% can be boys. This project employs female "facilitators" from the same areas at the schools



Photo 2-3 Children in Naga Hammady, Qena Governorate

so that parents do not feel reluctant to send girls to these schools. It also aims at providing students with basic life-skills.

In the formulation stage, UNICEF conducted a survey to identify names and addresses of all non-enrolled girls in project areas. Thereafter, in the year 2002, UNICEF started “participatory planning” at a village level. A series of meetings has been conducted and how the community school should be was discussed. The target girls also participated in the meetings and participants identified reasons for not being able to send girls to school. The results revealed that although parents strongly feel the needs to send their daughters to school, poverty and commuting time prevent girls from attending school. It means that obstacle does not lay down on discrimination against their daughters, but more practical reasons. However, at the same time, in the Upper Egypt, the main reason for lower girls’ enrollment rate was triggered by the ideas of gender roles. Consequently, activities and approaches to improve girls’ enrollment rate have become different from one place to another.

2) USAID: New Schools Program (NSP)  
(2000 – 2005)

This program is funded by USAID and implemented by Care International, Education Development Committee (EDC) and World Education. Project areas are governorates of Minia, Beni Suef, and Fayoum, meaning, the Upper Egypt, where girls’ enrollment rate is significantly lower than that of boys. This program’s general objective is to contribute toward increasing the participation of girls in education and improve the quality of education in NSP-supported schools with full participation of local communities, which will in turn lead to improve the status of women and their families.

This program provides access to

approximately 1,000 new classrooms in the form of 70 new primary schools, 160 community multi-grade classrooms, and 70 Literacy & Life Skills classes. As participation of local communities in all program activities is crucial to motivate parents to send their girls to school, this program stresses the importance of mobilization of community for the planning and implementation of this program. To encourage community mobilization and participation, the program establishes Community Education Teams (CET) in each target community. It then develops Parents-Teachers Councils (PTCs) in each new primary school, and develops Parent Associations (PAs) to support multi-grade community schools.

This program also addresses the explicit educational needs of girls in different age groups by supporting a range of educational programs aimed at each age group. The new primary schools provide a place for girls aged 5 – 9 who are newly enrolling in school and/or who have dropped out. Community Education Teams place an emphasis on placing girls within this age group who are not currently attending school into these schools. The multi-grade schools provide an opportunity for older girls with the ages between 9 and 14 who are no longer eligible to enroll in the primary school into an accelerated primary education program. This enables them to complete a 6-year primary school curriculum in as few as three years. Literacy & Life Skills classes are offered to girls aged 14 through 18 to gain basic literacy and critical life skills. There is a specific focus on preparing these young women for their child bearing and rearing years.

3) New Horizons Projects (USAID, MOE)

This project aims at capacity building of young women, aged between 9 and 20 in informal education framework. Components are:

- Gaining basic life skills, such as establishing

identity, rights and duty, dietics, health management, hygiene, and first aid; and

- Learning on childbirth and maternal/child health, such as adolescence, violence against women, marriage, pregnancy and childbirth, family planning, venereal disease.

Classes are organized 5 times per week for 9 months, reaching 180 hours program. During the course of implementation, it is expected that women develop feeling of self-reliance and life skills. As a result, young women would be able to make their own decisions.

### (3) Efforts by JICA

JICA's past efforts in educational sector are as follows. Gender has not been the prime objective of past projects in this sector. Rather, girls' and women's education was one of the components of the projects.

#### 1) Improvement of Science and Mathematics Education in Primary Schools

JICA implemented a project called "the Development of Creative Science and Mathematics Lessons in Primary Education" from 1997 to 2000 in which teachers' guidebooks were edited by JICA experts in cooperation with researchers at the National Center for Education Research and Development. In order to make best use of the guidebooks and empower teachers in teaching methods, "Improvement of Science and Mathematics Education in Primary Schools" project started in 2003 for the period of 3 years. Japanese experts are expected to introduce new methods to focus on the pupil's creativity and willingness to learn. As a result of introduction of group work methods, classes have become more lively and some girls do not hesitate any more to raise her hand to give her opinion in front of others.

### 2-3-2 Recommendations for Project Formulation and Implementation

When formulating girls' education projects in rural areas, it is required to pay special attention to the reasons of the low enrollment rate of girls mentioned above. Access to education for girls is lower than that of boys due to the facts of long distance from home, conventional gender roles imbedded in rural regions, and social culture where males have higher priority. Additionally, child labor has been increasing due to poverty in rural areas, so that access to education for children is even getting worse. In this respect, it is crucial to grasp 'voices' of local people in target areas by participatory rural approaches with strong gender standpoints.

The needs for support in education in Egypt are higher in community-based-school type of projects. The following recommendations highlight on participatory community school projects, based on the above needs in Egypt. It is highly recommended to check the lessons learned from past community-based school projects implemented by other donors and agencies, and to cooperate with them.

#### (1) At Formulation Stage

- Check gender disaggregated data, such as literacy rate, enrollment rate by educational levels (primary, preparatory, and advanced schools), and drop-out rate.
- Identify problems imbedded in target areas in the educational field, according to the regional diversity in Egypt.
- Conduct school-mappings when primary schools are constructed. In particular, identify target areas where girls' enrollment rate is low.
- Provide incentives for girls to encourage participation in primary schools, such as provision of uniforms, school meals, and

snacks, which reduce the educational cost for girls' families. Additionally, arrange amenities, such as toilets for girls in schools.

- Consider opportunities of informal literacy education for adults (both women and men) in community-based schools. Particularly in rural areas, there remains gender inequality in terms of entitlement of owning and using land for women. It is encouraged for rural women to understand their land entitlement secured by the Egyptian laws.

## (2) At Formulation and Implementation Stages

- When participatory meetings are organized in rural areas, arrange them by gender, and consider the time, especially for mothers to participate in such meetings.
- Try to obtain an understanding from parents of girls and the community leaders on girls' participation in schools.

## (3) At Implementation Stage

- Utilize local NGOs as implementing partners, because it enable the project to understand situations of local people in target areas better and build trust with them.
- Make the use of female facilitators from target areas, in a case of conducting activities for girls, in particular. Female facilitators may reduce parents' anxiety of sending girls to school.
- Conduct training of trainers (TOT) for female facilitators who completed either formal or informal education, when bringing female facilitators into play. Those trained women may be recognized as a role model to show the importance of education for girls.
- Keep the door of these schools open for

boys deprived from access to education.

- Keep the opening time of classes and school flexible, because children may support their parents for agricultural work according to season, especially in rural areas.

## 2-4 Health

### 2-4-1 Efforts by Various Organizations

#### (1) Efforts by the Government of Egypt

##### 1) Health Sector Reform

Local health units attached to Ministry of Health and Population (MoHP) play an important role to promote reforming health sector in Egypt. Many home doctors are registered in the local health units. Residents are expected to be registered with any doctors or local health units in their neighborhood. The approach which aims to protect family rather than individuals is a basic policy of Health Sector Reform Policy (HSRP). A medical expertise with the title of "Family Practitioner" is newly appointed as the policy focuses on protecting family's health.

Each local health unit has a close connection with a special hospital located at each district, and high-level treatment is performed in a special hospital which cannot be dealt with by local health units or by home doctor. Hospitals which are managed by NGOs and private clinics also participate in above network on condition that a certain criteria would be met, and has an emergency referral system to carry patients if necessity arises.

The following problems are pointed to tackle; serious cases are not properly treated as doctors in special fields are insufficient except big cities, many medical doctors of the local

health units and home doctors are occupied in other income generating activities as their salary is not sufficient.

## 2) FGM Free Village Model Project

The FGM Free Village Model Project represents an initiative of the National Council for Childhood and Motherhood (NCCM) in partnership with the Donor Assistance Group (DAG) and UNDP toward the elimination of the FGM practice in Egypt. The project is carried out in 120 villages. The majority of villages are located in Upper Egypt with some preferred focused areas in Lower Egypt. The project combines coalition building, community action and broad participation at the local and national levels, to mobilize the community towards ending the practice, and provides an environment of social support and pressure that will foster rapid and sustainable behavioral changes. There is also a Communication Strategy which consists of TV spots, radio programs, and newspaper coverage.

The project carefully chooses its approach since FGM has been practiced for long time. A bottom-up approach and cooperation with other sectors should be encouraged, instead of a top-down approach which implies that FGM is totally wrong. For example, raising awareness on the negative effects on women's health by FGM, creating environment to discuss FGM, and involving Islamic scholars. A booklet on FGM is also published and had a public response, which sold at news stand in town at 1LE.

## (2) Efforts by Other Donors

### 1) WHO

WHO puts priorities on comprehensive research in Reproductive Health, since WHO considers it important to adapt the evidence-based approach to decide their strategy.

In order to accelerate the reduction of maternal morbidity and mortality, some responses have been implemented under the Making Pregnancy Safer (MPS), such as the maternal and child health education, appropriate action during the pre and postnatal stages, and satisfactory medical examination for the expectants. Additionally, public awareness campaign on FGM eradication is frequently held.

### 2) World Bank

#### • Health Sector Reform

The World Bank has provided financial support to Ministry of Health and Promotion (MoHP), which is undertaking HSRP (Health Sector Reform Program) to modernize national health system, together with African Development Bank, European Commission and USAID. The Ministry and its donor partners provide re-equipping medical facilities, repairing the existing buildings, constructing new clinics in selected areas, and training for doctors, nurses, pharmacists and engineers.

The project aims to provide the poor in the target areas of two governorates with PHC and medical service. The project also aims to improve access and efficiency of PHC.

#### • Population Project

The project aims to control population growth rate through capacity building of staff members of the Ministry of Health and Population (MoHP). The project also aims to improve status of women and child in rural areas of Upper Egypt where birth rate is relatively high. Those objectives are based on the National Family Planning Program. Some activities of the project include raising public awareness on population issues, improving access to reproductive health services, upgrading people's knowledge on nutrition for children, safe motherhood, educating men, and

late marriage, etc.

3) UNDP

- FGM Free Village Model Project

The FGM Free Village Model Project is a “pooled funding” initiative that receives contribution from several donors including Canada, Denmark, Finland, Italy, the Netherlands, Switzerland, and the United States. DAG (Donor Assistance Group) is the general term for these donors together with UNDP, the main donor of this project.

4) USAID

As an Egypt’s largest bilateral aid, USAID puts one of the highest priorities on health issues, and has conducted cooperation in this health sector since 1975. The following project is the one related to women. As gender and social research is the prerequisite for USAID before starting projects, similar research can be done at project formulation stage of those projects.

- Population/Family Planning Project

Population/Family Planning Project aims to provide accessible, affordable, and high-quality family planning services for Egyptian families. The contents of the project are, human resources development, strengthening management systems, improving the quality of counseling and care for clients, together with Ministry of Health and Population (MoHP) and National Population Council (NPC).

- Healthy Mother/Healthy Child Project

The Healthy Mother and Child Project aims to improve health status of mothers and children. It has various activities including awareness-raising on appropriate care after delivery and breast-feeding, campaign for non-smoking, prevention from infectious diseases of new born babies, vaccination for new born

babies, training for traditional birth attendants, development of educational materials for illiterate mothers, etc.

5) UNFPA

Upgrading and Expansion of Training of Nurses in Communication and Counseling Skills in Reproductive Health and Family Planning in the Rural Governorate of Menoufiya

This project was planned and funded jointly by UNFPA and Menoufiya Governorate, and implemented by the Menoufiya High Institute of Nursing from 1996 to 1998. In order to change the perceptions of rural people on reproductive health, family planning and the roles of women in Egypt, it was intended to develop resources for training nurses in communication and counseling skills in the rural Menoufiya governorate, north of Cairo. The major objective was to address the improvement of national health through upgrading nursing education, both in basic educational settings (university and technical schools) and in-service settings. The project equipped nurses with knowledge that enables them to carry out their educational role towards family planning, and maternal and child health to clients more effectively. The nurses, in turn took on the responsibility of educating the rural people, especially in Lower Egypt, where a high unmet need for family planning exists. The feedback from the nurses at the technical schools and the university was incorporated into the learning materials. This led to materials that were easily accepted at the community level.

Specific changes resulting from the project include as follows:

- Women trained as nurses were able to be community counselors for the rural community;
- The nurses were able to discuss



Photo 2-4 The Maternal Health Center in Naga Hammady, Qena Governorate

reproductive health issues with the community, involving not only women, but also men, in-laws, etc;

- Community nurses created tailor-made solutions for communities; for example, one primary health care centre developed a “contraceptive tree” to list the contraceptive choices and their qualities, which resulted in an easier understanding by the community;
- The project has led to a more open dialogue about Reproductive Health and Family Planning leading to a greater awareness among community members, particularly among older women.

### (3) Efforts by JICA

Cairo University Pediatric Hospital is the only public medical institution in Egypt. The hospital was constructed and expanded under the grant aid scheme, and project-type cooperation was implemented between 1983 and 1997 in order to improve clinical services. Target was pediatricians and nurses of the hospital. The Pediatric Emergency Care Project, started from 1999, aimed to improve the services of medical personnel, including

students in faculty of medicine and nursing, for pediatric emergency care in the hospital.

### 2-4-2 Recommendations for Project Formulation and Implementation

#### (1) At Formulation Stage

- Consider a means of providing more people in rural areas with services, such as mobile clinics, when planning projects targeting them in the Upper Egypt. Those people are likely to be inaccessible to hospitals, and health posts in which projects are involved.
- Take into account including component activities, such as literacy education for many uneducated mothers in rural areas in the Upper Egypt. In such a region, early marriage is witnessed and the total fertility rate is high.
- Take into consideration including component activities to support for issuing birth certificates for children. There are many children at the poor household level who cannot enjoy various services provided by the government, such as medical and health services for free of



charge due to no birth certificates of those children.

- In a case of promoting advocacy activities, it is better to refer to the Islamic values and norms, and take into consideration the inclusion of religious leaders and *Ulama* from the project formulation stage.
- It is better to grasp what target people of a project accept as the Islamic norms in advance, besides gaining the Islamic knowledge for the staff of a project in charge, for example an issue on FGM (The FGM issues hold both the facts and different interpretation from the facts spread in public.)

## (2) At Implementation Stage

- In a case of implementing a project in rural areas in the Upper Egypt, there may be some ways to sustain activities, such as making the most of local women to facilitate activities, and through them including not only mothers but also community leaders and fathers to participate in activities.
- Make use of media tools for promoting advocacy activities in rural areas in the Upper Egypt in particular, such as TV, radio, poster, etc. In addition, take into account the liaison with the JOCV activities in the field of audio-visual education.
- It is important to grasp the degree of understanding gender regarding key persons, and lead them in a right direction when implementing a project. Those key persons, such as chiefs of organizations are likely to influence on the organizational decision-making.
- Build and keep a good trust with persons concerned in project activities on the daily basis, in communicating with the Egyptian people, such as the counterparts.

## 2-5 Environment

### 2-5-1 Efforts by Various Organizations

In Egypt, international cooperation in association with the environmental field tends to be integrated into activities in other related fields. In this sense, this section will show only activities explicitly focused in relation to the environmental field.

#### (1) Effort by the Government of Egypt

The Egyptian government shows mainly four environmental principles regarding the environmental management and protection. One of them addresses “the Integration of Gender Issues in Environmental Policies and Programs”. Within the Ministry of the State of Environmental Affairs (MSEA), the Women’s Unit has been established. The ministry has organized various workshops and training programs to promote to understand the relation between gender issues and environment in the fields of industry, agriculture, and water resource management. Women have been introduced a number of technological devices to preserve the environment. This has included training activities for them, such as using biogas in cooking and other renewable energy applications to save on the conventional resources of energy.

In addition to the efforts of the Ministry of the State of Environmental Affairs (MSEA), the National Council for Women (NCW) has set up an environmental committee among the eleven in relation to women’ issues. The main two responsibilities are, firstly to prepare environmental studies related to women, and secondarily to propose and implement awareness raising programs for women regarding the environmental protection.

## (2) Effort by Other Donors

In the line of the governmental policies in the environmental field, some bilateral and UN agencies are committed to conduct environmental programs, such as CIDA, the Italian Cooperation, and UNICEF. Those environmental programs address gender aspects within the programs. However, most of them, for example, show 'gender and water/sanitation', 'gender and agriculture/irrigation', and 'micro-credit for mainly women'. In short, explicitly gender-integrated projects are hardly identified in the environmental field.

## (3) Efforts by JICA

JICA has committed to support the Egyptian environmental field between 1996 and the end of October 2004 by three kinds of the JICA schemes, such as the grand aid, the technical cooperation, and the follow-up project. However, gender standpoints were not integrated into a series of the environmental activities implemented by JICA.

## 2-6 Gender Equality

### 2-6-1 Efforts by Various Organizations

#### (1) Efforts by the Government of Egypt

Aiming at the dissolution of gender gap, the Egyptian government has established units' base on NCW focusing on the gender equality in each Ministry and Agency in order to improve the Egyptian women's social, economic and political status. Considering this situation, the basic structure on the gender mainstreaming activity in Egypt is well organized.

Assignment of NCW is categorized as below. Given support from donors, NCW

manages its activities.

- To advise on policy and policy analysis;
- Gender planning, mainstreaming, and monitoring
- Networking and partnership building;
- To improve social awareness and to promote communication on gender issues;
- Capacity building and training;
- Survey, report, and distribution;
- To conduct the pilot project.

#### (2) Efforts by Other Donors

Support by donors concerning gender equality is mainly aimed at the institutional development.

##### 1) UNDP

UNDP mainly conducts technical and management support on NCW. UNDP also supports loan budget that NCW provides NGOs on gender issues.

##### 2) UNIFEM

Since NCW was established in 2000, UNIFEM has been engaged in the capacity building of NCW on the request of the Egyptian government. The main activities are as follows.

- Support for preparing the national gender strategy;
- Training of the ministries' staff concerned for the gender mainstreaming based on the national gender strategy;
- Support for introducing gender viewpoint into the ministries' strategy and annual plans of each ministry;
- Monitoring and evaluation support from gender viewpoints for the ministries' strategy and annual plans of each ministry;
- Support NGO's capacity building. Producing training manual by region about womens issues; and
- Support CEDAW report preparation.

3) UNICEF

UNICEF conducts training on gender aiming at NCW and focal point staff of other ministries and agencies.

4) UNFPA

UNFPA dispatches experts to NCW as technical support.

5) ILO

ILO cooperates on NCW's capacity development by training and technical consultation.

6) Holland

Government of Holland supports Egyptian women to change their consciousness and promote their social participation through individual counseling and group discussion with 10 NGOs.

It is revealed that some donor agencies pay special attention to gender viewpoints into the project formulation, for example, CIDA, FAO, and USAID.

### 2-6-2 Recommendations for Projects Formulation and Implementation

There is little room for JICA to consider to start a new project specialized in gender equality in Egypt. Many donors and international agencies have already supported NCW, and it is hard to expect a remarkable progress by additional involvement of JICA. It is rather important for JICA to ensure consideration and accomplishment of gender equality in the course of preparation and implementation of projects not directly focused on gender equality.

- In the process of project formulation, the concept of gender equality should be integrated into projects of any sectors.
- In a case of supporting to promote social recognition on gender equality, it is important to make use of a means of mass media for public relations. Such activities may be conducted during project implementation processes in the fields of education and health deeply related to gender issues. For instance, it is expected that women's involvement in the field of mass media may facilitate to disseminate the concept of gender equality and gender issues, compared with that of men.

The following project can be considered.

- Egypt could become a base for promoting gender equality throughout the Middle East. The activity of NCW and donor's support for it enable Egypt and NCW to organize a training course for neighboring Arab countries on enlightenment of gender equality by the support of JICA third-country training program.

Each country has its own tradition and history. In order to alter a custom or tradition, equivalent volume of information which has formed the custom or tradition will be necessary to come down to the people. In the case of a country with lengthy historical background like Egypt, it would not be easy to promote gender equality. However, we can gain a foothold in realizing comparatively gender equal and liberated society by making good use of the above mentioned clues.

## 2-7 Violence against Women

### 2-7-1 Efforts by Various Organizations

#### (1) Efforts by Other Donors

##### 1) ADEW

According to the research done by an Egyptian local consulting company, and results reported by a JICA mission team, there are very few efforts being done to eliminate violence against women (VAW). As far as information collected by the local consultant and the mission team, there is only one NGO involving in this particular issue, namely, ADEW (Association for the Development and Enhancement of Women). The program is to be started soon and tries to support women and children who suffer from violence at home. They are going to offer a comprehensive package of housing, counseling, and life skills development. The program strongly reflects ADEW's philosophy that is women's empowerment, their ability to question their existing reality by helping women to help themselves. The House of Eve provides a safe space for women and children who have nowhere to go. ADEW is currently designing and refurbishing a shelter based on communal living arrangements, with enough room to house 20 women and their children, which will be approximately 80 – 100 people. They believe the shared environment will encourage mutual support and help the women build a community of their own. ADEW will provide a range of services to women and children in a safe environment where they can begin to pick up the pieces of their shattered lives, regain their self-confidence, and develop their independence in decision making. In addition to providing a warm bed and safe space, the

House of Eve will offer psychosocial counseling, legal aid, empowerment seminars, skills' training, financial literacy, transportation, transitional planning, access to micro-credit loans, literacy programs, health programs play therapy for traumatized children.

According to the interview results by a JICA mission team, out of 444 women who had been interviewed by ADEW, 96.0% women had experienced some types of physical and sexual violence. Although it is unknown by whom these violent acts were conducted, from these research results, ADEW recognizes that violence against women including domestic ones are serious in Egypt. They pointed out that the low status of women in a strong traditional patriarchic society as seen in other areas causes these situations.

#### (2) Efforts by JICA

There is no projects or initiatives in JICA's activities.

### 2-7-2 Recommendations for Project Formulation and Implementation

In view of the current constitution and judiciary of Egypt as well as lack of data to recognize the situation, it could be difficult to intervene in this particular area of concern as a bilateral donor. Rather than directly intervening in this sensitive issue, JICA should, on one hand, be more gender sensitive according to the local practices, and on the other hand, be strategic to include gender perspective to improve the destructive situation of women especially in rural areas. Followings are the considerations in formulating and implementing projects in other sectors.

#### (1) At Project Formulation Stage

- In formulating a participatory rural development project, check carefully the

situation of VAW of the target areas in order to avoid any unexpected reactions which consequently lead to VAW in the community.

- In urban areas where the feeling against the use of violence is stronger, support for setting up shelter for the victims of VAW and capacity building of the shelter workers should be considered.
- To change the gender perception of younger generation, and eventually reduce VAW in Egypt, education plays an important role. Be sure that the textbooks or training materials/contents of teachers are gender sensitive and respect the human rights of both women and men.
- Media or audio-visual production support to spread the image of equal rights of women and men should be considered. Focus should be placed on the new roles and images of women and men.
- Capacity building of police and judiciary personnel in terms of equal treatment of female/male in the context of existing legal framework should be also considered in the context of establishing good governance.

## (2) At Implementation Stage

- When implementing a participatory rural development project, utilize female moderators/facilitators to reach women in the target communities to reduce the doubt on the misconduct of wives.
- When implementing a participatory rural development project, be sure to have men's or village leader's approval of female involvement.
- It is highly recommended to pay careful attention to the VAW in health and education projects, so that these projects can help to prevent and take proper actions in case of VAW.

## 2-8 Final Observation

This part shall extract and summarize the essences for gender mainstreaming commonly recommended in the seven different areas of concern.

### 2-8-1 At Planning Stage

It is obviously a prerequisite for any gender-inclusive project planning to collect and analyze gender-disaggregated data and information in target area.

This study has revealed existing gender differences in Egyptian society: difference in roles and responsibilities; difference in rights attached to their responsibilities; difference in influence over decision-making; and difference in their perceptions of the existing norms related to gender. On the other hand, it has contributed to describing a socio-cultural diversity in gender perception. The result of its field survey shows that the perception on difference between women and men varies according to their attributes such as place of residence, class, income level, education attainment, age and religious background. Social relations, especially power over decision-making, within a target community or region influence a specific development project both at planning and implementation. Therefore, the gender analysis and the study of diverse settings related to gender perceptions in the stage of project planning will enable the project to identify existing constraints and also possibilities for an effective intervention. Referring to the study findings, these factors could operate negatively upon the interventions which directly involve local populations:

- restrictions on women's mobility persistent in rural areas;
- conservative gender perceptions supported

by the youth in urban areas;

- intolerance to the anti-FGM movements in Bedouin societies of Frontier Governorates.

Meanwhile, these factors could contribute to successful planning and implementation:

- Women's participation in economic activities largely accepted in the poor households;
- *Ulama* whose statements are especially influential in Urban Governorates;
- *Sheikh* whose comments and conducts operate in the formation of values and opinions shared in a community.

A gender-sensitive development project, which is to ensure its benefits equitably enjoyed between women and men, should address these constraints and take advantage of these possibilities throughout the process of implementation.

## 2-8-2 At Formulation and Implementation Stages

The recommendations for gender mainstreaming from the seven major areas of concern can be sorted out into these four groups:

(1) To ensure an equitable access for both women and men;

(2) To prepare conditions on which women can easily participate;

(3) To create an environment in which women can voice their opinions and contribute to decision-making processes;

(4) To enhance a synergy among stakeholders.

(1) To ensure an equitable access for both women and men

- Ensure an equitable access for women and men to the services and opportunities (e.g. training, information, credit, etc.) provided by the project.
- Ensure for women and men a balanced

contribution to decision-making in the project planning

(2) To prepare conditions on which women can easily participate

- Address existing constraints on women's mobility in a specific society.

e.g.

- by recruiting local women for project staff;
- by selecting the venues of meeting and activities to be convenient and familiar to women.

- Consider women's roles and their work schedule.

e.g.

- by drawing out a flexible timetable according to the time-allocation of their activities in order to minimize their burden for participation.

(3) To create an environment in which women can voice their opinions and contribute to decision-making processes

- Address existing restrictions on women's speech and behavior in public.

e.g.

- by recruiting female facilitators for data collection and meeting;
- by holding meetings separately for women and men, or for different social groups, if necessary.

(4) To enhance a synergy among stakeholders

- Involve husbands, family members and community leaders into project activities. Especially the activities which target women are to be carried out in the societies where local norms and rules strongly operate on women's mobility, speech and behavior, the project should take actions to gain understandings and

supports from both females and males.

e.g.

- by recruiting local women for project staff;
- by using the influence of religious leaders and local authorities for awareness-

raising;

- by accepting men's participation and securing their benefits even if the project essentially targets women.







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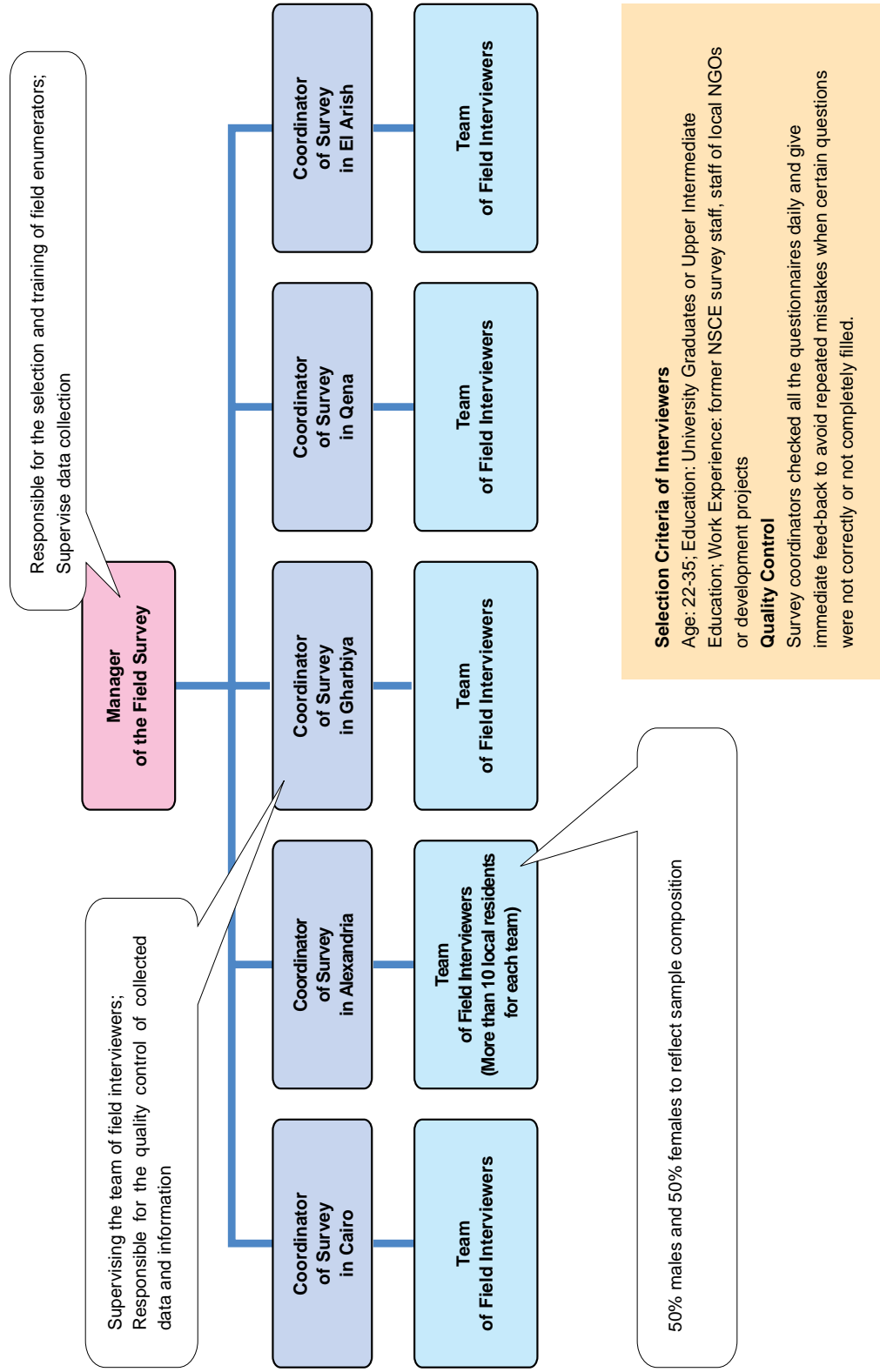
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## ANNEX 1

# Structure of Field Survey Implementation







## ANNEX 2

# Questionnaire for the Structured Interview

### 1 Basic Information on the Interviewee and His/Her Family

0101	0102	0103	0104	0105	0106	0107	0108	0109
Sex	Religion	Position of interviewee in the family	Household head is	Age of interviewee	Personal status of interviewee	Age at marriage	Spouse is	Spouse is
1 = male 2 = female	1 = Muslim 2 = Christian	1 = head of household 2 = spouse of household head 3 = child of household head 4 = spouse of child of household head 5 = grandchild of household head 6 = parent of household head 7 = other	1 = male married to 1 wife 2 = male married to > 1 wife 3 = male widower 4 = male divorcee 5 = female widow 6 = female divorcee 7 = female abandoned 8 = female other 9 = male other	Indicate age and age bracket 1 = 18 – 21 2 = 22 – 25 3 = 26 – 30 4 = 31 – 40 5 = 41 – 50 6 = 51 – 60	1 = below age of marriage 2 = never married 3 = engaged 4 = married 5 = divorced 6 = widow(er) 7 = separated from husband/wife	only those who were ever married Indicate age and age bracket 1 = < 16 2 = 16 – 17 3 = 18 – 21 4 = 22 – 25 5 = 26 – 30 6 = 31 – 35 7 = 36 +	1 = paternal cousin 2 = maternal cousin 3 = other relative 4 = from same village/district 5 = other	1 = 1 – 5 years older 2 = 6 – 10 years older 3 = 11 – 15 years older 4 = 16 – 20 years older 5 = > 20 years older 6 = same age 7 = 1 – 5 years younger 8 = > 5 years younger
				age		age		
				age bracket		age bracket		

2 Educational Levels and Vocational Training

0201	0202	0203	0204	0205	0206	0207 Analysis
Schooling	Educational level of interviewee	Reasons for non-enrollment or dropping out*	Vocational Training of interviewee	Kind of Vocational Training*	Educational level of spouse (married)/ father (unmarried) of interviewee	Educational level of interviewee compared to spouse/ father is
1 = never enrolled 2 = drop-out before secondary school exam 3 = currently enrolled 4 = finished education	(last exam if schooling completed or dropped out - current level if still enrolled) 1 = illiterate 2 = read & write 3 = primary 4 = preparatory 5 = technical secondary 6 = general secondary 7 = higher institute (2 years) 8 = higher institute (4 years) or university 9 = post graduate	1 = no school in vicinity 2 = costs of education 3 = failure in exams 4 = ill treatment in school 5 = early marriage 6 = was needed to work in the household 7 = was needed to work in family enterprise 8 = needed to work with income 9 = child was not interested in education 10 = father didn't encourage education 11 = mother didn't encourage education 12 = other (indicate)	1 = training completed 2 = currently trainee 3 = drop-out 4 = never received any vocational training	1 = apprentice in workshop 2 = apprentice in factory (> 15 workers) 3 = apprentice in commercial establishment (shop, marketing company...etc) 4 = apprentice in service institution (office, medical clinic. etc) 5 = trainee in other training institution 6 = vocational skills training by NGOs 7 = other	(last exam if schooling completed or dropped out - current level if still enrolled) 1 = illiterate 2 = read & write 3 = primary 4 = preparatory 5 = technical secondary 6 = general secondary 7 = higher institute (2 years) 8 = higher institute (4 years) or university 9 = post graduate	1 = higher 2 = lower 3 = same

(\* = more than one answer possible)

## 3 Productive Activities of Interviewee

0301	0302	0303	0304	0305	0306	0307
Current employment status of interviewee	Current principal economic activity of interviewee	Scope of principal economic activity	Period of work	Work of spouse	Income of interviewee spent for	Decisions to spend income of interviewee made by
1 = one economic activity 2 = >1 economic activity 3 = only housewife 4 = housewife + working 5 = only student 6 = student + working 7 = only military service 8 = military service + working 9 = retired not working 10 = retired + working 11 = not able to work (ill or handicapped) 12 = below/ above working age 13 = below/above working age but working 14 = unemployed 15 = new entrant into the labor market (first time job-seeker)	1 = state employee 2 = white-collar employee in private factory/ commercial establishment/ service institution 3 = skilled worker 4 = unskilled worker 5 = worker in agriculture 6 = free-lance professional (e.g. doctor, lawyer etc.) 7 = entrepreneur 8 = self-employed 9 = works in family enterprise without payment 10 = works in family enterprise with irregular payments 11 = works in family enterprise with regular payments 12 = street vendor/ dalala etc. 13 = domestic servant 14 = home production	1 = full-time job 2 = part-time job 3 = temporary job 4 = seasonal job 5 = not applicable	1 = has always worked (stable or temporary jobs) 2 = works until will have children 3 = works since children grew up 4 = has never worked 5 = other	1 = works full-time in stable job 2 = works part-time in stable job 3 = works in non-stable jobs 4 = does not work because housewife 5 = does not work because unemployed 6 = does not work because not able to work (ill, handicapped or other) 7 = does not work because does not want to work	1 = mainly for personal needs of interviewee 2 = mainly for family 3 = equally for personal needs + family 4 = other (indicate)	1 = only by interviewee 2 = interviewee + spouse/ parents 3 = only spouse/ parents 4 = other (indicate)

## 4 Income, Assets and Housing Conditions of Interviewee (questions 0404 + 0406 removed)

0401	0402	0403	0404	0405
Principal source of income/ means of subsistence of female interviewee or wife of married male interviewee / mother of non-married male interviewee	Assets of interviewee*	Source of land + real estate assets*	Inheritance	Family lives in
1 = parents/ spouse pay for all needs 2 = economic activity 3 = rent of real estate 4 = pension(s) 5 = regular support from relatives 6 = irregular support from relatives 7 = charity support (mosque/ church/ NGO etc.) 8 = other (indicate)	1 = owner of land 2 = owner of building 3 = owner of flat 4 = owner of shop/ workshop 5 = shared ownership of land 6 = shared ownership of building 7 = shared ownership of flat 8 = machinery/ valuable tools 9 = vehicle(s) 10 = gold or jewelry 11 = cash or savings in bank 12 = cattle 13 = other (indicate) 14 = no assets	1 = inherited 2 = bought from own income 3 = other (indicate) 4 = no assets	1 = share according to the law 2 = share more favorite than the law 3 = share less favorite than the law 4 = inherited but does not know the law 5 = no inheritance	1 = room(s) in housing unit of parents of household head 2 = room(s) in housing unit of parents of spouse of household head 3 = independent housing unit in house of parents of household head 4 = independent housing unit in house of parents of spouse of household head 5 = independent housing unit in house with of other relatives 6 = independent housing unit in house without relatives 7 = other (indicate)

(\* = more than one answer possible)

5 Responsibility for Domestic Tasks

0501	0502	0503	0504	0505
Food preparation, house cleaning, washing of clothes is principal task of	Who shares in these responsibilities?	Child care + care for sick & elderly is principal task of	Shopping of food + daily consumerables is principal task of	Maintenance of housing unit is principal task of
1 = mother/wife 2 = father/ husband 3 = female children < 18 4 = female children 18 + 5 = male children < 18 6 = male children 18 + 7 = daughter(s) in law 8 = son(s) in law 9 = grandmother 10 = grandfather 11 = domestic servant 12 = other (indicate)	1 = mother/wife 2 = father/ husband 3 = female children < 18 4 = female children 18 + 5 = male children < 18 6 = male children 18 + 7 = daughter(s) in law 8 = son(s) in law 9 = grandmother 10 = grandfather 11 = domestic servant 12 = other (indicate)	1 = mother/wife 2 = father/ husband 3 = female children < 18 4 = female children 18 + 5 = male children < 18 6 = male children 18+ 7 = daughter(s) in law 8 = son(s) in law 9 = grandmother 10 = grandfather 11 = domestic servant 12 = other (indicate)	1 = mother/wife 2 = father/ husband 3 = female children < 18 4 = female children 18 + 5 = male children < 18 6 = male children 18 + 7 = daughter(s) in law 8 = son(s) in law 9 = grandmother 10 = grandfather 11 = domestic servant 12 = other (indicate)	1 = mother/wife 2 = father/ husband 3 = female children < 18 4 = female children 18 + 5 = male children < 18 6 = male children 18 + 7 = daughter(s) in law 8 = son(s) in law 9 = grandmother 10 = grandfather 11 = domestic servant 12 = other (indicate)

6 Other Household-Related Activities

0601	0602	0603	0604	0605	0606
Animal husbandry is principal responsibility of	Subsistence food production is principal responsibility of	Helping children in studies is principal responsibility of	Accompany sick family members to the doctor is principal responsibility of	Apply for official documents (birth certificates, licenses etc.) is principal responsibility of	Apply for services (electricity, telephone etc.) is principal responsibility of
1 = mother/wife 2 = father/ husband 3 = female children < 18 4 = female children 18 + 5 = male children < 18 6 = male children 18 + 7 = daughter(s) in law 8 = son(s) in law 9 = grandmother 10 = grandfather 11 = domestic servant 12 = other 13 = no animal husbandry	1 = mother/wife 2 = father/ husband 3 = female children < 18 4 = female children 18+ 5 = male children < 18 6 = male children 18 + 7 = daughter(s) in law 8 = son(s) in law 9 = grandmother 10 = grandfather 11 = domestic servant 12 = other 13 = no subsistence food production	1 = father 2 = mother 3 = sister 4 = brother 5 = private lessons 6 = other 7 = no assistance	1 = mother/wife 2 = father/ husband 3 = female children 4 = male children 5 = other (indicate)	1 = male household head 2 = female household head 3 = spouse of male household head 4 = other (indicate)	1 = male household head 2 = female household head 3 = spouse of male household head 4 = other (indicate)

## 7 Activities of Interviewee in the Community and Public Life

*always indicate highest level*

0701	0702	0703	0704	0705	0706	0707	0708	0709
CDA + NGOs	Religious organizations*	Community service institutions*	Participation in activities of donor agencies*	Political parties	Professional syndicates	Savings clubs	Cultural activities: regular visits (at least once every 2 months av.) to*	Attitude of family
1 = board member 2 = involved in charity activities 3 = involved in community development activities 4 = involved in organizational activities 5 = involved in administrative activities 6 = involved in other activities 7 = inactive member	1 = involved in charity activities 2 = involved in organization of festivities 3 = involved in religious awareness activities 4 = involved in other activities	1 = member of board of youth club 2 = member of PTA (parent-teacher council) 3 = member of other community service institution (indicate)	1 = donor-sponsored project implemented by Egyptian governmental agency 2 = donor-sponsored project implemented by Egyptian NGO 3 = project implemented by foreign NGO 4 = project implemented by foreign governmental agency 5 = other (indicate)	1 = inactive member 2 = active member 3 = holder of position 4 = elected member of local popular council 5 = elected member of governorate / city council 6 = other (indicate)	1 = position in syndicate 2 = elected representative in professional syndicate 3 = active member of professional syndicate 4 = inactive member of professional syndicate	1 = organizer + administrator of savings club(s) 2 = ordinary member in savings club(s)	1 = cinema 2 = theatre 3 = discos 4 = private or public parties 5 = social and family events (weddings, subu'a, etc.) 6 = lectures, public discussions etc. 7 = other events (indicate) 8 = no cultural activities	1 = encourage participation 2 = no opinion 3 = had to be convinced 4 = do not agree 5 = other

(\* = more than one answer possible)

8 Children and Children's Education

0801			0802			(0803) Analysis			0804			0805			0806			0807			0808		
How many children do you have?			How many children do/did you want to have?			Has no children 1 = wants boys 2 = wants girls 3 = wants more regardless of sex			Children's education*			What educational level do you realistically expect for your oldest girl?			What educational level do you realistically expect for your oldest boy?			What is the most important reason for your aspiration?			Decisions on children's education are principal responsibility of		
Ask for number of male and female and calculate the total			Ask for number of male and female  Fill in only Total if sex does not matter			Has boys only 4 = wants girls 5 = wants more boys 6 = wants more regardless of sex  Has girls only 7 = wants girls 8 = wants more boys 9 = wants more regardless of sex  Has both 10 = wants girls 11 = wants more boys 12 = wants more regardless of sex  13 = wanted less children  14 = number and sex of children is o.k.			1 = boys and girls should have the same rights to education 2 = if family resources are not sufficient, boys should be better educated since they have to be breadwinners later 3 = girls should not be better educated than their husbands since this creates problems 4 = girls should be better able to support their husbands 5 = girls should be able to help their children in school 6 = other (indicate) 7 = don't know			Aspirations within the means of the family, no dreams  1 = no education 2 = read + write 3 = basic education 4 = secondary education 5 = above secondary education 6 = don't know 7 = not applicable			Aspirations within the means of the family, no dreams  1 = no education 2 = read + write 3 = basic education 4 = secondary education 5 = above secondary education 6 = don't know 7 = not applicable			1 = chances of children to maintain / improve social and economic status 2 = increase possibility of children to cope in life 3 = personal aspiration of children 4 = performance of children in school 5 = other (indicate) 6 = don't know 7 = not applicable			1 = father 2 = mother 3 = father + mother together 4 = other (indicate) 5 = no children at school age		
M	F	T	M	F	T																		

(\* = more than one answer possible)

9 Marital Problems and Socialization

0901	0902	0903	0904	0905										
Most important reasons for disputes between spouses*	Whom do you turn to for advice in case of problems in marriage (married) / with your family (non-married)?*	Wife beating is in your opinion*	Access to media*	Indicate the 5 most important sources of information that shaped your opinion on gender-related issues and put a circle around the most important										
<p>A married respondent answers for him/herselve, others based on observations in the family</p> <p>1 = work/income of husband                  2 = work/income of wife                  3 = spending of resources                  4 = number of children                  5 = way of raising children                  6 = management of domestic tasks                  7 = movements of husband and behavior in public                  8 = movements of wife and behavior in public                  9 = dealing with spouse in public                  10 = dealing with spouse at home                  11 = emotional negligence                  12 = other (indicate)</p>	<p>1 = mother                  2 = father                  3 = sister                  4 = brother                  5 = uncle                  6 = aunt                  7 = grandmother                  8 = grandfather                  9 = mother-in-law                  10 = father-in-law                  11 = close male friend                  12 = close female friend                  13 = Sheikh/ priest                  14 = counselor of gama'iya shara'iya                  15 = counselor of other NGO                  16 = other (indicate)</p>	<p>1 = normal, all husbands beat their wives                  2 = allowed but not too hard                  3 = allowed if she does not perform her duties towards her husband and family properly and timely                  4 = allowed if she leaves the house without her husband's permission                  5 = allowed if she does not listen to her husband's orders even after several warnings                  6 = allowed if she does not dress decently and behave properly in public                  7 = not acceptable under no circumstances                  8 = other (indicate)                  9 = don't know</p>	<p>1 = Radio at home                  2 = TV at home                  3 = satellite dish at home                  4 = video at home                  5 = access to satellite TV in home of relatives + friends                  6 = access to satellite TV in public places (e.g. coffeeshops)                  7 = computer with access to internet at home, shared with other family members                  8 = own computer with access to internet at home                  9 = access to internet in internet cafe                  10 = access to internet in home of friends or relatives                  11 = access to internet at school/university/ work place                  12 = newspaper                  13 = magazines</p>	<p>1 = mother                  2 = father                  3 = sister(s)                  4 = brother(s)                  5 = other male relatives                  6 = other female relatives                  7 = female peers and friends                  8 = male peers and friends                  9 = school                  10 = work place                  11 = TV + Radio                  12 = press                  13 = books                  14 = Internet                  15 = mosque/church                  16 = traveling abroad                  17 = other (indicate)</p>										
				<table border="1"> <tr> <td></td> <td></td> <td></td> <td></td> <td></td> </tr> <tr> <td colspan="5">13=</td> </tr> </table>						13=				
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(\* = more than one answer possible)



10 Opinions Concerning Crucial Gender-sensitive Issues: Women's Paid Labor

Interviewees chose answers according to their opinion (* = several answers possible!)			
1001	1002	1003	1004
Women's (paid) work	Which of the following jobs do you consider suitable for women?*	Which of the following jobs do you consider suitable for men?*	Control of income
1 = women should not work outside the house 2 = women should not work as long as they have children below school age 3 = women should only work outside the house if this is not at the expense of their domestic tasks 4 = women should only work if their income is urgently needed for the family 5 = women have always the right to work if they want 6 = don't know 7 = other (indicate)	1 = teacher 2 = care-giving activities (nurse, KG teacher etc.) 3 = administrative jobs 4 = shop vendor 5 = driver 6 = factory worker 7 = construction worker 8 = entrepreneur 9 = physician 10 = lawyer 11 = judge 12 = journalist 13 = TV moderator 14 = governor/ district chief 15 = politician	1 = teacher 2 = care-giving activities (nurse, KG teacher etc.) 3 = administrative jobs 4 = shop vendor 5 = driver 6 = factory worker 7 = construction worker 8 = entrepreneur 9 = physician 10 = lawyer 11 = judge 12 = journalist 13 = TV moderator 14 = governor/ district chief 15 = politician	1 = the husband should decide how to spend his own and his wife's income 2 = the wife should decide how to spend her husband's and her own income 3 = husband decides how to spend his and wife decides how to spend her income 4 = the husband should decide alone how to spend his income and together with his wife how to spend her income 5 = all decisions should be taken by husband and wife together 6 = other (indicate) 7 = don't know
	Put circles around numbers	Put circles around numbers	

11 Opinions Concerning Crucial Gender-sensitive Issues: Choosing Marriage Partners

1101	1102	1103	1104	1105	1106	1107											
Who should choose the marriage partner?	Reasons for answers given under 1101	Ideal marriage partner for girls is	Chose and rank the 5 most important criteria for choosing marriage partners according to priority	Knowing each other before marriage is	Best age for marriage of females	Best age for marriage of males											
1 = the couple 2 = the young man + the girl's father 3 = the young man + the girl's family 4 = the girl's and the young man's family 5 = other (indicate) 6 = don't know	1 = the couple knows best what is good for them 2 = the girl might be too romantic and the marriage might fail 3 = the couple might be too emotional and the marriage might fail 4 = marriage is a family issue, it should be a joint decision of the 2 families to ensure that the rights of both partners are protected 5 = other (indicate) 6 = don't know	1 = cousin 2 = other relative 3 = partner from known family with good reputation 4 = anybody with good reputation who can provide well for the girl 5 = anybody whom she feels comfortable with 6 = other (indicate) 7 = don't know	1 = appearance 2 = love 3 = social status and reputation of family 4 = economic situation of spouse and his/her family 5 = education 6 = personality 7 = shared ideas about partnership in marriage 8 = no disabilities or health problems 9 = other (indicate)	1 = very important and the couple should be able to meet alone 2 = is important but the couple should only go out alone after official engagement 3 = the couple should only go out together with other family members to preserve girl's reputation 4 = the couple should only meet in family house to preserve girl's reputation 5 = other (indicate) 6 = don't know	1 = < 18 2 = 18–21 3 = 22–25 4 = 26–30 5 = > 30 6 = don't know	1 = < 18 2 = 18–21 3 = 22–25 4 = 26–30 5 = > 30 6 = don't know											
			<table border="1" style="width: 100%; text-align: center;"> <tr> <td style="width: 20px;"> </td> <td style="width: 20px;"> </td> <td style="width: 20px;"> </td> <td style="width: 20px;"> </td> <td style="width: 20px;"> </td> <td style="width: 20px;"> </td> </tr> <tr> <td colspan="6">9=</td> </tr> </table>							9=							
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## 12 Opinions Concerning Crucial Gender-sensitive Issues: Personal Status Law

1201	1202	1203	1204	1205
Divorce under the new Personal Status Law	Opinion on provisions of the law	General opinion on divorce under the Khula' provision	Opinion on the principle in Islamic inheritance law that women inherit only 50% of males' share	Opinions on Issues Related to Personal Status Regulations for Christians
<p>Ask interviewees about the law and rate their awareness of the most important provisions as follows:</p> <p>1 = not aware that there is a new law</p> <p><b>2 → Khula' provision</b></p> <p>2a = familiar with details</p> <p>2b = knows about but not familiar with details</p> <p>2c = not aware of provision</p> <p><b>3 → Urfi marriage</b></p> <p>3a = familiar with details</p> <p>3b = knows about but not familiar with details</p> <p>3c = not aware of provision</p> <p><b>4 → Witnessing and documentation of talaq</b></p> <p>4a = familiar with details</p> <p>4b = knows about but not familiar with details</p> <p>4c = not aware of provision</p> <p><b>5 → Wife's right to travel</b></p> <p>5a = familiar with details</p> <p>5b = knows about but not familiar with details</p> <p>5c = not aware of provision</p> <p><b>6 → Imprisonment of husbands refusing to pay maintenance</b></p> <p>6a = familiar with details</p> <p>6b = knows about but not familiar with details</p> <p>6c = not aware of provision</p> <p><b>7 → New marriage contract</b></p> <p>7a = familiar with details</p> <p>7b = knows about but not familiar with details</p> <p>7c = not aware of provision</p>	<p>1 = not aware</p> <p><b>2 → Khula'</b></p> <p>2a = agree</p> <p>2b = disagree</p> <p>2c = don't know</p> <p><b>3 → Urfi marriage</b></p> <p>3a = agree</p> <p>3b = disagree</p> <p>3c = don't know</p> <p><b>4 → witnessing...</b></p> <p>4a = agree</p> <p>4b = disagree</p> <p>4c = don't know</p> <p><b>5 → right to travel</b></p> <p>5a = agree</p> <p>5b = disagree</p> <p>5c = don't know</p> <p><b>6 → imprisonment of husband..</b></p> <p>6a = agree</p> <p>6b = disagree</p> <p>6c = don't know</p> <p><b>7 → new contract</b></p> <p>7a = agree</p> <p>7b = disagree</p> <p>7c = don't know</p>	<p>1 = not aware of the provision</p> <p>only those who are aware:</p> <p>2 = the law improves the situation of women who are stuck in an unbearable marriage</p> <p>3 = the law is still not fair since women have to renounce many material entitlements</p> <p>4 = the law is a danger to the family because many women are too emotional and break up too quickly</p> <p>5 = other (indicate)</p> <p>6 = don't know</p>	<p>1 = not aware of the provisions of the law</p> <p>only those who are aware:</p> <p>2 = fair since men have to provide for women and should therefore have a larger share in inheritance</p> <p>3 = not fair since many women share today the responsibility to provide for the family</p> <p>4 = not fair since men and women should be equal in every respect</p> <p>5 = other (indicate)</p> <p>6 = don't know</p>	<p><b>1 → Coptic church does not allow divorce except in case of Zina, but law allows divorce of Christians in 9 cases:</b></p> <p>1a = church is right</p> <p>1b = law is right</p> <p>1c = divorce should be according to civil law only</p> <p>1d = not aware of law</p> <p><b>2 → Muslim woman cannot marry Christian husband</b></p> <p>2a = agrees with law</p> <p>2b = disagrees</p> <p>2c = not aware</p> <p><b>3 → Christian widow cannot not inherit Muslim husband and vice versa</b></p> <p>3a = agrees with law</p> <p>3b = disagrees</p> <p>3c = not aware</p> <p><b>4 → The new PS Law allows Christians of different churches to divorce under Muslim Law</b></p> <p>4a = agrees with law</p> <p>4b = disagrees</p> <p>4c = not aware</p>

13 Opinions Concerning Miscellaneous Issues

try to avoid "don't know" and use this option only if you do not find any way to stimulate articulation of an opinion											
1301			1302			1303			1304		
Choose and rank the 3 most important environmental problems*			Choose and rank the 3 most important social + other problems*			Choose and rank the 3 most important problems of Egyptian women today?*			Choose and rank the 3 most important problems of Egyptian men today?*		
1 = water pollution 2 = air pollution 3 = noise pollution 4 = soil pollution 5 = hygiene problems due to sewerage deficiencies 6 = insufficient garbage collection 7 = use of fertilizer/ pesticides and chemicals in food production that are detrimental to men's health 8 = other (indicate) (9 = don't know)			1 = unemployment 2 = price increases 3 = poverty 4 = family breakdowns 5 = drug addiction 6 = increase of criminality 7 = increase of violence 8 = environmental problems 9 = wars 10 = terrorism 11 = other (indicate) (12 = don't know)			1 = finding a suitable marriage partner 2 = high material demands for marriage 3 = being not able to realize personal ambitions 4 = losing one's job and being not able to provide for the family 5 = being not able to meet wife's social and material expectations 6 = feeling oppressed in marriage 7 = restrictions of movement 8 = harassment in the streets or at work 9 = other (indicate) (10 = don't know)			1 = finding a suitable marriage partner 2 = high material demands for marriage 3 = being not able to realize personal ambitions 4 = losing one's job and being not able to provide for the family 5 = being not able to meet wife's social and material expectations 6 = feeling oppressed in marriage 7 = restrictions of movement 8 = harassment in the streets or at work 9 = other (indicate) (10 = don't know)		

## ANNEX 3

# Guideline for Focus Group Discussions

### I GENDER ROLES IN THE LIGHT OF CHANGING SOCIO-ECONOMIC CONDITIONS

**1a** Who is in your opinion responsible to provide for the family and who is responsible to care for the household and the family? Why?

**1b** Do you think that it is today still possible that the husband is the sole provider for the family? How do changing economic conditions influence men's and women's roles?

**1c** What kinds of problems do occur in such a situation (problems for men and problems for women)?

**2a** What do you think about women's work? Give reasons for your opinion?

**2b** Who should take the decision if a woman wants to work?

**2c** Who should take the decision about how the money she earns is spent?

**3a** Do you think a good education is important for girls? Why or why not?

**3b** Do you think girls' education is today more important than in previous generations? Why or why not?

**3c** Do you think girls should have the same education as boys? Why or why not?

**3d** Do you think it is a problem if a wife has a higher education than her husband? Why or why not?

**4a** Many people think that it is more important for women and girls to move more freely in public so that they learn more and are better able to cope with crisis and the requirements of modern life. Would you agree with this opinion? Why or why not?

**4b** Where do you think should women's and girls' movements be restricted and why?

## II VIOLENCE AGAINST WOMEN

You might want to use the term “*انتهاك*” in Arabic instead of “*عنف*”

**5a** What do you consider violence and why?

**5b** What do you think about the following acts if they are carried out by a husband against his wife or a father or mother against his/her daughter or a brother against his sister? Are they justified? Why and when or why not?

- Ironic remarks and insults in private
- Insults in public
- Name-calling
- Slapping in the face or tearing of hair, ear etc.
- Beating the body with hands
- Beating the body with feet
- Beating the body with sticks, belts etc.
- Threaten to beat

**5c** What effects do different forms of violence have on a person? Try to answer based on your own experience or based on experiences of close friends or relatives that you witnessed and shared

## III REPRODUCTIVE HEALTH AND FEMALE GENITAL CIRCUMCISION (FGC)

**6a** Do you think that it is necessary today to use contraceptives and plan the number of children and the time when you get children? Why or why not?

**6b** Who should take decisions about family planning and the use of contraceptives?

**6c** Do you think that FGC is necessary? Why or why not ?

**6d** Who should take the decision whether a girl is circumcised ?