

Overall Score:

54 - Very Weak

Legal Framework Score:

67 - Weak

Actual Implementation Score:

38 - Very Weak

Category I. Civil Society, Public Information and Media

I-1. ⁴³Civil Society Organizations

1. Are anti-corruption/good governance CSOs legally protected?

100

1a. In law, citizens have a right to form civil society organizations (CSOs) focused on anti-corruption or good governance.

YES | NO

Comments:

Egyptian law guarantees the freedom to form CSOs and gives them the right to oppose corruption as well as support good governance. It prohibits establishing CSOs whose activities are secret, violent, militant or hostile to society.

References:

Law No. 84, article 11 concerning NGOs. It was issued in 2002.
The Egyptian constitution, article 55.

YES: A YES score is earned when freedom to assemble into groups promoting good governance or anti-corruption is protected by law, regardless of political ideology, religion or objectives. Groups with a history of violence or terrorism (within last ten years) may be banned. Groups sympathetic to or related to banned groups must be allowed if they have no history of violence.

NO: A NO score is earned when any single non-violent group is legally prohibited from organizing to promote good governance or anti-corruption. These groups may include non-violent separatist groups, political parties or religious groups.

1b. In law, anti-corruption/good governance CSOs are free to accept funding from any foreign or domestic sources.

YES | NO

Comments:

According to Egyptian anti-corruption laws, CSOs are free to accept funding from foreign or domestic sources with the condition that they inform the Ministry of Social Solidarity.

References:

Egyptian Law No. 84 concerning NGOs. It was issued in 2002.

YES: A YES score is earned if anti-corruption/good governance CSOs face no legal or regulatory restrictions to raise or accept funds from any foreign or domestic sources. A YES score may still be earned if funds from groups with a history of violence or terrorism (within last ten years) are banned.

NO: A NO score is earned if there any formal legal or regulatory bans on foreign or domestic funding sources for CSOs focused on anti-corruption or good governance.

1c. In law, anti-corruption/good governance CSOs are required to disclose their sources of funding.

YES | NO

Comments:

CSOs have the right to raise and accept funds and donations both from local and foreign agencies, which are authorized to work in Egypt. Contracts between CSOs and donors are organized by articles 1, 2 and 3 of the bylaw No. 84, which was passed in 2002. The bylaw makes it obligatory for CSOs to report the amount of the grant and donor details to the executive agency, the Ministry of Social Solidarity.

References:

Egyptian bylaw No. 84, article 56. It was issued in 2002.

YES: A YES score is earned if anti-corruption/good governance CSOs are required to publicly disclose their sources of funding.

NO: A NO score is earned if no such public disclosure requirement exists.

2. Are good governance/anti-corruption CSOs able to operate freely?

25

2a. In practice, the government does not create barriers to the organization of new anti-corruption/good governance CSOs.

100 | 75 | 50 | 25 | 0

Comments:

Although the government authorizes establishing new anti-corruption/good governance CSOs, it interferes and makes them ineffective if they deal with corruption and torture issues. In 2008, the Legal Assistance Organization for Human Rights was dissolved, and the case is still going through the courts. For example, the Health and Environment Association in Aswan, which took a lead role in disclosing corruption issues, has not had its board of trustees restored after a court decision in 2007. The organization exposed corruption problems involving the previous Territory Governor Maj. Gen. Samir Saad. Other organizations, like the Aid Association for Human Rights, have been put under pressure and threatened with dissolution after disclosing acts of torture and solidarity with workers of one factory in Kalyobiya.

References:

Civil society organizations under siege, the second violations report, July 2008, the NGOs campaign in defense of the freedom of association.

100: CSOs focused on promoting good governance or anti-corruption can freely organize with little to no interaction with the government, other than voluntary registration.

75:

50: CSOs focused on promoting good governance or anti-corruption must go through formal steps to form, requiring interaction with the state such as licenses or registration. Formation is possible, though there is some burden on the CSO. Some unofficial barriers, such as harassment of minority groups, may occur.

25:

0: Other than pro-government groups, CSOs focused on promoting good governance or anti-corruption are effectively prohibited, either by official requirements or by unofficial means, such as intimidation or fear.

2b. In practice, anti-corruption/good governance CSOs actively engage in the political and policymaking process.

100 | 75 | 50 | 25 | 0

Comments:

CSOs are actively engaged in the political and policy-making process in several ways: arousing political reform projects, monitoring the state of human rights, promoting democratic transition, acquainting citizens with their rights, and reinforcing political participation. Prior to the 2005 parliamentary elections, a judgment was passed by the administrative judiciary court in its session on June 11, 2005. This decree gives CSOs the right to monitor the proceedings of the general elections. CSOs are still gaining new ground in the area of influencing political and policy-making process.

References:

Akrum Habeeb, The role of CSOs in promoting democracy, in the meeting of the Egyptian organization for human rights about civil society, July 2002.

100: Civil society organizations focused on anti-corruption or good governance are an essential component of the political process. CSOs provide widely valued insights and have political power. Those CSOs play a leading role in shaping public opinion on political matters.

75:

50: Anti-corruption/good governance CSOs are active, but may not be relevant to political decisions or the policymaking process. Those CSOs are willing to articulate opinions on political matters, but have little access to decision makers. They have some influence over public opinion, but considerably less than political figures.

25:

0: Anti-corruption/good governance CSOs are effectively prohibited from engaging in the political process. Those CSOs are unwilling to take positions on political issues. They are not relevant to changes in public opinion.

2c. In practice, no anti-corruption/good governance CSOs have been shut down by the government for their work on corruption-related issues during the study period.

YES | **NO**

Comments:

The administrative agency continued dissolving and closing the Legal Assistance Organization for Human Rights. The syndicate services house, which was closed by the administration, was able to get a court decision allowing it to continue operating.

References:

Civil society organizations under siege, the second violations report, July 2008, the NGOs campaign in defense of the freedom of association.

YES: A YES score is earned if there were no CSOs shut down by the government or forced to cease operations because of their work on corruption-related issues during the study period. YES is a positive score.

NO: A NO score is earned if any CSO has been effectively shut down by the government or forced to cease operations because of its work on corruption-related issues during the study period. The causal relationship between the cessation of operations and the CSO's work may not be explicit, however the burden of proof here is low. If it seems likely that the CSO was forced to cease operations due to its work, then the indicator is scored as a NO. Corruption is defined broadly to include any abuses of power, not just the passing of bribes.

3. Are civil society activists safe when working on corruption issues?

67

3a. In practice, in the past year, no civil society activists working on corruption issues have been imprisoned.

YES | **NO**

Comments:

George Ishaq, the vice general coordinator of Kifaya (That's Enough) movement. The Kifaya movement makes use of expansive protests for fighting corruption and calling for political reform and democratic change. Dr. Saad Idean Ibraheem was sentenced to spend two years in prison. Activists of the April 6th Civil Society — named after calling for a successful strike on April 6, 2008 through an online social networking site — were imprisoned. The most prominent among these individuals was Israa Abd-Al-Fatah, who lead calling for the strike, as well as a number of young men and women of the political parties.

References:

Al-Masri Alyoum (The Egyptian Today), April 12, 2008.

YES: A YES score is earned if there were no CSO activists imprisoned because of their work covering corruption. YES is a positive score.

NO: A NO score is earned if any activist was jailed in relation to work covering corruption. The causal relationship between the official charges and the person's work may not be explicit, however the burden of proof here is low. If it seems likely that the person was imprisoned due to his or her work, then the indicator is scored as a NO. Corruption is defined broadly to include any abuses of power, not just the passing of bribes. Imprisoned" is defined here as detention by the government lasting more than 24 hours.

3b. In practice, in the past year, no civil society activists working on corruption issues have been physically harmed.

YES | NO

Comments:

In practice, no civil society activists working on corruption issues have been physically harmed in the past year.

References:

Civil society organizations under siege, the second violations report, July 2008, the NGOs campaign in defense of the freedom of association.

YES: A YES score is earned if there were no documented cases of CSO activists covering corruption being assaulted in the specific study period. A YES score can be earned if there was an attack but it was clearly unrelated to the activist's work. YES is a positive score.

NO: A NO score is earned if there were any documented cases during the study period of assault to an activist who covers corruption. Corruption is defined broadly to include any abuses of power, not just the passing of bribes.

3c. In practice, in the past year, no civil society activists working on corruption issues have been killed.

YES | NO

Comments:

In practice, no civil society activists working on corruption issues have been killed in the past year.

References:

Al-Masri Alyoum (The Egyptian Today), April 12, 2008.

YES: A YES score is earned if there were no documented cases of CSO activists being killed because of their work covering corruption in the specific study period. YES is a positive score.

NO: A NO score is earned if there were any documented cases during the study period where a person was killed related to a corruption trial, scandal or investigation. The relationship between a mysterious death and an individual's history may not

be clear, however the burden of proof here is low. If it is reasonable that a person was killed in relation to his or her work on corruption issues, then the indicator is scored as a NO. Corruption is defined broadly to include any abuses of power, not just the passing of bribes.

4. Can citizens organize into trade unions?

75

4a. In law, citizens have a right to organize into trade unions.

YES | NO

Comments:

The law gives citizens the right to organize into trade unions. Law No. 189, issued in 1951, was amended to Law No. 6 in . Its bylaw allows establishing trade chambers and trade unions to organize their work. The law makes the membership of trade chambers and trade unions obligatory for trade workers, gives the executive agency — the supply ministry — the authority to appoint half of the union's board of governors and the ability to disperse this board and appoint half of the board of governors of the general union of trade chambers. Article 56 of the Egyptian constitution permits establishing syndicates and unions on a democratic basis.

References:

Law No. 6 for organizing trade chambers. It was issued in 2002.
The Egyptian constitution, article 56.

YES: A YES score is earned when trade unions are allowed by law, regardless of political ideology, religion or objectives. Groups with a history of violence or terrorism (within last ten years) may be banned. Groups sympathetic to or related to banned groups must be allowed if they have no history of violence.

NO: A NO score is earned when any single non-violent trade union is legally prohibited by the government from organizing.

4b. In practice, citizens are able to organize into trade unions.

100 | 75 | 50 | 25 | 0

Comments:

In practice, citizens can not organize themselves in trade unions or syndicates. One of the demands of workers in the 2006 to 2011 election period was to give this right to all workers. In Egypt there are 19.3 million workers, and only 4.1 million of them are members in syndicate organizations. The forgery of 2006 to 2011 elections made syndicate organizations part of the government system. This same situation also applies to professional syndicates, most of which were frozen by Law No. 100 issued in 1993. It was amended by Law No. 5 issued in 1995. Overall, members in labor and professional associations are just a small portion of paid workers, as the majority of workers lack any form of syndicate association.

References:

Transformations of the Egyptian working class in market economy and privatization, Hesham Moubarak Center for Law Services, The Worker Series, Vol. 2, pp. 102 – 103.

100: Trade unions are common and are an important part of the political process and political discourse. Trade union organizers have widely understood rights. Trade unions are free from intimidation or violence.

75:

50: Trade unions exist, but are not always relevant to politics or policy debates. Barriers to organizing trade unions exist, such as intimidation at work, or retribution firings. Trade union organizers have some rights, but these may not be commonly known, or are difficult to defend.

25:

0: Trade unions are rare. Significant barriers to organization exist, including direct violence. Rights of union organizers are not widely known, or are ineffective in protecting organizers.

I-2. Media

5. Are media and free speech protected?

100

5a. In law, freedom of the media is guaranteed.

YES | NO

Comments:

In law, freedom of the media is guaranteed. Article 48 of Egyptian constitution protects the freedoms of press, printing, publication and information media. Censorship, suspending or shutting down newspapers by executive decrees are also banned. Only in a state of emergency and during times of war can the government impose limited censorship on newspapers, publications and information media in matters that pertain to general safety or national security in accordance with the law.

References:

The Egyptian constitution, article 48.

YES: A YES score is earned if freedom of the press is guaranteed in law, including to all political parties, religions, and ideologies.

NO: A NO score is earned if any specific publication relating to government affairs is legally banned, or any general topic is prohibited from publication. Specific restrictions on media regarding privacy or slander are allowed, but not if these amount to legal censorship of a general topic, such as corruption or defense. A NO score is earned if non-government media is prohibited or restricted.

5b. In law, freedom of speech is guaranteed.

YES | NO

Comments:

In law, the freedom of individual speech is guaranteed and each citizen has the right to express his points of view and publish them in all available forms. This is in accordance with the law and self-criticism and constructive criticism for the safety of the national system.

References:

The Egyptian constitution, article 47.

YES: A YES score is earned if freedom of individual speech is guaranteed in law, including to all political parties, religions, and ideologies.

NO: A NO score is earned if any individual speech is legally prohibited, regardless of topic. Specific exceptions for speech linked with a criminal act, such as a prohibition on death threats, are allowed. However, any non-specific prohibition earns a NO score.

6. Are citizens able to form print media entities?

50

6a. In practice, the government does not create barriers to form a print media entity.

100 | 75 | 50 | 25 | 0

Comments:

In practice, the government creates barriers to forming print media entities. This is in contradiction to the Egyptian constitution that guarantees the freedom of all citizens and political parties of possessing and issuing newspapers. Law No. 96 issued in 1995 prohibits and seizes the right of normal citizens to possess or issue newspapers. This law imposes restrictions on establishing newspapers by normal and virtual persons as it treats newspapers as joint-stock companies and cooperatives, ultimately requiring people to have large sums of money to establish joint-stock companies to issue newspapers. Law No. 13 issued in 1979, which was modified by Law No. 223 issued in 1989 confirms the state monopoly of possessing radio and television. It deprives individuals of establishing radio and television networks unless it is through joint-stock companies, again a financial barrier to the common citizen. Law No. 3 issued in 1998 made the approval of the head of the ministers' council a condition for allowing joint-stock companies to be established.

References:

The Egyptian Organization for Human Rights: www.eohr.org/or/htm

100: Print media entities can freely organize with little to no interaction with the government. This score may still be earned if groups or individuals with a history of political violence or terrorism (within last ten years) are banned from forming media entities.

75:

50: Formation of print media groups is possible, though there is some burden on the media group including overly complicated registration or licensing requirements. Some unofficial barriers, such as harassment of minority groups, may occur.

25:

0: Print media groups are effectively prohibited, either by official requirements or by unofficial means, such as intimidation or fear.

6b. In law, where a print media license is necessary, there is an appeal mechanism if a license is denied or revoked.

YES | NO

Comments:

Law No. 159 issued in 1981 for organizing media joint-stock companies was modified with Law No. 3, which was issued in 1998. It permits a formal process to appeal a denied print media license. This is done mainly through courts if the joint-stock company meets the legal conditions.

References:

Law No. 3 issued in 1998 for organizing media joint-stock companies

YES: A YES score is earned if there is, in law or in accompanying regulations, a formal process to appeal a denied print media license, including through the courts. A YES score is also earned if no print license is necessary.

NO: A NO score is earned if there is no appeal process for print media licenses.

6c. In practice, where necessary, citizens can obtain a print media license within a reasonable time period.

100 | 75 | **50** | 25 | 0

Comments:

In practice, citizens can obtain print media license in different time periods. The time taken to get a license depends on the position and attitude of the government toward the person applying for the license and whether the government feels this person supports or opposes the government. One of the prerequisites for issuing a newspaper is to get the Supreme Council of Press to approve the joint-stock company that will issue the papers. The leftist Al-Badeel (The Alternative) newspaper was delayed for a year because the Supreme Council of Press was resistant in giving the license, despite the fact that all the prerequisites for establishing joint-stock companies were satisfied. Under the pressure of civil society organizations, the council gave its consent in July 2007.

References:

Al-Masry Al-Yawoum (The Egyptian Today), Dec. 23, 2006

100: Licenses are not required or licenses can be obtained within two months.

75:

50: Licensing is required and takes more than two months. Some groups may be delayed up to six months.

25:

0: Licensing takes close to or more than one year for most groups.

6d. In practice, where necessary, citizens can obtain a print media license at a reasonable cost.

100 | 75 | 50 | 25 | 0

Comments:

According to Law No. 96 issued in 1995, only organizations, joint-stock companies and cooperatives — not individuals — can obtain a print media license for a daily newspaper after depositing 1 million Egyptian pounds (US\$180,580) in the bank as insurance. For a weekly newspaper, a person must deposit 250,000 Egyptian pounds (US\$45,145). Law No. 13 issued in 1979 for organizing radio and television networks stipulates that the media joint-stock companies wanting to launch a network or a TV channel must deposit 50 million Egyptian pounds (US\$9 million) in the bank as insurance. This is a crippling condition for the average citizen.

References:

Law No. 96 issued in 1995 for organizing issuing newspapers article 45.
Law No. 13 issued in 1979 for organizing radio and television networks.

100: Licenses are not required or can be obtained at minimal cost to the organization. Licenses can be obtained on-line or through the mail.

75:

50: Licenses are required, and impose a financial burden on the organization. Licenses may require a visit to a specific office, such as a regional or national capital.

25:

0: Licenses are required, and impose a major financial burden on the organization. Licensing costs are prohibitive to the organization.

7. Are citizens able to form broadcast (radio and TV) media entities?

50

7a. In practice, the government does not create barriers to form a broadcast (radio and TV) media entity.

100 | 75 | 50 | 25 | 0

Comments:

According to Law No. 13 issued in 1979 and modified with Law No. 223 issued in 1989, the state monopolizes possessing radio and television networks. Thus, radio and television stations in Egypt express the views of government. Other views have no place in Egyptian radio and television.

Egypt and several Arab countries are witnessing a real revolution in private broadcasting such as independent non-partisan press and satellite T.V. channels. Although the last meeting of the Arab ministers of information and media issued a document described by civil society activists as a only aiming at blocking this free space, the Arab regimes are not yet able to apply this document. thus, free independent media channels are still out of the control of the states.

References:

Law No. 13 issued in 1979 and modified with law No. 223 issued in 1989 for organizing radio and television networks.

100: Broadcast media entities can freely organize with little to no interaction with the government. Media groups have equal access to broadcast bandwidth through a reasonably fair distribution system. This score may still be earned if groups or individuals with a history of political violence or terrorism (within last ten years) are banned from forming media entities.

75:

50: Formation of broadcast media groups is possible, though there is some burden on the media group including overly complicated registration or licensing requirements. Some unofficial barriers, such as harassment of minority groups, may occur. Division of broadcast bandwidth is widely viewed to be somewhat unfair.

25:

0: Broadcast media groups are effectively prohibited, either by official requirements or by unofficial means, such as intimidation or fear. This score is appropriate if the division of broadcast bandwidth is widely viewed to be used as a political tool.

7b. In law, where a broadcast (radio and TV) media license is necessary, there is an appeal mechanism if a license is denied or revoked.

YES | NO

Comments:

According to Law No. 3 issued in 1998 for organizing media joint-stock companies, a formal process to appeal a denied broadcast media license — including courts — is permitted. When the media joint-stock companies meet the criteria posed by the law, they can appeal the refusal of the Minister of Information. The court can give them the license to work.

References:

Law No. 3 issued in 1998 for organizing media joint-stock companies.

YES: A YES score is earned if there is, in law or in accompanying regulations, a formal process to appeal a denied broadcast media license, including through the courts. A YES score is also earned if no broadcast license is necessary.

NO: A NO score is earned if there is no appeal process for broadcast media licenses.

7c. In practice, where necessary, citizens can obtain a broadcast (radio and TV) media license within a reasonable time period.

100 | 75 | 50 | 25 | 0

Comments:

In practice, joint-stock companies can obtain broadcast (radio and TV) media licenses in different time periods. There is no fixed time period for obtaining a broadcast media license. The time taken to get license depends on the position and attitude of the government toward the persons applying for the license and whether he or she supports or opposes the government. Political

parties (such as Al-Wafd) and religious groups (such as the Egyptian church) endured a lot to obtain a license of this whether a license is granted in a timely fashion. For sports channels, there can be no objection. But for channels for political parties and religious groups there would be many objections, and the time period for obtaining the license would be longer.

References:

Law No. 3 issued in 1998 for organizing organizing media joint-stock companies.

100: Licenses are not required or licenses can be obtained within two months.

75:

50: Licensing is required and takes more than two months. Some groups may be delayed up to six months.

25:

0: Licensing takes close to or more than one year for most groups.

7d. In practice, where necessary, citizens can obtain a broadcast (radio and TV) media license at a reasonable cost.

100 | 75 | 50 | **25** | 0

Comments:

Law No. 3 issued in 1998 stipulates that media joint-stock companies deposit 50 million Egyptian pounds (US\$9 million) in the bank as insurance. This makes it very difficult for individual citizens to obtain a broadcast (radio and TV) media license. Only some political parties and businesspeople can meet that condition.

References:

Law No. 3 issued in 1998 for organizing organizing media joint-stock companies.

100: Licenses are not required or can be obtained at minimal cost to the organization. Licenses can be obtained on-line or through the mail.

75:

50: Licenses are required, and impose a financial burden on the organization. Licenses may require a visit to a specific office, such as a regional or national capital.

25:

0: Licenses are required, and impose a major financial burden on the organization. Licensing costs are prohibitive to the organization.

8. Can citizens freely use the Internet?

50

8a. In practice, the government does not prevent citizens from accessing content published on-line.

100 | 75 | 50 | 25 | 0

Comments:

Since the beginning of 2008, the government tightened the grip around the use of the Internet. The last tool that the government made use of to restrict citizens' use of the Internet was requiring Internet cafes to record the names and identity card numbers of Internet users as well as what they searched for on the Internet. These records are then handed over to the state security apparatus. These procedures frighten people wanting to publish or access content on the Internet.

References:

The Arab Network for Human Rights Information, Tightening the grip around internet activists, Aug. 15, 2008, from www.anhri.net

100: The government does not prevent Internet users from accessing online content. While some forms of content may be illegal to download or own (such as child pornography), the government does not manipulate networks to prevent access to this information. This indicator addresses direct government intervention in the transfer of information, not indirect deterrents such as intimidation, surveillance or technical difficulties in countries with poor infrastructure.

75:

50: Internet users are prevented by the government from reaching online content in some cases. Government tactics may include firewalls preventing access to networks in other countries, or manipulating search engine results to exclude politically sensitive topics.

25:

0: Internet users are routinely prevented from accessing online content. Government restrictions are in place at all times for certain topics. Government tactics may include firewalls preventing access to networks in other countries, or manipulating search engine results to exclude politically sensitive topics.

8b. In practice, the government does not censor citizens creating content on-line.

100 | 75 | 50 | 25 | 0

Comments:

The government censors citizens in their use of the Internet. The government established a separate unit in the Interior Ministry known among Internet users as the "Internet police". This unit is responsible for monitoring and following crimes resulting from technological developments.

Gen. Samy Bahnasawy, whose portfolio includes this work, declared, "The work groups in the new administration and follows Internet problems on daily basis, monitors and examines all use especially data and information movement to and from the external world. In case of identifying illegal actions endangering the security and stability of the state, they immediately intervene in coordination with other specific administrations." (Ibid, p. 153).

That new administration has a website (www.ccd.gov.eg) that includes the telephone number and e-mail of the administration with a call to citizens to inform officials of Internet activities that deserve intervention. (Amr Khalaf, there is no law for internet crimes, Nahdat Misr newspaper, issue 627, 18/4/2006.)

Since 2002, the new administration arrested many political activists and journalists. Among those was Kareem Amr, who was sentenced to spend four years in prison for blogs he published on some internet sites such as www.koran903.blogspot.com. In the case of Hala Helmy Bottros (aka Hala Al-Masry), who used to publish in a blog entitled "Cops without boundaries" (www.halaelmasry.blogspot.com), the government harassed her and "unknown people" beat her father. She and her husband were arrested and signed an agreement not shut down the blog.

References:

The Arab Network for Human Rights Information, Tightening the grip around internet activists, Aug. 15, 2008, from www.anhri.net

100: The government never removes online information or disables servers due to their political content. All political speech is protected with limited exceptions, such as legitimate intellectual property restrictions; direct calls to violence; or pornography.

75:

50: In some cases, the government restricts political speech by its citizens on the Internet. This is accomplished either directly by controlling servers hosting restricted content, or indirectly through threats or intimidation against the persons posting political content.

25:

0: The government regularly restricts political speech by its citizens on the Internet. This is accomplished either directly by controlling servers hosting the restricted content, or indirectly through threats or intimidation against the persons posting political content.

9. Are the media able to report on corruption?

58

9a. In law, it is legal to report accurate news even if it damages the reputation of a public figure.

YES | NO

Comments:

Egyptian constitution and law guarantee the freedom of expression. Articles 46, 47, 48, and 49 are clear in securing free expression. In Egypt, there are laws that contradict the constitution and are contested for that fact in the supreme constitutional court. Yet, there are no laws or regulations that prohibit reporting news even if it damages the reputation of a public figure, including a resident of the republic. There are articles for abuse and defamation in the criminal law. Also in the new press law that substituted Law No. 96 issued in 1995 there is an article related to insulting the president of the republic if it is clear to the court that the news reports not objective or far from constructive criticism.

References:

Nahdit Misr newspaper, Dec. 14 and 15, 2006.

The Egyptian constitution

The criminal law

The press law

YES: A YES score is earned if it is legal to report accurate information on public figures regardless of damage to their reputations. Public figures are defined broadly, including anyone in a position of responsibility in the government or civil service; any political leader; leaders of civil society groups including religious groups, trade unions, or NGOs; leaders or officers of large businesses. A YES score can still be earned if a reckless disregard for the truth (i.e. slander) is prohibited.

NO: A NO score is earned if privacy laws protect any public figures (as defined in the YES coding) from accurate information.

9b. In practice, the government or media owners/distribution groups do not encourage self-censorship of corruption-related stories.

Comments:

Government censorship is imposed on all information media, including newspapers, radio and television. Article 3 of the emergency Law No. 162 issued in 1958 has been in effect since president Mubarak held office in 1981. It gives the president of the government the authority to give orders to censor letters, newspapers, newsletters, publications and to seize, arrest, and shut down all means of expression, propaganda and advertisement. In its documentation, the Egyptian Organization of Human Rights found that all individuals and media organizations that were legally pursued were those who questioned government corruption. Many prominent writers and intellectuals writing in opposition and independent newspapers questioned the ability of media to make progress towards free expression when there is a constitution that gives the president massive authorities, among them the ability to muzzle his opponents.

References:

Nahdit Misr newspaper, Dec. 14 and 15, 2006
The Egyptian Organization of Human Rights

100: The government, its proxies, or media ownership/distribution groups make no attempt to restrict media coverage of corruption-related issues through unofficial means.

75:

50: The government, its proxies, or media ownership/distribution groups make some attempts to restrict media coverage of corruption-related issues through unofficial means, such as restricting access by disfavored media outlets, or other short-term consequences. Violent reprisals against media outlets are rare.

25:

0: The government, its proxies, or media ownership/distribution groups actively use illegal methods to restrict reporting of corruption-related issues. This may include harassment, arrests, and threats. Journalists and publishers take a personal risk to report on corruption, and media outlets who commonly report on corruption face long-term consequences or violent reprisals.

9c. In practice, there is no prior government restraint (pre-publication censoring) on publishing corruption-related stories.

Comments:

The restraints put upon newspapers in publishing corruption-related stories diminish the freedom of newspapers and all media to disclose corruption-related issues. Although the law and constitution guarantee the right of journalists to find news and information, this practice is hindered by laws and regulations. There are several laws that restrict the freedom of news and information sharing. Among them are Law No. 2 issued in 1975 concerning publishing official documents, Law No. 58 and its amendments: Law No. 29 issued in 1982, Law No. 199 issued in 1983, Law No. 97 issued in 1992, Law No. 96 issued in 1995 and Law No. 162 issued in 1958 (the emergency law) that gives the president of the government and his representatives the authority to prohibit publishing, censoring, arresting, seizing and shutting down newspapers. The attorney general also has the authority to prevent publishing about particular crimes. Recent amendments of Law No. 96 issued in 1995 allow the prosecutor the authority to keep defendants in prison for extended times in case of being accused of insulting the president of the government, judiciary members or the armed force symbols.

References:

Transparency, popular censorship, the freedom of information and the role of the civil society in democratic change, in the driving force of political reform” a seminar held in Ibn-Rushd center for development, 29-30/11/2005.

Also, Several laws.

100: The government never prevents publication of controversial corruption-related materials.

75:

50: The government prevents publication of controversial corruption-related material in cases where there is a strong political incentive to suppress the information. This score is appropriate if in countries where illiteracy is high, the government may allow a free print press but censor broadcast media.

25:

0: The government regularly censors material prior to publication, especially politically sensitive or damaging corruption-related material. This score is appropriate even if the government restricts only politically damaging news while allowing favorable coverage.

10. Are the media credible sources of information?

65

10a. In law, print media companies are required to publicly disclose their ownership.

YES | NO

Comments:

In law, print media companies are required to disclose their ownership. Law No. 159 issued in 1981 — amended by Law No. 3 issued in 1998 — concerning the joint-stock media companies require print media companies are required to disclose their ownership.

References:

Law No. 3 issued in 1998
Law No. 159 issued in 1981

YES: A YES score is earned if print media companies are required by law to publicly disclose all owners of the company.

NO: A NO score is earned if there is no such requirement or if the requirement is optional, only partially applicable, or exempts certain types of entities or agents from being publicly disclosed.

10b. In law, broadcast (radio and TV) media companies are required to publicly disclose their ownership.

YES | NO

Comments:

In law, broadcast (radio and TV) media companies are monopolized by the government. As for joint-stock media companies, they are required to disclose their ownership.

References:

Law No. 3 issued in 1998

YES: A YES score is earned if broadcast media companies are required by law to publicly disclose all owners of the company.

NO: A NO score is earned if there is no such requirement or if the requirement is optional, only partially applicable, or exempts certain type of entities or agents from being publicly disclosed.

10c. In practice, journalists and editors adhere to strict, professional practices in their reporting.

100 | 75 | 50 | 25 | 0

Comments:

By the nature of their role, journalists have the ability influence and communicate with citizens. Most journalists and editors in national, opposition or independent newspapers adhere to the journalistic charter of integrity. This charter binds journalists to practice objective and document-based criticism and to avoid subjective, purposeful criticism. The Egyptian constitution and judgments of the constitutional court in several cases established the freedom of expression and emphasized the right of the constructive criticism. In most publication issues against journalists during 2006 and 2007 — 30 legal cases and more than 60 summoned to prosecutors — it was regarding the lack of complete documents and information supporting their news. Professional weakness of some press reports are due to obstacles imposed on free information access, not to lack of professionalism among journalists.

References:

Risks of being exposed to prison and legal pursuits: lack or misuse of freedom, Al-Araby newspaper, Dec. 12, 2006.

100: Editors and journalists at the major media outlets abide by a strict journalistic code of conduct and are unwilling to alter their coverage of a particular issue, event or person in exchange for money, gifts, or other favors or remuneration.

75:

50: Editors and journalists at the major media outlets generally avoid altering coverage in exchange for favors but some exceptions have been noted. Not all newsrooms abide by a formal journalistic code of conduct.

25:

0: Editors and journalists are widely known to sell" favorable or unfavorable coverage in exchange for money, gifts, or other remuneration. The major media outlets do not abide by any formal journalistic code of conduct.

10d. In practice, during the most recent election, political parties or independent candidates received fair media coverage.

100 | 75 | 50 | 25 | 0

Comments:

In the last parliamentary elections, the national newspapers had clear bias for the candidates of the ruling national democratic party.

Newspapers intensively brought out the election conferences held by the candidates of the ruling party in all areas. However, these newspapers neglected independent and other political powers and parties. Independent newspapers were more neutral and fair in covering the events of the elections than the national state-owned ones whether quantitatively or qualitatively. The Egyptian television was clearly biased in favor of the candidates of the ruling party. Coverage was far from balanced and objectivity.

At the same Arab-speaking satellite channels such as Al-Jazeera, Al-Arabiya and Al-Houra, they disclosed several violations of transgressions including violence, organized violence, police intervention, preventing voters from entering election committees and assaults against the judges supervising the election process. The Egyptian TV was persisting in presenting a picture of a quiet, fair election process. Some other state-owned channels covered a few of simple problems. But all state-owned TVs and newspapers joined forces in the attack against the Muslim Brothers group. On the contrary to the goals of this coordinated attack, and perhaps because of it, Muslim Brothers group gained the sympathy of ordinary citizens.

The report by the Cairo Institute for Human Rights Studies found that the rates of the television coverage of the last elections were 24 percent and 76 percent for independent and party candidates, respectively, despite the fact that the independent candidates constituted 80 percent of the total candidates in all electorates, with overall neglect of the candidates of Muslim Brothers group. The candidates of the ruling party received the majority of the information coverage in all media, or 69 percent, with a wide gap separating it from the next opposition political power — the leftist Tagamoua party (9 percent), the liberal Ghad (tomorrow) party (6 percent) and the liberal Wafd (delegate) party (1 percent). The Arab socialist Narist party, the labor party and the Muslim Brothers group received no coverage at all.

References:

www.cihrs.org

www.egyptcrcc.org/en/index/htm

100: All political parties and independent candidates have some access to media outlets. Individual media outlets may have biases, but on balance, the national media coverage reflects the interests of the electorate. Media groups generally act as disinterested parties in an election. In places where a government is popular with the public, opposition viewpoints can access the public via media outlets.

75:

50: Major popular media outlets have a persistent bias regarding some parties or independent candidates. Some major parties may be partially excluded from media coverage, or draw more negative coverage. Media sectors may have distinct biases, such as newspapers favoring one party, while radio favors another.

25:

0: The mass media, on balance, have clear preferences in election outcomes and coverage is driven to achieve these goals. Some major parties or independent candidates are excluded or consistently negatively portrayed by mass media. Dissenting political opinions are only found on fringe or elite media outlets, such as Web sites.

10e. In practice, political parties and candidates have equitable access to state-owned media outlets.

100 | 75 | 50 | **25** | 0

Comments:

The state-owned media outlets are totally biased toward the ruling party. They practice fact effacement and present ambiguous and imbalanced views of the events in the election process. Political parties and independent candidates have no access to state-owned media outlets. Even the TV programs that are supposed to give space to all candidates to present their election programs, the state-owned TV neglected opposition and independent candidates.

References:

www.hrinfra.net/egypt/cpe

100: The government ensures that equal access and fair treatment of election contestants is provided by all state-owned media outlets, including all electronic and print media. This obligation extends to news reports, editorial comment, and all other content. All parties and candidates are offered consistent and equivalent rates for campaign advertising on state-owned media outlets.

75:

50: The government generally ensures equal access and fair treatment of all candidates and parties by state-owned media outlets but some exceptions exist. State-owned media may occasionally discriminate against particular parties or candidates and advertising rates may be confusing or non-transparent.

25:

0: The government uses state-owned media to routinely discriminate against opposition candidates and parties. Advertising space may be denied to opposition candidates and parties or higher rates may be charged.

11. Are journalists safe when investigating corruption?

67

11a. In practice, in the past year, no journalists investigating corruption have been imprisoned.

YES | **NO**

Comments:

The Bolaq court imposed a sentence of 6 months in prison against Ibraheem Isa, the editor of opposing Al-Dostour (The Constitution) newspaper for spreading false news relating to the health status of the president of the Arab Republic of Egypt. A court will examine Isa's appeal against that decision in September 2008. Appeals by three other editors of opposing newspapers will be judged at the same time as Isa. The four journalists could receive a sentence of imprisonment.

References:

Al-Masri Alyoum (The Egyptian Today), March 26, 2008.

YES: A YES score is earned if there were no journalists imprisoned related to work covering corruption during the study period. A YES score is positive.

NO: A NO score is earned if any journalist was jailed because of his/her work covering corruption during the study period. The causal relationship between the official charges and the journalist's work may not be explicit, however the burden of proof here is low. If it seems likely that the journalist was imprisoned due to his or her work, then the indicator is scored as a NO. Corruption is defined broadly to include any abuses of power, not just the passing of bribes. Imprisoned" is defined here as detention by the government lasting more than 24 hours.

11b. In practice, in the past year, no journalists investigating corruption have been physically harmed.

YES | NO

Comments:

In practice, in the past year, no journalists investigating corruption have been physically harmed.

References:

Alwafd newspaper, Jan. 1, 2007

Nahdit Misr newspaper, Oct. 14, 2006

YES: A YES score is earned if there were no documented cases of journalists being assaulted during the specific study period for their work covering corruption issues. A YES score is positive.

NO: A NO score is earned if there were any documented cases of assault to a journalist covering corruption during the study period. Corruption is defined broadly to include any abuses of power, not just the passing of bribes.

11c. In practice, in the past year, no journalists investigating corruption have been killed.

YES | NO

Comments:

In practice, in the past year, no journalists investigating corruption have been killed.

References:

Alwafd newspaper, Jan. 14, /2007

Nahdit Misr newspaper, Oct. 14 /2006

YES: A YES score is earned if there were no documented cases of journalists being killed because of their work covering corruption-related issues during the study period. A YES score is positive.

NO: A NO score is earned if there were any documented cases where a journalist was killed in relation to his or her work covering corruption-related issues in the study period. The relationship between a mysterious death and an individual's work may not be clear, however the burden of proof here is low. If it is a reasonable guess that a person was killed in relation to his or her work on corruption issues, then the indicator is scored as a NO. Corruption is defined broadly to include any abuses of power, not just the passing of bribes.

63
I-3. Public Access to Information

12. Do citizens have a legal right of access to information?

0

12a. In law, citizens have a right of access to government information and basic government records.

YES | **NO**

Comments:

There are several laws that deprive citizens of the right of access to government information and basic government records. For example the law no. 35 issued in 1960 for establishing and organizing the central apparatus for public mobilization and statistics prohibits publishing any piece of information or records related to the government and in case of violating this rule the apparatus brings suit against the persons who committed that crime, and the judgment can reach prison. In addition, the criminal proceedings law no. 150 issued in 1950 and its amendments, law no. 313 issued in 1956 amended by law no. 14 issued in 1967 concerning the armed force, law of the general intelligence no. 100 issued in 1971 amended by law no. 1 issued in 1981, publications law no. 20 issued in 1936 amended by law no. 97 issued in 1992, law no. 121 issued in 1975 concerning documents amended by law no. 125 issued in 1983, and law no. 256 issued 1954 are all laws that restrict citizens' right of access to government information and basic government records.

References:

Al-Masri Alyoum (The Egyptian Today) newspaper, March 26, 2008.
Nejad Al-Boraiy, Egyptian views regarding corruption, a paper about the report of the transparency organization, center for political research, Cairo university, 2004.

YES: A YES score is earned if there is a formal right to access government documents, including constitutional guarantees. Exceptions can be made for national security reasons or individual privacy, but they should be limited in scope. All other government documents should be available upon a public request.

NO: A NO score is earned if there is no such right.

12b. In law, citizens have a right of appeal if access to a basic government record is denied.

YES | **NO**

Comments:

The constitution shields all works and decisions by the administration from judicial censorship. The government abolished litigation and appeal processes that allowed citizens to appeal rulings that denied access to basic government records. Even if some laws allow for appealing decisions that denied access to basic government records, administrative agencies are not effective in ruling against the department that denied access to information.

References:

The Egyptian constitution, article 68
Nejad Al-Boraiy, Egyptian views regarding corruption: A paper about the report of the transparency organization, Center for Political Research, Cairo University, 2004.

YES: A YES score is earned if there is a formal process of appeal for rejected information requests. A YES score can still be earned if the appeals process involves redress through the courts rather than administrative appeal.

NO: A NO score is earned if there is no such formal process.

12c. In law, there is an established institutional mechanism through which citizens can request government records.

YES | **NO**

Comments:

There is no such institutional mechanism

References:

The Egyptian constitution, article 68

Nejad Al-Boraiy, Egyptian views regarding corruption: A paper about the report of the transparency organization, Center for Political Research, Cairo University, 2004.

YES: A YES score is earned if there is a formal government mechanism/institution through which citizens can access government records available under freedom of information laws. This mechanism could be a government office (or offices within agencies or ministries) or an electronic request system.

NO: A NO score is earned if there is no such formal mechanism or institution.

13. Is the right of access to information effective?

0

13a. In practice, citizens receive responses to access to information requests within a reasonable time period.

100 | 75 | 50 | 25 | **0**

Comments:

In practice, citizens do not receive responses to access to information requests within a reasonable time period.

Citizens have very little access to government information. As an example this, the Egyptians did not know anything about the gaz deal with Israel from the Egyptian government. Even after Israeli newspapers reported on the deal, and the Egyptian public opinion focused on that issue, the Egyptian government had not yet declared anything about the deal. It does not even respond to the severe charges aroused by independent media channels.

References:

several media reports

Nejad Al-Boraiy, Egyptian views regarding corruption: A paper about the report of the transparency organization, Center for Political Research, Cairo University, 2004.

100: Records are available on-line, or records can be obtained within two weeks. Records are uniformly available; there are no delays for politically sensitive information. Legitimate exceptions are allowed for sensitive national security-related information.

75:

50: Records take around one to two months to obtain. Some additional delays may be experienced. Politically-sensitive information may be withheld without sufficient justification.

25:

0: Records take more than four months to acquire. In some cases, most records may be available sooner, but there may be persistent delays in obtaining politically sensitive records. National security exemptions may be abused to avoid disclosure of government information.

13b. In practice, citizens can use the access to information mechanism at a reasonable cost.

100 | 75 | 50 | 25 | 0

Comments:

In practice, citizens can not use the access to information mechanism at a reasonable cost.

References:

Alwafd newspaper, Jan. 14, 2007

Nahdit Misr newspaper, Oct. 14, 2006

100: Records are free to all citizens, or available for the cost of photocopying. Records can be obtained at little cost, such as by mail, or on-line.

75:

50: Records impose a financial burden on citizens, journalists or CSOs. Retrieving records may require a visit to a specific office, such as a regional or national capital.

25:

0: Retrieving records imposes a major financial burden on citizens. Records costs are prohibitive to most citizens, journalists, or CSOs trying to access this information.

13c. In practice, citizens can resolve appeals to access to information requests within a reasonable time period.

100 | 75 | 50 | 25 | 0

Comments:

In practice, citizens can not resolve appeals to access to information requests within a reasonable time period.

References:

several media reports

Nejad Al-Boraiy, Egyptian views regarding corruption: A paper about the report of the transparency organization, Center for Political Research, Cairo University, 2004.

100: The agency/entity acts on appeals quickly. While some backlog is expected and inevitable, appeals are acknowledged promptly and cases move steadily towards resolution.

75:

50: The agency/entity acts on appeals quickly but with some exceptions. Some appeals may not be acknowledged, and simple issues may take more than two months to resolve.

25:

0: The agency/entity does not resolve appeals in a timely fashion quickly. Appeals may be unacknowledged for many months and simple issues may take more than three months to resolve.

13d. In practice, citizens can resolve appeals to information requests at a reasonable cost.

100 | 75 | 50 | 25 | 0

Comments:

In practice, citizens can not resolve appeals to information requests at a reasonable cost.

References:

Alwafd newspaper, June 23, 2008

100: In most cases, the appeals mechanism is an affordable option to middle class citizens seeking to challenge an access to information determination.

75:

50: In some cases, the appeals mechanism is not an affordable option to middle class citizens seeking to challenge an access to information determination.

25:

0: The prohibitive cost of utilizing the access to information appeals mechanism prevents middle class citizens from challenging access to information determinations.

13e. In practice, the government gives reasons for denying an information request.

100 | 75 | 50 | 25 | 0

Comments:

In practice, the government does not give reasons for denying an information request.

References:

Alwafd newspaper, June 23, 2008

100: The government always discloses to the requestor the specific, formal reasons for denying information requests.

75:

50: The government usually discloses reasons for denying an information request to the requestor, with some exceptions. The reasons may be vague or difficult to obtain.

25:

0: The government does not regularly give reasons for denying an information request to the requestor.

Category II. Elections

II-1. ³⁷Voting & Citizen Participation

14. Is there a legal framework guaranteeing the right to vote?

100

14a. In law, universal and equal adult suffrage is guaranteed to all citizens.

YES | NO

Comments:

Although the constitution gave all citizens the right to vote, Law No. 73 issued in 1956, which was amended by Law No. 76 issued in 1976 and Law No. 173 issued in 2005, exempts some groups from undertaking their political rights.

It exempts members of the armed forces and the police system so long as they are in service. With the successive amendments of the original law, new groups were deprived of pursuing this right for different periods of time: five years for those whose property was put under guardianship by a legal judgment and persons sentenced to prison for crimes mentioned in the land reform laws — supply and quotation laws — unless their honor is given back to them. The amendments also added to the groups deprived of the right to vote persons who were previously dismissed from public sector or the government for dishonoring crimes until five years passed from the dismissal date.

References:

The report of the national campaign for monitoring the parliamentary elections 2005, edited by Waheed Abd-Al-Majeed, The Human Rights Center for Helping Prisoners, 2006.

YES: A YES score is earned if the right to vote is guaranteed to all citizens of the country (basic age limitations are allowed). A YES score can still be earned if voting procedures are, in practice, inconvenient or unfair.

NO: A NO score is earned if suffrage is denied by law to any group of adult citizens for any reason. Citizen is defined broadly, to include all ethnicities, or anyone born in the country. A NO score is earned if homeless or impoverished people are legally prohibited from voting.

14b. In law, there is a legal framework requiring that elections be held at regular intervals.

YES | NO

Comments:

The Egyptian constitution says holding the parliamentary elections (The People’s Council) every five years, six years for the elections of Shoura (consultation) council, and six years for presidential elections. Law No. 73 issued 1956 regulates election processes.

References:

The Egyptian constitution, article 92 concerning the peoples’ council.
The Egyptian constitution, article 198 concerning the Shoura (consultation) council.
The Egyptian constitution, article 77 concerning electing the president of the republic.
Law No. 73 issued 1956 for organizing undertaking political rights.

YES: A YES score is earned if there is a statutory or other framework enshrined in law that mandates elections at reasonable intervals.

NO: A NO score is earned if no such framework exists.

15. Can all citizens exercise their right to vote?

67

15a. In practice, all adult citizens can vote.

100 | 75 | 50 | 25 | 0

Comments:

In law, the first article of Law No. 73, issued in 1956 for organizing undertaking political rights, defines the age of 18 as the legal age for pursuing one’s political rights for both men and women. It makes registering in election tables obligatory for both gender. Article No. 4 of Law No. 73 issued in 1956 for organizing undertaking political rights states that people who are eligible to vote, are registered in election tables and have no legal obstacles to them from undertaking their political rights, have the right to run for and vote in elections.

But in practice, Law No. 73 issued in 1956 exempts some groups from undertaking their political rights. It exempts members of the armed forces and the police while they are in service. With successive amendments to the original law, more individuals were deprived of their right to vote for different periods of time: five years for those whose property was put under guardianship by a legal judgment, people sentenced to prison for crimes mentioned in the land reform laws — supply and quotation laws — unless their honor is given back to them. The amendments also added that individuals who were previously dismissed from public sector or the government for dishonoring crimes could not vote unless five years passes from the dismissal date.

References:

The report of the national campaign for monitoring the parliamentary elections 2005, edited by Waheed Abd-Al-Majeed, The Human Rights Center for Helping Prisoners, 2006.
Law No. 73 issued in 1956 for organizing undertaking political rights

100: Voting is open to all citizens regardless of race, gender, prior political affiliations, physical disability, or other traditional barriers.

75:

50: Voting is often open to all citizens regardless of race, gender, prior political affiliations, physical disability, or other traditional barriers, with some exceptions.

25:

0: Voting is not available to some demographics through some form of official or unofficial pressure. Voting may be too dangerous, expensive, or difficult for many people.

15b. In practice, ballots are secret or equivalently protected.

100 | 75 | 50 | 25 | 0

Comments:

In practice, during the last parliamentary elections some ballots were not secret or protected — whether inside or outside the election centers. Several election monitoring reports by civil society organizations confirmed many people were voting, but there were some reports that supporters of the ruling National Democratic Party damaged ballot boxes after voting took place. There were also reports of violence. Election monitoring groups documented several cases in which they caught unmarked ballot cards outside election centers. These are to be marked in front of the candidates.

In addition, it is expected that in the absence of the judiciary supervision of next general elections, matters will get worse. In this case, ballots will be just a means for appointing, not electing, the individuals accepted by the regime.

References:

Reports of:
The Shadow Committee for Monitoring Elections,
The Egyptian Independent Committee for Monitoring Elections,
The Civil Coalition for Monitoring Elections,
The National Campaign for Monitoring Parliamentary Elections, 2005.

100: Ballots are secret, or there is a functional equivalent protection, in all cases.

75:

50: Ballots are secret, or there is a functional equivalent protection, in most cases. Some exceptions to this practice have occurred. Ballots may be subject to tampering during transport or counting.

25:

0: Ballot preferences are not secret. Ballots are routinely tampered with during transport and counting.

15c. In practice, elections are held according to a regular schedule.

100 | 75 | 50 | 25 | 0

Comments:

In practice, the election process has regularly been held since 1995. From 1995 until the current parliament will end in 2010,

parliamentary elections of the People's Council were held every five years as dictated by article 92 of the constitution. In the same period, elections of Shoura (consultation) council were held every six years as dictated by article 198 of the constitution.

However, new presidential elections resulted from modifying article 76 of the constitution. This means electing the president of the Arab Republic of Egypt by free, direct ballot. Before the amendment, the president of Egypt was elected through a popular referendum after approval of two thirds of the members of the People's Council. Thus, September 2005 witnessed the first free, direct election of the president of Egypt. It will end in 2011.

References:

The Egyptian constitution, articles: 92, 198, 77.

100: Elections are always held according to a regular schedule, or there is a formal democratic process for calling a new election, with deadlines for mandatory elections.

75:

50: Elections are normally held according to a regular schedule, but there have been recent exceptions. The formal process for calling a new election may be flawed or abused.

25:

0: Elections are called arbitrarily by the government. There is no functioning schedule or deadline for new elections.

16. Are citizens able to participate equally in the political process?

35

16a. In law, all citizens have a right to form political parties.

YES | NO

Comments:

All citizens have the right to form political parties unless they are stripped of the right to do so. Yet, the political parties Law No. 40 issued in 1977 and its amendments in Law No. issued in 2005 still restricts forming political parties.

The law allows for the formation of political parties to the parties affairs committee, which is dominated by the ruling National Democratic Party. The parties affairs committee mainly consists of members of the ruling party — the minister of interior, the minister of justice, head of Shoura (consultation) council and public figures nominated by the president of the Arab Republic of Egypt, who is at the same time the head of the ruling party.

That committee is presided by the head of Shoura (consultation) council, who is also the general secretary of the ruling party. The parties affairs committee, which has the authority to approve or reject new parties, is no more than a branch of the executive authority and the ruling party. Since its establishment through Law No. 40 issued in 1977, the committee rejected most demands for forming new parties. Moreover, this committee has intervened in the internal affairs of the political parties. In many cases, it issued decrees changing the leaderships of several parties and shut down party newspapers. The parties affairs committee still rejects forming political parties for political powers, even though people should have the right to create them. Many citizens see that the existing parties do not express their interests, and therefore resort to courts to affirm their right to form political parties.

References:

Dr. Huda Mitix, Governance and political system, the Faculty of Economics and Political Sciences, Center for Developing Countries Research, p. 19.

YES: A YES score is earned if citizens have the right to form political parties without interference from government. A YES score may still be earned if groups or individuals with a history of violence or terrorism (within last ten years) are banned from forming political parties. Non-discriminatory minimal criteria (e.g. minimum age) are also allowed.

NO: A NO score is earned if there are any legal or regulatory restrictions or prohibitions barring any types of political parties from being formed.

16b. In law, all citizens have a right to run for political office.

YES | **NO**

Comments:

Egyptian law deprived many people from running for political office and pursuing their political rights. The law extended the cases in which it can punish people by political isolation or civil death.

Law No. 23 issued in 1978, which deals with protecting the internal front and social peace, says that people deprived of practicing their political rights are those judged in economic and social crimes or have been dismissed from the public sector or the government for dishonorable reasons.

The 2005 law dealing with the undertaking of political parties added other individuals to those who are deprived of pursuing their political rights: people who were convicted in crimes related to violating citizens' personal rights, especially their lives.

Restricting the ability to establish political parties in the new constitution is another way that the ruling regime restrains citizens' rights to run for political office. The new constitution restricted the right to run for president to heads of political parties on condition that they obtain the consent of a certain number of members of the People's Council, the Shoura (consultation) Council, and all local popular councils in the governorates.

References:

Articles 171 to 178 and 309 of the criminal law.

Articles 2 to 8 of the 1977 decree concerning protecting citizen's security.

Articles 22 to 26 of Law No. 40 issued in 1977 concerning political parties.

Law No. issued in 2005 for organizing undertaking political parties

Law No. 95 issued in 1980 concerning protecting values of fault

The Egyptian Organization for Human Rights, the laws restricting civil and political parties in the Egyptian legislation, pp. 208 to 218.

YES: A YES score is earned if all citizens (citizen is defined broadly, to include all ethnicities, or anyone born in the country) have the right under law to run for political office. A YES score may still be earned if individuals with a history of violence, terrorism, or criminality are banned from running for office.

NO: A NO score is earned if there are any legal restrictions barring certain individuals or groups from running for political office.

16c. In practice, all citizens are able to form political parties.

100 | 75 | 50 | **25** | 0

Comments:

In practice, all citizens have the right to form political parties unless they are stripped of this right.

Yet, the political parties Law No. 40 issued in 1977 and its 2005 amendments still restrict forming political parties. The law gives the authority to each parties affairs committee, which is dominated by the ruling national democratic party.

The parties affairs committee mainly consists of the ruling party: the minister of interior, the minister of justice, head of Shoura (consultation) Council and public figures nominated by the president, who is the head of the ruling party. That committee is headed by the leader the of Shoura (consultation) council, who is the general secretary of the ruling party.

This means that that parties affairs committee is no more than a branch of the executive authority and the ruling party. Since its establishment by Law No. 40 issued in 1977, the committee has rejected most demands for forming new parties. Moreover, this committee intervenes in the internal affairs of political parties. In many cases, it issued decrees changing the leaderships of several parties and shutting down party newspapers. The parties affairs committee still rejects forming political parties for political powers for people. Many citizens see that the existing parties do not express their interests, and therefore resort to courts to affirm their right to form their parties.

References:

Dr. Huda Mitix, Governance and Political System, The Faculty of Economics and Political Sciences, Center for Developing Countries Research, p. 19.

100: While there is no guarantee of electoral success, political parties can form freely without opposition.

75:

50: Some barriers to formation are present, such as burdensome registration requirements that may not be fairly applied. Some parties' political viewpoints may draw pressure from the government, such as surveillance or intimidation. Some political parties or organizations may have extra barriers to getting on a ballot.

25:

0: Some political parties are effectively barred from forming through some manner of official or unofficial pressure. This may include threats, arrest, or violence from competing parties or other groups.

16d. In practice, all citizens can run for political office.

100 | 75 | 50 | **25** | 0

Comments:

In practice, not all citizens can run for political office.

In addition to political isolation, low socio-economic level, high rates of illiteracy and the widespread culture of passivity and non-participation all impede citizens from running to political office.

Restricting the ability to establish political parties is another way the ruling regime restrains citizens' right to run for political offices as the new constitution restricts the right to run for president to the heads of political parties on condition that they obtain the consent of a certain number of the members of the peoples' council, the Shoura (consultation) Council, and all local popular councils in the governorates.

This deprives all people of the right to run for president as well as their right to establish political parties. Election forgery for the benefit of the candidates of the ruling party also damages the right of all citizens to run for political parties. Only people accepted by the ruling party have real access to political offices. All freedom-limiting laws such as the state security law, the national unity law and the emergency law hinder the right and freedom to run for political offices.

References:

Dr. Huda Mitix, Governance and Political System, The Faculty of Economics and Political Sciences, Center for Developing Countries Research, p. 19.

100: While there is no guarantee of electoral success, anyone can run for office under transparent and equitable guidelines. There is a formal process for access to the ballot which is fairly applied. The costs of running a campaign are reasonable and do not deter candidates from entering a race.

75:

50: Some barriers exist to getting on the ballot and bureaucratic or regulatory requirements for doing so may be unfairly applied. The costs of running a political campaign are significant and result in dissuading some candidates from running for office. A system of party lists may discourage or prevent independent candidates from running for office.

25:

0: Citizens can effectively be barred from the ballot through government abuse of official rules and/or unofficial pressure. The costs of running a campaign are extremely high and result in most average citizens being unable to run an effective campaign for office.

16e. In practice, an opposition party is represented in the legislature.

100 | 75 | 50 | **25** | 0

Comments:

In practice, opposition parties are not well-represented in the legislature.

In the 2005 legislative elections, for several reasons, opposition parties obtained only 10 seats out of the 454 total. The Muslim Brothers group, a legally prohibited group, gained 88 seats — up from 17 seats in 2000 legislative elections.

Members of that group in the legislature are dealt with as independent ones because the group is not legally recognized. Sometimes, the government overlooks the activities of that group. At other times it pursues its members and arrests them and sends them to military court.

References:

Samer Solyman, Political participation in the 2005 Representative Elections: Obstacles and Requirements, The Egyptian Association for Promoting Community Participation, Cairo, 2006.

100: The opposition party always has some influence on the proceedings of the legislature. The opposition party can introduce legislation or bring pending matters to a vote without the consent of the ruling party.

75:

50: The opposition party has influence on the proceeding of the legislature, but it is limited in scope. The opposition's ability to force votes or publicly debate certain topics may be limited.

25:

0: The opposition party has only token participation in the legislature's proceedings and cannot advance legislation or force a debate.

18. Is the election monitoring agency effective?

25

18a. In law, the agency or set of agencies/entities is protected from political interference.

YES | **NO**

Comments:

The Egyptian law does not contain any clear statements that entail protecting election agencies/entities from political interference. Law no. 73 issued in 1956 and its amendment in law no. 173 issued in 2005 do not ordain establishing or accepting election agencies/entities. Forming election agencies/entities and coalitions in Egypt in 2005 was a result of the strong will of the civil society organizations based on the principle that says that the origin of things and actions is permission". Egypt's signing of the international conventions that guarantee this right for CSOs was another justification that supported attempts to monitor election processes. Nevertheless, these CSOs are not enough in number or qualified to do their job. The most important obstacle is the intervention of the security system that prevents these entities for entering election sites and seize their equipments.

References:

Law No. 173 issued in 2005 concerning undertaking political rights.

The judiciary sentence passed by the administrative court on Nov. 16, 2005, based on articles 19 and 29 of the universal declaration of human rights and the international declaration for human rights defenders, 1998.

YES: A YES score is earned only if the agency or set of agencies/entities has some formal organizational independence from the bodies contesting in the election. A YES score is still earned even if the entity is legally separate but in practice staffed by partisans.

NO: A NO score is earned if the election monitoring agency or set of agencies/entities is legally tied to bodies contesting the election (i.e. an executive branch agency such as the Interior Ministry, or a committee of the legislature). A NO score is automatically earned if there is no domestic election monitoring agency.

18b. In practice, agency (or set of agencies/entities) appointments are made that support the independence of the agency.

100 | 75 | 50 | **25** | 0

Comments:

On Nov. 26, 2005, CSOs appealed against the minister of interior as the head of the higher committee for elections and against a previous decree given by the committee on Oct. 24, 2005, that prevents COSs from entering election centers, allows them to practice monitoring only outside election centers, deprives them of using the word "monitoring", and entails obtaining the consent of the national council of human rights (a governmental agency) to monitor elections.

On Nov. 6, 2005, the administrative judiciary court passed its sentence that considered domestic monitoring to be one the safeguards of the fairness of the elections, the correctness of the procedures, citizens' awareness, the protection of human rights, and the right of CSOs to monitor the election process in all its stages. The sentence also freed CSOs from the need to obtain the consent of the national council of human rights to monitor the elections.

References:

Law No. 173 issued in 2005 concerning undertaking political rights.

The sentence passed by the administrative court on Nov. 16, 2005, based on articles 19 and 29 of the universal declaration of human rights and the international declaration for human rights defenders, 1998.

100: Appointments to the agency or set of agencies/entities are made based on professional qualifications. Individuals appointed are free of conflicts of interest due to personal loyalties, family connections or other biases. Individuals appointed usually do not have clear political party affiliations.

75:

50: Appointments are usually based on professional qualifications. However, individuals appointed may have clear party loyalties.

25:

0: Appointments are often based on political considerations. Individuals appointed often have conflicts of interest due to personal loyalties, family connections or other biases. Individuals appointed often have clear party loyalties.

18c. In practice, the agency or set of agencies/entities has a professional, full-time staff.

100 | 75 | 50 | **25** | 0

Comments:

In practice, election monitoring agencies or entities do not have part time staff for monitoring elections. These agencies temporarily contract with election observers during the election processes according to specific criteria that guide the selection of large numbers of observers for the monitoring process in 26 governorates and 222 electorates.

Prominent among these criteria were participating in previous elections (presidential or party elections), belonging to the same district, favoring women observers, having legal awareness and not belonging to any party. Observers also had to pass the training given to them and to sign the ethical code that entails neutrality and objectivity in monitoring.

References:

The Report for the National Campaign for Monitoring the Parliamentary Elections 2005, edited by Waheed Abd-Al-Majeed, The Human Rights Centre for Helping Prisoners, 2006, p. 10.

100: The agency or set of agencies/entities has staff sufficient to fulfill its basic mandate.

75:

50: The agency or set of agencies/entities has limited staff, or staff without necessary qualifications to fulfill its basic mandate.

25:

0: The agency or set of agencies/entities has no staff, or such a limited staff that is clearly unqualified to fulfill its mandate.

18d. In practice, the agency or set of agencies/entities makes timely, publicly available reports following an election cycle.

Comments:

In practice, the election monitoring agencies or entities make reports during the election process in all electorates and give daily information reports to the media.

Following the elections cycle, the election monitoring agencies or entities make comprehensive reports containing analyses of the different aspects and results of the election process as a whole.

All election monitoring agencies or entities issued final reports on the 2005 parliamentary elections shortly after the declaration of the election results.

References:

The Egyptian Association for Promoting Community Participation, Political participation in 2005 representative elections", 2006.
 The Human Rights Organization for Helping Prisoners, "Report of the domestic campaign for monitoring elections", 2006.
 Ibn-Khaldoun Center for Developmental Studies, "Report of the independent commission for monitoring elections", 2006
 The Civil Observatory for Human Rights, "Report of the civil observatory for human rights on the representative elections", 2006.
 Cairo Institute for Human Rights Studies, "Information report on the parliamentary elections", 2006.

100: Reports are released to the public on a predictable schedule, without exceptions.

75:

50: Reports are released, but may be delayed, difficult to access, or otherwise limited.

25:

0: The agency or set of agencies/entities makes no public reports, issues reports which are effectively secret, or issues reports of no value.

18e. In practice, when necessary, the agency or set of agencies/entities imposes penalties on offenders.

Comments:

In practice, election monitoring agencies do not impose penalties on offenders for their violations of the standard rules in the election process.

The role of these agencies was only restricted to observing, documenting and disclosing these violations in their reports. Even the judges, who were given the authority to supervise the election process, with all their legal power that allows them to take legal action, were not able to impose penalties on offenders mainly because of the conniving facets of the system.

On Nov. 22, 2005, the judges club held a meeting, in which they required the armed forces (military) to secure the election process based on article 26 of Law No. 173 issued in 2005 concerning undertaking political rights that gives the head of the higher commission for elections the authority to demand policemen or military forces, if necessary, to secure the election process.

References:

The Report of the National Campaign for Monitoring the Parliamentary Elections 2005, edited by Waheed Abd-Al-Majeed, The Human Rights Centre for Helping Prisoners, 2006, p. 10.

100: When rules violations are discovered, the agency or set of agencies/entities is aggressive in penalizing offenders and/or in cooperating with other agencies in penalizing offenders.

75:

50: The agency or set of agencies/entities enforces rules, but is limited in its effectiveness. The agency may be slow to act, unwilling to take on politically powerful offenders, reluctant to cooperate with other agencies, or occasionally unable to enforce its judgments.

25:

0: The agency or set of agencies/entities does not effectively penalize offenders and/or cooperate with other agencies in penalizing offenders. The agency may make judgments but not enforce them, or may fail to make reasonable judgments against offenders. The agency may be partisan in its application of power.

19. Are elections systems transparent and effective?

17

19a. In practice, there is a clear and transparent system of voter registration.

100 | 75 | 50 | 25 | 0

Comments:

The election system has several defects and shortcomings that leave no space for clearness or transparency. There are countless mistakes that give opportunity for forgery.

Among these mistakes are the similar names in the voter registration tables. The ratio of these errors were as much as 60 percent in the 2000 representative elections. Repeated names is another error that allows people to vote more than one time. Police deliberately omit certain names by what is called virtual death".

The most serious defect in the voter registration process is the phenomenon known as "collective registration" in which high government officials and candidates of the ruling party move the names of their employees to their electorates. This is made possible by the deliberate misuse of the permission the Law No. 73 published in 1956 , which gives voters the ability to change their electorates. Collective registration gives way to interest conglomerations in elections, which in turn gives way to inheriting representative seats. In the last legislature election these errors were massively exploited by the candidates of the ruling party.

References:

The Egyptian Association for Promoting Community Participation, "Political participation in 2005 representative elections", 2006, p. 33.

100: There is a transparent system of voter registration that provides voters with sufficient time to understand their rights, check the accuracy of their registration, and ensure that errors are corrected before they vote.

75:

50: There is a transparent voter registration system that provides voters with sufficient time to understand their rights, check the accuracy of their registration, and ensure that errors are corrected before they vote but there are some problems. Voters may have not access to registration lists with sufficient time to correct errors before voting or registration lists may at times be inaccessible.

25:

0: The system of voter registration is incomplete or does not exist. Government may routinely falsify registration lists to affect voting patterns and limit access to the polls. Double voting and ghost” voting by non-existent voters is common.

19b. In law, election results can be contested through the judicial system.

YES | NO

Comments:

In law, election results can be contested through the judicial system. But the decisions of the administrative judiciary court and the court of cessation that settled many election contests and appeals are not implemented.

The law gives citizens the opportunity to appeal to the administrative and cessation courts against election results and to contest the legislature membership.

Courts accept several appeals. But these judgments are not usually implemented. For example, both the courts of administrative judiciary and cessation passed sentences that abolished the membership of more than half of the ruling party (the patriotic democratic party) in 2005 legislative election, but the legislature refused to apply these sentences based on the claim raised by the legislature that it alone has the authority to determine the correctness of its members, a phenomenon known in media reports as the legislature is the master of its decision”.

This makes all court decisions concerning elections valueless. However, the majority of the ruling party decides to abolish the membership of independent or opposition members, two thirds of the members are soon in place to dismiss those members.

References:

Dr. Ahmed Thabet, The Conference on Reform and Change in Egypt, Nov. 20 to 21, 2006, p. 3.

YES: A YES score is earned if citizens or political parties can challenge allegedly fraudulent election results through the courts or other judicial mechanisms.

NO: A NO score is earned if there is no legal right for citizens or political parties to challenge allegedly fraudulent election results in the courts or other judicial mechanisms.

19c. In practice, election results can be effectively appealed through the judicial system.

100 | 75 | 50 | 25 | 0

Comments:

Contrary to the decisions of the courts of administrative judiciary and cessation that abolish the election results of legislature members, the legislature can claim its the arbitrator of all decisions pertaining to its members.

In the new constitution a new article was added that gives the legislature the authority to determine its membership. According to that article, the court of cessation can only examine the appeals presented to it by the legislature, and even its decisions are not obligatory. These decisions are sent back to the legislature which can consider them for 60 days. Overall, membership can only be abolished by the legislature itself by the consent of the majority. The legislature selectively uses this authority to keep candidates of the ruling party and to dismiss independent and opposition members.

References:

Promoting Democracy Group, Mechanisms and obstacles of the parliamentary work, a field study, p. 147.

100: The electoral appeals mechanism takes cases from both candidates complaining of flaws in the electoral process as well as citizens bringing complaints related to denial of suffrage or registration errors. There is an expedited process for resolving such complaints to avoid delaying a timely announcement of electoral results.

75:

50: The electoral appeals mechanism takes complaints from both candidates and voters but may not always act on complaints promptly. The appeals mechanism may be abused at times by parties or candidates seeking to delay the announcement of electoral results.

25:

0: The electoral appeals mechanism rarely or never acts on complaints brought by candidates or citizens. Citizens may not be able to bring complaints related to denial of suffrage or voter registration errors.

19d. In practice, the military and security forces remain neutral during elections.

100 | 75 | 50 | 25 | 0

Comments:

The military often remains neutral in almost all civil events, but the security forces do not.

The 2005 legislative elections, like all elections in Egypt at all levels, witnessed massive interventions by the security forces. All election reports documented the immense intervention by the security forces.

The basic intervention of the security forces is often to help the voters support the candidates of the ruling party and to terrify and prevent the voters who support opposition or independent candidates, even by explicit force. As a result of this clear bias and intervention, the last legislative elections in 2005 had several violent clashes between voters and security forces in which many citizens were arrested or killed.

The last Shoura (consultation) witnessed a widespread prevention of all voters from entering election centers, whether they were supporting candidates of the ruling party not. Preventing voters from entering election centers forced judges supervising electorates to get out to help voters vote. Security forces beat and insulted many judges and prevented them from getting to the election centers. In response, the chairman of judges' club (a syndicate association of the Egyptian judges), counselor Zakariya Abd Al-Aziz, threatened to call the military to keep peace. He based this on article 26 of Law No. 73 issued in 1956 that gives the head of the higher committee for elections the authority to call the police or the military if necessary to keep peace in election centers. But the military did not really intervene.

References:

The report of the national campaign for monitoring the parliamentary elections 2005, edited by Waheed Abd-Al-Majeed, The Human Rights Center for Helping Prisoners, 2006.

The report of the independent campaign for monitoring elections, 2005.

The report of the civil coalition for monitoring elections, 2005.

Article 26 of Law No. 73 published in 1956 concerning undertaking political rights.

100: The military, military officers, and other security forces refrain from overtly supporting or opposing political candidates or commenting on elections. The military or security forces refrain from physically interfering with political campaigns, rallies, or voting.

75:

50: The military, military officers, and security forces may be known to unofficially support or oppose particular candidates or parties. The military or security forces generally refrain from the use of force to support or oppose particular candidates or parties but there are exceptions.

25:

0: The military or other security forces are an active and explicit player in politics and overly support or oppose particular candidates or parties. The military or security forces routinely exercise the use of force to support or oppose parties or candidates.

19e. In law, domestic and international election observers are allowed to monitor elections.

YES | **NO**

Comments:

In law, domestic and international election observers are not allowed to monitor elections. The Egyptian government refuses any form of international monitoring and considers it an intervention in domestic affairs and violation of its sovereignty.

Instead it sees that judicial supervision of more than 13,000 judges and the popular, civil and media monitoring (tens of domestic CSOs and NGOs and media channels both domestic and international) are enough to establish the fairness of the election process (in 222 electorate consisting of 30,741 secondary centers and 329 general centers). C

Consequently, all monitoring was restricted to Egyptian human rights organizations on the condition that they obtain the consent of the National Council for Human Rights (a governmental agency). On Nov. 16, 2005, the court of administrative judiciary issued a ruling that affirms the independence of Egyptian CSOs and NGOs and their right to monitor elections without obtaining the approval of the council.

References:

The report of the national campaign for monitoring the parliamentary elections 2005, edited by Waheed Abd-Al-Majeed, The Human Rights Center for Helping Prisoners, 2006, p. 81.

The report of the independent campaign for monitoring elections, 2005.

The report of the civil coalition for monitoring elections, 2005.

YES: A YES score is earned if domestic and international election observers are allowed to monitor the electoral process.

NO: A NO score is earned if there are any legal or regulatory prohibitions on the monitoring of the electoral process by domestic or international election observers.

19f. In practice, election observers are able to effectively monitor elections.

100 | 75 | 50 | 25 | **0**

Comments:

The last legislative elections held in 2005, saw massive violations against election observers in most election centers.

These violations ranged from being arrested, threats, dismissals from election centers and electorates as a whole, seizing identity cards and monitoring permission cards. All these violations were made by security forces and affiliates of the ruling party to be able to forge votes in the absence of observers. The higher committee for elections headed by the minister of justice did not take any action to put an end to these violations.

References:

The report of the national campaign for monitoring the parliamentary elections 2005, edited by Waheed Abd-Al-Majeed, The Human Rights Center for Helping Prisoners, 2006, p. 81.

The report of the independent campaign for monitoring elections, 2005.

The report of the civil coalition for monitoring elections, 2005.
The report of the shadow committee for monitoring elections, 2005.

100: Election observers have unfettered access to polling sites, counting stations, and voters themselves. The government does not interfere with the observers' activities.

75:

50: Election observers generally have access to polling sites, counting stations, and voters but encounter restrictions in certain areas. The government may impose burdensome regulatory or bureaucratic requirements on observers to discourage their involvement.

25:

0: Election observers' movements are significantly limited by the government and many polling and counting sites are restricted or barred from observers. The government imposes so many bureaucratic or regulatory burdens on the observers that their mission is rendered ineffective.

17. Is there an election monitoring agency or set of election monitoring agencies/entities?

0

17. In law, is there an election monitoring agency or set of election monitoring agencies/entities?

YES | **NO**

Comments:

Yes there is an election monitoring agency the national committee for supervising elections," but in practice, as witnessed in the last elections, this committee is no more than a decoration for counterfeiting elections. Members of this committee are appointed by the executive branch, and thus are of the beneficiaries of the ruling party. The last elections emphasized that the committee is no more than a steering tool. It has no monitoring function or the legal authority to follow up on any violations witnessed. Also with the abolition of the judicial supervision on general elections, that was included in the last constitution amendments, this committee will in practice be no more than a tool used by the ministry of interior for directing election results in favor of the ruling party.

References:

Law No. 40 issued in 1977, modified by law No. 177 issued in 2005.

YES: A YES score is earned if there is a domestic agency or set of domestic agencies/entities formally assigned to ensure the integrity of the election process.

NO: A NO score is earned if no domestic agency or set of domestic agencies/entities exists that monitors elections. A NO score is earned if elections are only monitored by an agency informally, such as poll booth monitoring by the police, only by international observers, or only by NGOs. A NO score is earned if the domestic election agency or set of domestic agencies simply facilitates the process of voting but is not empowered to report violations or abuses.

20. Are there regulations governing the financing of political parties?

71

20a. In law, there are regulations governing private contributions to political parties.

YES | NO

Comments:

In law there are rules that govern the private contributions to political parties.

Contributions by individuals are registered in the financial records of the party and donors are given receipts. Contributions from individuals and party members have to be registered in the party records so that they can be subtracted from the donor's taxable income. In this way, contributions and donations are made known to all state financial control apparatuses.

References:

Law No. 40 issued in 1977, modified by Law No. 177 issued in 2005.

YES: A YES score is earned if there are any formal rules (by law or regulation) controlling private contributions to political parties, including prohibitions against foreign donations.

NO: A NO score is earned if there is no regulation of private contributions to political parties.

20b. In law, there are limits on individual donations to political parties.

YES | NO

Comments:

Political parties have to announce the name of the donor or contributor and the amount of the contribution in at least one daily newspaper if the contribution is more than 500 Egyptian pounds (US\$90) per time or more than 1,000 Egyptian pounds (US\$180) per year. Political parties receiving these contributions have to announce them within two months.

References:

Law No. 40 issued in 1977

YES: A YES score is earned if there are any limits in size on individual contributions to political parties. A YES score is also earned if individual contributions are prohibited.

NO: A NO score is earned if there are no limits on contributions from individuals. A NO score is also earned if limits are applied by the government on opposition parties in a discriminatory manner.

20c. In law, there are limits on corporate donations to political parties.

YES | **NO**

Comments:

There are no limits for contributions and donations to political parties except announcing the names donors and amounts of contributions in daily newspapers within two months of receiving them if donations are more than 500 Egyptian pounds (US\$90) per time or more than 1,000 Egyptian pounds (US\$180) per year.

References:

Law No. 40 issued in 1977 organizing political parties.

YES: A YES score is earned if there are any limits in size on corporate contributions to political parties. A YES score is earned if corporate contributions are prohibited.

NO: A NO score is earned if there are no limits on corporate contributions to political parties. A NO score is also earned if limits are applied by the government on opposition parties in a discriminatory manner.

20d. In law, there are limits on total political party expenditures.

YES | **NO**

Comments:

According to law no. 40 issued in 1977, modified by law no. 177 issued in 2005, all candidates in presidential or parliamentary elections must not exceed the maximum amount determined by the supreme committee for elections. Generally, these regulations do not ordain a limit to political party expenditures. Instead they only place limits on individual candidates during election periods. In the last elections, the maximum amount for expenditure for parliamentary candidates was 70.000 Egyptian pounds, and for presidential elections was 500.000 Egyptian pounds. But in practice, most candidates exceeded these limits.

References:

Law No. 40 issued in 1977, amended by Law No. 177 issued in 2005

YES: A YES score is earned if there are any limits in size on political party expenditures. A YES score is earned if all party expenditures are prohibited.

NO: A NO score is earned if there are no limits on political party expenditures. A NO score is also earned if limits are applied by the government on opposition parties in a discriminatory manner.

20e. In law, there are requirements for the disclosure of donations to political parties.

YES | NO

Comments:

The law states that political parties must announce the amount of contributions and names of donors in at least one daily newspaper within two months of receiving the money.

References:

Law No. 40 issued in 1977, amended by Law No. 177 issued in 2005

Law No. 73 issued in 1956, amended by Law No. 173 issued in 2005

YES: A YES score is earned if there are any requirements mandating the disclosure of financial contributions to political parties.

NO: A NO score is earned if there are no requirements mandating the disclosure of contributions to political parties, existing regulations do not require a donor's name or amount given, or the regulations allow for anonymous donations.

20f. In law, there are requirements for the independent auditing of the finances and expenditures of political parties.

YES | NO

Comments:

The Central Apparatus for Accounting has the authority to monitor political parties' finance and expenditures and all their financial processes. The Central Apparatus for Accounting assumes regular independent reviews of all financial processes and documents of the political parties to make sure the money is legally raised and legally spent.

The law makes political parties facilitate the work of the Central Apparatus for Accounting. The apparatus delivers an annual report of the financial processes of the political parties to the head of the political parties committee related to the people's assembly. If these reviews show financial crimes or illegal expenditures, the political parties committee submits the cases to the administrative prosecution and then the supreme administrative court.

References:

Law No. 40 issued in 1977, modified by Law No. 177 issued in 2005.

YES: A YES score is earned if there is a legal or regulatory requirement for the independent auditing of party finances and expenditures. The auditing is performed by an impartial third-party.

NO: A NO score is earned if there are no legal or regulatory requirements for the independent auditing of political parties' finances and expenditures or if such requirements exist but allow for parties to self-audit.

20g. In law, there is an agency or entity that monitors the financing of political parties.

YES | NO

Comments:

The Central Apparatus for Accounting, a national independent apparatus, monitors the financial aspects of the political parties. The Central Apparatus for Accounting now follows to the president, not the people's assembly, as it did before. The apparatus delivers its reports to the president and the people's assembly.

References:

Law No. 73 issued in 1956, amended by Law No. 173 issued in 2005

YES: A YES score is earned if there is a domestic agency or set of domestic agencies/entities formally assigned to monitor and enforce laws and regulations around the financing of political parties. A YES score is earned even if the agency/entity is ineffective in practice.

NO: A NO score is earned if there is no such agency or entity.

21. Are there regulations governing the financing of individual political candidates?

83

21a. In law, there are regulations governing private contributions to individual political candidates.

YES | NO

Comments:

There are regulations governing private contributions to individual political candidates. Among the most important modifications was a new committee entitled the supreme committee for elections", that will be responsible for managing election processes.

In both presidential and parliamentary elections, the committee defines the maximum expenditures by candidates and the rules of advertising expenditure. But in practice, the committee failed in monitoring or curbing excessive advertising expenditures or submitting candidates breaching the law to courts.

References:

Samer Solaiman, Political Participation in Legislative Elections, The Egyptian Association for Community Participation, Cairo, 2006, p. 91.

YES: A YES score is earned if there are any formal rules (by law or regulation) controlling private contributions to individual political candidates, including prohibitions against foreign donations.

NO: A NO score is earned if there is no regulation of private contributions to individual political candidates.

21b. In law, there are limits on individual donations to political candidates.

YES | NO

Comments:

In law there are no limits on individual donations to political parties.

There are regulations governing private contributions to individual political candidates according to law no. 73 issued in 1956 for organizing undertaking political rights, modified by law no. 173 issued in 2005. Among the most important modifications was a new chapter entitled the supreme committee for elections”, that will be responsible for managing election processes. In both presidential and parliamentary elections, the committee defines the maximum expenditures by candidates and the rules of advertising expenditure. But in practice, the committee failed in monitoring or curbing excessive advertising expenditures or submitting candidates breaching the law to courts.

References:

Law No. 40 issued in 1977, modified by Law No. 177 issued in 2005.

YES: A YES score is earned if there are any limits in size on individual contributions to political candidates. A YES score is also earned if individual contributions are prohibited.

NO: A NO score is earned if there are no limits on contributions from individuals. A NO score is also earned if limits are applied by the government on opposition candidates in a discriminatory manner.

21c. In law, there are limits on corporate donations to individual political candidates.

YES | NO

Comments:

In law there are limits to the collective contributions to political candidates. These contributions must not exceed the limits determined by the supreme committee for elections. Excesses are considered illegal and entail submitting breaching candidates to courts.

References:

Law No. 40 issued in 1977, modified by Law No. 177 issued in 2005.

YES: A YES score is earned if there are any limits in size on corporate contributions to individual political candidates. A YES score is earned if corporate contributions are prohibited.

NO: A NO score is earned if there are no limits on corporate contributions to individual political candidates. A NO score is also earned if limits are applied by the government on opposition candidates in a discriminatory manner.

21d. In law, there are requirements for the disclosure of donations to individual political candidates.

YES | NO

Comments:

Laws require political candidates not to exceed the limits determined by the supreme committee for elections for advertising. Nonetheless, it does not require candidates to announce the names of their donors or the resources or sizes of contributions.

References:

Law No. 40 issued in 1977, modified by Law No. 177 issued in 2005.

YES: A YES score is earned if there are any requirements mandating the disclosure of financial contributions to individual political candidates.

NO: A NO score is earned if there are no requirements mandating the disclosure of contributions to individual political candidates, existing regulations do not require a donor's name or amount given, or the regulations allow for anonymous donations.

21e. In law, there are requirements for the independent auditing of the campaign finances of individual political candidates.

YES | NO

Comments:

The law entails the independent monitoring on expenditures and advertising campaigns of political candidates and parties by the supreme committee for elections. But in the last parliamentary elections, the committee failed in imposing law. This overthrew the principle of equal opportunities among opposing candidates and parties.

References:

Law No. 40 issued in 1977, modified by Law No. 177 issued in 2005.

YES: A YES score is earned if there is a legal or regulatory requirement for the independent auditing of an individual candidate's campaign finances and expenditures. The auditing is performed by an impartial third-party.

NO: A NO score is earned if there are no legal or regulatory requirements for the independent auditing of an individual candidate's campaign finances and expenditures or if such requirements exist but allow for candidates to self-audit.

21f. In law, there is an agency or entity that monitors the financing of individual political candidates' campaigns.

YES | NO

Comments:

A new charter was added for establishing the supreme committee for elections. The law gives this committee the authority to manage and control all elections from all aspects.

References:

Law No. 40 issued in 1977, modified by Law No. 177 issued in 2005.

YES: A YES score is earned if there is a domestic agency or set of domestic agencies/entities formally assigned to monitor and enforce laws and regulations around the financing of individual political candidates' campaigns. A YES score is earned even if the agency/entity is ineffective in practice.

NO: A NO score is earned if there is no such agency or entity.

22. Are the regulations governing the political financing of parties effective?

8

22a. In practice, the limits on individual donations to political parties are effective in regulating an individual's ability to financially support a political party.

100 | 75 | 50 | 25 | 0

Comments:

In practice there are no limits to the individuals' contributions and donations to political candidates and parties. These are only determined by the capacity of the donor, on the condition that contributions are announced in a daily newspaper within two months from receiving them. These contributions are registered in the official documents of the party so as to be subtracted from donors' taxable income.

References:

Samr Slaiman, Political participation in parliamentary elections, The Egyptian Association for Society Participation, Cairo, 2006, p. 91.

100: Existing limits represent the full extent to which an individual can directly or indirectly financially support a political party. Limits are reasonably low enough in the context of the total costs of running a campaign.

75:

50: Existing limits generally represent the full extent to which an individual can directly or indirectly financially support a political party. However, exceptions and loopholes exist through which individuals can indirectly support political parties above and beyond those formal limitations. Such loopholes could include making donations to third-party groups that advocate on behalf of (or against) a particular party; unregulated loans to parties (rather than direct donations); or in-kind support that is not explicitly regulated by laws or regulations. The limits may be too high in the context of the overall costs of running a campaign.

25:

0: Existing limits are routinely bypassed or willfully ignored. The vast majority of individual contributions to a political party are made outside of the formal limitation system. There is no enforcement of violations. Limits are so high that they are meaningless in the context of the overall costs of running a campaign.

22b. In practice, the limits on corporate donations to political parties are effective in regulating a company's ability to financially support a political party.

100 | 75 | 50 | 25 | 0

Comments:

In relation to organizational collective contributions to political parties, it is seldom for companies and syndicates in Egypt to support political parties because of the domination of the ruling party (NDP) over companies and syndicates.

The state itself supports every registered political party with 100,000 Egyptian pounds (US\$18,000) annually. In addition, the state gives parties 5,000 Egyptian pounds (US\$904) for every candidate that wins a seat in the parliament — both for the people's

assembly and the consultative council — with a maximum of 100,000 Egyptian pounds (US\$18,000) annually, provided that these are registered in the parties' records and documents.

References:

The site of the National Democratic Party (NDP) on the internet: www.sis.gov.eg

100: Existing limits represent the full extent to which a company can directly or indirectly financially support a political party. Limits are reasonably low enough in the context of the total costs of running a campaign to be meaningful.

75:

50: Existing limits generally represent the full extent to which a company can directly or indirectly financially support a political party. However, exceptions and loopholes exist through which companies can indirectly support political parties above and beyond those formal limitations. Such loopholes could include making donations to third-party groups that advocate on behalf of (or against) a particular party; unregulated loans to parties (rather than direct donations); or in-kind support that is not explicitly regulated by laws or regulations. The limits may be too high in the context of the overall costs of running a campaign.

25:

0: Existing limits are routinely bypassed or willfully ignored. The majority of corporate contributions to political parties are made outside of the formal limitation system. There is no enforcement of violations. Limits are so high that they are meaningless in the context of the overall costs of running a campaign.

22c. In practice, the limits on total party expenditures are effective in regulating a political party's ability to fund campaigns or politically-related activities.

100 | 75 | 50 | 25 | 0

Comments:

In addition to the state support of political parties, which amounts to 100,000 Egyptian pounds (US\$18,000) annually, their revenues from members' subscriptions, contributions and from investing their money in accordance with their internal bylaws, and advertising in the parties' newspapers, political parties can use general advertisements in a newspaper, buying centers or running elections.

Moreover, there are various ways for giving concrete and financial support to candidates of political parties without being subjected to any kind of monitoring. Yet, all Egyptian political parties in Egypt, except for the National Democratic Party (NDP) and to some extent the Al-Wafd (Delegation) party, suffer severe financial shortages.

References:

Samr Slaiman, Political participation in parliamentary elections, The Egyptian Association for Society Participation, Cairo, 2006, pp. 91-98.

100: Existing limits represent the full extent to which political parties are able to finance their activities. Limits are reasonably low enough in the context of the total costs of running a party to be meaningful.

75:

50: Existing limits generally represent the full extent to which a political party can finance its activities. However, exceptions and loopholes exist through which parties can generate revenue or finance their activities beyond the scope of existing regulations. Such loopholes could include taking loans that are outside of the scope of regulations covering direct donations; links to revenue-generating business activities that are beyond the scope of electoral or campaign-related regulations; or accepting in-kind support that is not explicitly regulated by laws or regulations. The limits may be too high in the context of the overall costs of running a party

25:

0: Existing limits are routinely bypassed or willfully ignored. The majority of expenditures are made outside of the formal limitation system. Limits are so high that they are meaningless in the context of the overall costs of running a party.

22d. In practice, when necessary, an agency or entity monitoring the financing of political parties independently initiates investigations.

100 | 75 | 50 | 25 | 0

Comments:

The Central Apparatus for Accounting is entitled to monitor financial accounts of political parties.

In case an inspection shows financial crimes or illegal expenditures, the committee for affairs of political parties (affiliated with the people's assembly) is entitled to inform the administrative prosecution and the supreme administrative court. In addition, the supreme committee for elections turns in candidates who breach the law of elections to the supreme administrative court. Monitoring agencies only turn in candidates who breach the law of elections to the supreme administrative court, but do not impose penalties themselves.

References:

Law No. 40 issued in 1977, modified by Law No. 177 issued in 2005.

Law No. 40 issued in 1977 for political parties.

100: The agency or entity aggressively starts investigations into allegations of wrong doing with respect to the financing of political parties. The agency is fair in its application of this power.

75:

50: The agency or entity will start investigations, but often relies on external pressure to set priorities, or has limited effectiveness when investigating. The agency, though limited in effectiveness, is still fair in its application of power.

25:

0: The agency or entity rarely investigates on its own, or the agency or entity is partisan in its application of this power.

22e. In practice, when necessary, an agency or entity monitoring the financing of political parties imposes penalties on offenders.

100 | 75 | 50 | 25 | 0

Comments:

The Central Apparatus for Accounting is entitled to monitor financial accounts of political parties.

In case an inspection shows financial crimes or illegal expenditures, the committee for affairs of political parties (affiliated with the people's assembly) is entitled to inform the administrative prosecution and the supreme administrative court. In addition, the supreme committee for elections turns in candidates who breach the law of elections to the supreme administrative court. Monitoring agencies only turn in candidates who breach the law of elections to the supreme administrative court, but do not impose penalties themselves.

References:

Law No. 40 issued in 1977, modified by Law No. 177 issued in 2005.

Law No. 40 issued in 1977 for political parties.

100: When rules violations are discovered, the agency or entity is aggressive in penalizing offenders.

75:

50: The agency or entity enforces rules, but is limited in its effectiveness. The agency or entity may be slow to act, unwilling to take on politically powerful offenders, or occasionally unable to enforce its judgments.

25:

0: The agency or entity does not effectively penalize offenders. The agency or entity may make judgments but not enforce them, or may fail to make reasonable judgments against offenders. The agency or entity may be partisan in its application of power.

22f. In practice, contributions to political parties are audited.

100 | 75 | 50 | **25** | 0

Comments:

Due to the regular inspections and reviews of the finances of political parties by the Central Apparatus for Accounting, all contributions and donations to parties are registered in the records of the party and reviewed. These contributions can be detected in the financial records of the parties.

But in case of elections, for example, parties and their candidates can take big donations without registering them in their records.

These donations are directly spent on election advertising without being entered into parties' records. Thus the effectiveness of auditing is limited.

For example, it was said in the last presidential elections that Ahmed Izz, owner of iron and steel companies and one of the prominent figures in the policy secretariat" headed by Jamal Mobarak among several other businessmen and politicians, spent hundreds of millions of Egyptian pounds on the election campaign of the candidate "Mobarak".

References:

Law No. 40 issued in 1977, modified by Law No. 177 issued in 2005.

Law No. 40 issued in 1977 for political parties.

100: Political party finances are regularly audited using generally accepted auditing practices. This includes the auditing of nominally independent financial organizations that act as financial extensions of the party.

75:

50: Political party finances (as defined) are audited, but audits are limited in some way, such as using inadequate auditing standards, or the presence of exceptions to disclosed contributions. Contributions to the political party may be sufficiently audited, but the auditing of nominally independent extensions of the party may not be.

25:

0: Party finances are not audited, or the audits performed have no value in tracking contributions. Audits may be performed by entities known to be partisan or biased in their practices.

23. Are the regulations governing the political financing of individual candidates effective?

0

23a. In practice, the limits on individual donations to political candidates are effective in regulating an individual's ability to financially support a particular candidate.

100 | 75 | 50 | 25 | 0

Comments:

In practice it is difficult to define contributions and donations to political candidates.

In the last elections, financial contributions to political candidates exceeded millions of Egyptian pounds, particularly contributions and advertising expenditures by businessmen who dominated the National Democratic Party (NDP). In the last elections there was widespread use of bribes, vote buying and massive spending on advertising and services and gifts to voters. Through elections and parliament membership, candidates invest their money to make more money making use of parliamentary immunity.

References:

The Report of the National Committee for Monitoring Elections, Helping Prisoners' Organization for Human Rights, pp. 118-119.

100: Existing limits represent the full extent to which an individual can directly or indirectly financially support a political candidate. Limits are reasonably low enough in the context of the total costs of running a campaign.

75:

50: Existing limits generally represent the full extent to which an individual can directly or indirectly financially support a particular candidate. However, exceptions and loopholes exist through which individuals can indirectly support particular political candidates above and beyond those formal limitations. Such loopholes could include making donations to third-party groups that advocate on behalf of (or against) a particular candidate; unregulated loans to candidates (rather than direct donations); or in-kind support that is not explicitly regulated by laws or regulations. The limits may be too high in the context of the overall costs of running a campaign.

25:

0: Existing limits are routinely bypassed or willfully ignored. The vast majority of individual contributions to a particular political candidate are made outside of the formal limitation system. There is no enforcement of violations. Limits are so high that they are meaningless in the context of the overall costs of running a campaign.

23b. In practice, the limits on corporate donations to individual candidates are effective in regulating a company's ability to financially support a candidate.

100 | 75 | 50 | 25 | 0

Comments:

In practice, the limits to contributions to political candidates by organizations are not effective. Therefore, amounts depend only on the financial capacity of companies and organizations.

In most cases contributions by companies and contributions go to the candidates of the National Democratic Party (NDP), either in presidential or parliamentary elections, because of the dominance of the government and the National Democratic Party (NDP) on all companies and organizations in Egypt. Although the supreme committee for elections defined 500,000 Egyptian pounds (US\$90,000) as the maximum expenditure of the one candidate in last presidential election, the candidate of the National Democratic Party (NDP), Mohammad Hosni Mubarak, received contributions of millions of Egyptian pounds from companies, organizations and businessmen.

References:

The Report of the National Committee for Monitoring Elections, Helping Prisoners' Organization for Human Rights, p. 119.

100: Existing limits represent the full extent to which a company can directly or indirectly financially support an individual candidate. Limits are reasonably low enough in the context of the total costs of running a campaign to be meaningful.

75:

50: Existing limits generally represent the full extent to which a company can directly or indirectly financially support an individual candidate. However, exceptions and loopholes exist through which companies can indirectly support individual candidates above and beyond those formal limitations. Such loopholes could include making donations to third-party groups that advocate on behalf of (or against) a particular candidate; unregulated loans to candidates (rather than direct donations); or in-kind support that is not explicitly regulated by laws or regulations. The limits may be too high in the context of the overall costs of running a campaign.

25:

0: Existing limits are routinely bypassed or willfully ignored. The majority of corporate contributions to individual candidates are made outside of the formal limitation system. There is no enforcement of violations. Limits are so high that they are meaningless in the context of the overall costs of running a campaign.

23c. In practice, when necessary, an agency or entity monitoring the financing of individual candidates' campaigns independently initiates investigations.

100 | 75 | 50 | 25 | 0

Comments:

The supreme committee for elections is entrusted to open independent investigations if the limits of expenditure or contributions by companies and organizations in elections are exceeded. But in all elections made between 2005 and 2008, the supreme committee for elections has never opened such investigations, mainly because most excesses are made by the candidates of the National Democratic Party (NDP).

References:

The Report of the National Committee for Monitoring Elections, Helping Prisoners' Organization for Human Rights, p. 118.

100: The agency or entity aggressively starts investigations into allegations of wrong doing with respect to the financing of individual candidates' campaigns. The agency is fair in its application of this power.

75:

50: The agency or entity will start investigations, but often relies on external pressure to set priorities, or has limited effectiveness when investigating. The agency, though limited in effectiveness, is still fair in its application of power.

25:

0: The agency or entity rarely investigates on its own, or the agency or entity is partisan in its application of this power.

23d. In practice, when necessary, an agency or entity monitoring the financing of individual candidates' campaigns imposes penalties on offenders.

100 | 75 | 50 | 25 | 0

Comments:

In practice, the agency that monitors the contributions of companies and organizations to political candidates (the supreme committee for elections) can not impose penalties on the candidates who breach the law of elections. The law only allows the committee to bring candidates to the administrative prosecution and then the supreme administrative court, not to impose penalties.

References:

The Report of the National Committee for Monitoring Elections, Helping Prisoners' Organization for Human Rights, p. 118. Law No. 73 issued in 1956 for organizing undertaking political rights, modified by Law No. 173 issued in 2005.

100: When rules violations are discovered, the agency or entity is aggressive in penalizing offenders.

75:

50: The agency or entity enforces rules, but is limited in its effectiveness. The agency or entity may be slow to act, unwilling to take on politically powerful offenders, or occasionally unable to enforce its judgments.

25:

0: The agency or entity does not effectively penalize offenders. The agency or entity may make judgments but not enforce them, or may fail to make reasonable judgments against offenders. The agency or entity may be partisan in its application of power.

23e. In practice, the finances of individual candidates' campaigns are audited.

100 | 75 | 50 | 25 | 0

Comments:

The supreme committee for elections is entrusted to open independent investigations for exceeding the limits of expenditure or contributions by companies and organizations in elections. But in all elections made between 2005 and 2008, the supreme committee for elections has never opened such investigations, mainly because most excesses in spending are made by the candidates of the National Democratic Party (NDP).

References:

The Report of the National Committee for Monitoring Elections, Helping Prisoners' Organization for Human Rights, p. 118.

100: The finances of individual candidates' campaigns are regularly audited using generally accepted auditing practices.

75:

50: The finances of individual candidates' campaigns are audited, but audits are limited in some way, such as using inadequate auditing standards, or the presence of exceptions to disclosed contributions.

25:

0: The finances of individual candidates' campaigns are not audited, or the audits performed have no value in tracking contributions. Audits may be performed by entities known to be partisan or biased in their practices.

24. Can citizens access records related to the financing of political parties?

17

24a. In practice, political parties disclose data relating to financial support and expenditures within a reasonable time period.

100 | 75 | 50 | **25** | 0

Comments:

In practice, political parties do not announce any data related to the contributions received by the party or the expenditures of the party or its candidates. The main reason for this is that the National Democratic Party (NDP) is the first party that violates the principle of transparency in expenditures and contributions in elections. Data of this kind are considered top secret, especially if they are not registered in the financial records of the party.

References:

The Report of the National Committee for Monitoring Elections, Helping Prisoners' Organization for Human Rights, p. 119.

100: Political parties disclose their sources of funding and expenditures at least every quarter.

75:

50: Political parties disclose their sources of funding and expenditures only one or two times per year. Delays may occur when sensitive political information is involved.

25:

0: Political parties never publish their sources of funding or expenditures or publish that information only rarely with more than a year in between publication. Politically sensitive information is regular withheld from public disclosure.

24b. In practice, citizens can access the financial records of political parties within a reasonable time period.

100 | 75 | 50 | **25** | 0

Comments:

In practice, citizens do not have access to the financial records of the political parties within any time period. This is mainly because of the desire of the political parties to conceal their financial records. The National Democratic Party (NDP) is also the first leaders of all political parties in Egypt violating transparency.

References:

The Report of the National Committee for Monitoring Elections, Helping Prisoners' Organization for Human Rights, p. 119.

100: Records are available on-line, or records can be obtained within two days. Records are uniformly available; there are no delays for politically sensitive information.

75:

50: Records take two to four weeks to obtain. Some delays may be experienced.

25:

0: Records take more than a month to acquire. There may be persistent delays in obtaining politically sensitive records.

24c. In practice, citizens can access the financial records of political parties at a reasonable cost.

100 | 75 | 50 | 25 | 0

Comments:

In practice, citizens do not have access to the financial records of the political parties, whether it's the ruling or opposition parties records, no matter the cost. Both are keen to conceal their finances. And both can do anything to win seats in parliamentary councils.

References:

The Report of the Independent Committee for Monitoring 2005 Parliamentary Elections, Ibn Khaldoun Center, 2006.

The Media Report of the Independent Committee for Monitoring 2005 Parliamentary Elections, Cairo Institute for Human Rights Studies, 2006.

100: Records are free to all citizens, or available for the cost of photocopying. Records can be obtained at little cost, such as by mail, or on-line.

75:

50: Records impose a financial burden on citizens, journalists or CSOs. Retrieving records may require a visit to a specific office, such as a regional or national capital.

25:

0: Retrieving records imposes a major financial burden on citizens. Records costs are prohibitive to most citizens, journalists, or CSOs trying to access this information.

25. Can citizens access records related to the financing of individual candidates' campaigns?

0

25a. In practice, individual political candidates disclose data relating to financial support and expenditures within a reasonable time period.

100 | 75 | 50 | 25 | 0

Comments:

In practice, political candidates do not often release the data pertaining to the financial support they receive or their expenditures. This is mainly because of the desire of the political parties to conceal their financial records.

Only opposition and independent candidates can be asked to disclose this data as a means of hindering them. But no candidate belonging to the ruling party was asked to do the same.

The National Democratic Party (NDP) is also No. 1 party in Egypt violating transparency. In the last presidential election, it was known that the president received millions of pounds from businessmen, but no one asked him to disclose his expenditure data.

References:

The Report of the National Committee for Monitoring Elections (2006), Helping Prisoners' Organization for Human Rights, pp. 118- 119.

100: Individual candidates disclose their sources of funding and expenditures at least every quarter.

75:

50: Individual candidates disclose their sources of funding and expenditures only one or two times per year. Delays may occur when sensitive political information is involved.

25:

0: Individual candidates never publish their sources of funding or expenditures or publish that information only rarely with more than a year in between publication. Politically sensitive information is regular withheld from public disclosure.

25b. In practice, citizens can access the financial records of individual candidates (their campaign revenues and expenditures) within a reasonable time period.

100 | 75 | 50 | 25 | 0

Comments:

Citizens can not have access to the financial records of the political candidate during any time period. Candidates are keen to conceal their expenditures and contributions.

References:

The Report of the Independent Committee for Monitoring 2005 Parliamentary Elections, Ibn Khaldoun Center, 2006.

100: Records are available on-line, or records can be obtained within two days. Records are uniformly available; there are no delays for politically sensitive information.

75:

50: Records take two to four weeks to obtain. Some delays may be experienced.

25:

0: Records take more than a month to acquire. There may be persistent delays in obtaining politically sensitive records.

25c. In practice, citizens can access the financial records of individual candidates (their campaign revenues and expenditures) at a reasonable cost.

100 | 75 | 50 | 25 | 0

Comments:

Citizens can not have access to the financial records of the political candidate at any cost.

References:

The media report of the independent committee for monitoring 2005 parliamentary elections, Cairo Institute for Human Rights Studies, 2006.

100: Records are free to all citizens, or available for the cost of photocopying. Records can be obtained at little cost, such as by mail, or on-line.

75:

50: Records impose a financial burden on citizens, journalists or CSOs. Retrieving records may require a visit to a specific office, such as a regional or national capital.

25:

0: Retrieving records imposes a major financial burden on citizens. Records costs are prohibitive to most citizens, journalists, or CSOs trying to access this information.

Category III. Government Accountability

III-1. ²⁷Executive Accountability

27. Can the chief executive be held accountable for his/her actions?

50

27a. In practice, the chief executive gives reasons for his/her policy decisions.

Comments:

In practice, the chief executive does not give reasons for his policy decisions unless required by the legislature as guaranteed by articles 86 and 125 which give the legislature the authority to question the prime minister, his deputies and ministers.

Also in response to press reports, the chief executive may give reasons. But the Egyptian constitution does not enforce a decisive concept of monitoring governmental performance in relation to press investigations of government executives. It only states in article 107 that the press can freely practice their mission and express the attitudes and positions of the public opinion. Meanwhile, the constitution requires government executives to give reasons for their decisions and respond to press reports.

References:

The website of the UNDP in Egypt
Articles 86, 125 and 107 of the Egyptian constitution

100: The chief executive and/or cabinet ministers give formal explanations of all policy matters. The chief executive regularly takes critical questions from journalists or an opposition party, usually at least once a month. There is no censoring of such sessions.

75:

50: The chief executive and/or cabinet ministers give explanations of policy, but not always in a timely or complete way. The chief executive occasionally takes critical questions from journalists or an opposition party, but not in a regular or formalized process. Particular issues of political sensitivity may be censored by government broadcasters.

25:

0: The chief executive and/or cabinet ministers do not give substantial justifications for policy. Public appearances by the chief executive offer no exposure to critical questions. The government and government-run media routinely censor such sessions.

27b. In law, the judiciary can review the actions of the executive.

YES | NO

Comments:

The judiciary can review the actions of the executive. The article states that no procedure or decision is inaccessible to the judiciary.

References:

The Egyptian constitution, article 68

YES: A YES score is earned if there is a formal process by which the judiciary can pass judgments on the legality or constitutionality of actions taken by the executive.

NO: A NO score is earned if no such mechanism exists. A NO score is earned if judicial review is vaguely established in law or regulation without formal procedures. A NO score is earned if general exemptions exist with respect to executive actions that are reviewable (a national security exemption, for example).

27c. In practice, when necessary, the judiciary reviews the actions of the executive.

100 | 75 | 50 | 25 | 0

Comments:

Article 68 of the Egyptian constitution states that no executive acts or decisions are immune from the monitoring of the judiciary. Article 65 emphasizes the rule of law and the independence and immunity of the judiciary as a means for protecting rights and freedoms.

But in practice, the Egyptian legislature ignored these principles and issued exceptional laws and regulations and entrusted several agencies for resolving a lawsuit, and these agencies do not control the judiciary. During the emergency law, in effect since 1981, the judiciary can not resolve all suits or review all actions of the executives. The actions and decisions of the military court, the political party court or the high state security court are dealt with as part of the sovereignty actions that are not submitted to the monitoring of the judiciary.

References:

The Human Rights Centre for Helping Prisoners, Judicial Sentences: An applied study in light of the relationship between the criminal procedure law and the constitution, p. 27.

100: When constitutional or legal questions or possible violations are raised, the judiciary is aggressive in reviewing executive actions and can void illegal or unconstitutional actions. The judiciary is fair and nonpartisan in its application of this power. It does not need to rely upon the executive to initiate a constitutional or legal review.

75:

50: The judiciary will review executive actions, but is limited in its effectiveness. The judiciary may be slow to act, unwilling to take on politically sensitive issues, or occasionally unable to enforce its judgments.

25:

0: The judiciary does not effectively review executive policy. The judiciary may make judgments but not enforce them, or may fail to pass judgments on executive abuses. The judiciary may be partisan in its application of power. It must rely on instructions from the executive in order to initiate a legal or constitutional review.

27d. In practice, the chief executive limits the use of executive orders for establishing new regulations, policies, or government practices.

100 | 75 | 50 | 25 | 0

Comments:

The constitution gives the president the right to issue presidential decrees in case the legislature is dissolved or on holiday. In decisions pertaining to the military or weapon purchases, the constitution allows the president to establish new regulations and practices.

References:

The Egyptian constitution, articles 93, 98, 99 and 175.
Democracy Promotion Group, Mechanisms and obstacles of parliamentary performance, 1998.

100: The chief executive utilizes executive orders only when there is no constitutional or legal requirement for official legislative action or approval. Executive orders are limited in number and narrow in scope.

75:

50: The chief executive sometimes relies on executive orders to implement policies and regulations opposed by the legislature. Some executive orders are overly broad in scope and are designed to circumvent constitutional or legal requirements for legislative action or approval.

25:

0: The chief executive routinely abuses executive orders to render the legislature practically useless. Executive orders are the norm, not the exception, and directly contravene constitutional or legal requirements for legislative action or approval.

28. Is the executive leadership subject to criminal proceedings?

100

28a. In law, the heads of state and government can be prosecuted for crimes they commit.

YES | NO

Comments:

In law, the executive authority is not submitted to criminal procedures.

The president can be prosecuted for crimes he commits. A special court, legal proceedings and penalties must be established for prosecuting the president. If the president is judged to be guilty, he must be dismissed and implement all other penalties.

Accusing the president of the government of any crime needs at least two thirds of the people's assembly. The law organizing prosecuting the president has not yet been issued, and the president has not been accused since the issuing of the Egyptian constitution in 1971.

The same applies to the head of the ministers council (not a prime minister).

References:

The Egyptian constitution, articles 85, 137 and 160

YES: A YES score is earned if the heads of state and government can be investigated, charged or prosecuted for criminal allegations. Figurehead officials (symbolic figures without day-to-day authority) may be exempt.

NO: A NO score is earned if either the head of state or government cannot be investigated, charged or prosecuted for criminal allegations or the executive branch controls whether investigative or prosecutorial immunity can be lifted on the heads of state or government.

28b. In law, ministerial-level officials can be prosecuted for crimes they commit.

YES | NO

Comments:

Article 160 of the constitution makes prosecuting ministers possible, but also in front of a special court that needs a law to specify its procedures and penalties. As in the case of the president of the republic, this law has not yet been issued.

In many cases ministers were prosecuted for their crimes after leaving office according to criminal law. Among the ministers prosecuted were Mohey Idean Al-Ghareeb of finance, Mostafa Al-Said of economics and Abd-Al-Hameed Hassan, the governorate of Giza.

References:

Nahdit Masr (Egypt rise) Newspaper, Jan. 26 to 27, 2006.

The Egyptian constitution, articles 85, 137 and 160

YES: A YES score is earned if ministerial-level officials, or their equivalents, can all be investigated, charged or prosecuted for criminal allegations.

NO: A NO score is earned if any ministerial-level official, or equivalent official, cannot be investigated, charged or prosecuted for criminal allegations or the executive branch controls whether investigative or prosecutorial immunity can be lifted on ministerial-level officials.

29. Are there regulations governing conflicts of interest by the executive branch?

53

29a. In law, the heads of state and government are required to file a regular asset disclosure form.

YES | NO

Comments:

The heads of state and government are required to file a regular asset disclosure form every five years. Presidential candidates are required to submit an asset disclosure form.

References:

Law No. 62 issued in 1975 concerning illegal profiting

Law No. 173 issued in 2005 concerning undertaking political rights

The jurisdictions of the high committee for elections

YES: A YES score is earned if the heads of state and government are required by law to file an asset disclosure form while in office, illustrating sources of income, stock holdings, and other assets. This form need not be publicly available to score a YES. Figurehead officials (symbolic figures without day-to-day authority) may be exempt.

NO: A NO score is earned if either the head of state or government is not required to disclose assets.

29b. In law, ministerial-level officials are required to file a regular asset disclosure form.

YES | NO

Comments:

Ministerial-level officials are required to file a regular asset disclosure form. Those officials include ministers, members of both people's assembly and Shura councils and members of local councils.

References:

Law No. 62 issued in 1975 concerning illegal profiting

YES: A YES score is earned if ministerial-level officials, or their equivalents, are all required by law to file an asset disclosure form while in office, illustrating sources of income, stock holdings, and other assets.

NO: A NO score is earned if ministers are not required to disclose assets. A NO score is earned if some ministers must disclose assets, but other ministers are not required.

29c. In law, there are regulations governing gifts and hospitality offered to members of the executive branch.

YES | NO

Comments:

Public servants are not permitted to directly or indirectly accept gifts, rewards, commissions or advances in exchange for doing the duties of his or her job.

References:

Article 77 of Law No. 47 issued in 1978 for state employees

YES: A YES score is earned if there are formal guidelines regulating gifts and hospitality offered to members of the executive branch of government.

NO: A NO score is earned if there are no guidelines or regulations with respect to gifts and hospitality offered to members of the executive branch. A NO score is earned if the guidelines are overly general and do not specify what is and is not appropriate.

29d. In law, there are requirements for the independent auditing of the executive branch asset disclosure forms (defined here as ministers and heads of state and government).

YES | NO

Comments:

In law, there are requirements for the independent auditing of the executive branch asset disclosure forms (ministers and heads of state and government). The central auditing apparatus audits the asset disclosure forms of ministers and heads of state and government.

In case any citizen complains of illegal profiting or unreasonable growth in the wealth of public servants, the illegal profiting apparatus investigates the information and sends the case to the court.

References:

Law No. 144 issued in 1988 for establishing the central auditing apparatus
Law No. 62 issued in 1975 for establishing the illegal profiting apparatus

YES: A YES score is earned if there is a legal or regulatory requirement for independent auditing of executive branch asset disclosures. The auditing is performed by an impartial third-party. Figurehead officials (symbolic figures without day-to-day authority) may be exempt.

NO: A NO score is earned if there are no legal or regulatory requirements for the independent auditing of executive branch asset disclosures or if such requirements exist but allow for self-auditing.

29e. In law, there are restrictions on heads of state and government and ministers entering the private sector after leaving the government.

YES | **NO**

Comments:

There are no legal restrictions on heads of state and government and ministers entering the private sector after leaving the government.

Article 81 of the constitution states that while being in office the president can not practice free careers, commercial, financial or industrial work, or buy or lease any of state proprieties, sell to the state any of his proprieties, or barter anything with the state. The same applies to ministers.

Thus the restrictions on heads of state and government and ministers entering the private sector apply only to their being in office. After leaving the government, they can freely enter private sector.

References:

The Egyptian constitution, articles 81 and 158

YES: A YES score is earned if there are regulations restricting the ability of heads of state/government and ministers to take positions in the private sector after leaving government that would present a conflict of interest, including positions that directly seek to influence their former government colleagues. Figurehead officials (symbolic figures without day-to-day authority) may be exempt.

NO: A NO score is earned if no such restrictions exist.

29f. In practice, the regulations restricting post-government private sector employment for heads of state and government and ministers are effective.

100 | 75 | 50 | 25 | **0**

Comments:

In practice, there are no regulations for organizing post-government private sector employment for heads of state and government and ministers.

The present government of Ahmed Nazef is mainly a government of businessmen. For example, minister of health, Hatim AlGabaly, is one of the biggest investors in medicine and hospital industries. Minister of transportation, Mohamed Mansour, is the

owner of a company that possesses more than 30 percent of taxi businesses. Zoheir Garana, minister of tourism, is the owner of some the biggest tourism businesses in Egypt.

References:

Fagr (Dawn) newspaper, Jan. 23, 2006

100: The regulations restricting post-government private sector employment for heads of state/government and ministers are uniformly enforced. There are no cases or few cases of those officials taking jobs in the private sector after leaving government where they directly lobby or seek to influence their former government colleagues without an adequate cooling off" period.

75:

50: The regulations are generally enforced though some exceptions exist. In certain sectors, heads of state/government or ministers are known to regularly take jobs in the private sector that entail directly lobbying or seeking to influence their former government colleagues. Cooling off periods are short and sometimes ignored.

25:

0: The regulations are rarely or never enforced. Heads of state/government or ministers routinely take jobs in the private sector following government employment that involve direct lobbying or influencing of former government colleagues. Cooling off periods are non-existent or never enforced.

29g. In practice, the regulations governing gifts and hospitality offered to members of the executive branch are effective.

100 | 75 | 50 | 25 | 0

Comments:

In practice, the regulations governing gifts and hospitality offered to members of the executive branch are not in effect. On the contrary, this and other laws pertaining to gifts and hospitality are completely ineffective. Thus, bribes and gifts of all kinds all widespread in Egypt.

References:

Nahdit Masr (Egypt rise) Newspaper, Jan. 26 to 27, 2006, p. 5.

100: The regulations governing gifts and hospitality to members of the executive branch are regularly enforced. Members of the executive branch never or rarely accept gifts or hospitality above what is allowed.

75:

50: The regulations governing gifts and hospitality to members of the executive branch are generally applied though exceptions exist. Some ministers in certain sectors are known to accept greater amounts of gifts and hospitality from outside interest groups or private sector actors than is allowed.

25:

0: The regulations governing gifts and hospitality to members of the executive branch are routinely ignored and unenforced. Ministers and other members of the executive branch routinely accept significant amounts of gifts and hospitality from outside interest groups and actors seeking to influence their decisions.

29h. In practice, executive branch asset disclosures (defined here as ministers and above) are audited.

100 | 75 | 50 | 25 | 0

Comments:

In practice, executive branch asset disclosures (ministers and above) are supposed to be audited.

Ministers and members of the two legislative councils use two means to deceive the asset disclosures forms — either they duplicate their asset disclosure forms when entering office so as to cover the wealth that will be added after the years in the ministry or legislature, or when leaving office they may sell all the proprieties they got while being in office to their sons and wives. Moreover, auditing asset disclosures forms by the central auditing apparatus is no longer effective or important, especially after the sentence of the cessation court in the suit against minister Abd-Al-Hameed Hassan, governor of Giza governorate.

References:

Sber Nail, Corruption and Marriage of Authority and Wealth, Khamaseen publishing house, Cairo, p. 120.

100: Executive branch asset disclosures are regularly audited using generally accepted auditing practices.

75:

50: Executive branch asset disclosures are audited, but audits are limited in some way, such as using inadequate auditing standards, or the presence of exceptions to disclosed assets.

25:

0: Executive branch asset disclosures are not audited, or the audits performed have no value. Audits may be performed by entities known to be partisan or biased in their practices.

30. Can citizens access the asset disclosure records of the heads of state and government?

0

30a. In law, citizens can access the asset disclosure records of the heads of state and government.

YES | NO

Comments:

In law, citizens can not access the asset disclosure records of the heads of state and government. A law prevents citizens from accessing these documents.

References:

Law No. 121 issued in 1975, amended by Law No. 22 issued in 1983 concerning preserving official documents of state

YES: A YES score is earned if the heads of state and government file an asset disclosure form that is, in law, accessible to the public (individuals, civil society groups or journalists).

NO: A NO score is earned if there is no asset disclosure for either the head of state or government. A NO score is earned if the form is filed, but not available to the public.

30b. In practice, citizens can access the asset disclosure records of the heads of state and government within a reasonable time period.

100 | 75 | 50 | 25 | 0

Comments:

In practice, citizens can not access the asset disclosure records of the heads of state and government within any time period.

Although Egypt signed all international agreements that guarantee free access of information, many domestic laws and practices hamper it. Many laws and apparatuses prevent citizens from accessing the asset disclosure records of the heads of state and government at all, though they are controlled by the executive branch, not independent agencies.

References:

Sber Nail, Corruption and Marriage of authority and wealth, Khamaseen publishing house, Cairo, pp. 17-30.

100: Records are available on-line, or records can be obtained within two days. Records are uniformly available; there are no delays for politically sensitive information.

75:

50: Records take around two weeks to obtain. Some additional delays may be experienced.

25:

0: Records take more than a month to acquire. In some cases, most records may be available sooner, but there may be persistent delays in obtaining politically sensitive records.

30c. In practice, citizens can access the asset disclosure records of the heads of state and government at a reasonable cost.

100 | 75 | 50 | 25 | 0

Comments:

In practice, citizens can not access the asset disclosure records of the heads of state and government at all. Many laws and apparatuses prevent citizens from accessing the asset disclosure records of the heads of state and government at all, though they report into to the executive branch, not independent agencies.

References:

Sber Nail, Corruption and Marriage of authority and wealth, Khamaseen publishing house, Cairo, pp. 17-30.

100: Records are free to all citizens, or available for the cost of photocopying. Records can be obtained at little cost, such as by mail, or on-line.

75:

50: Records impose a financial burden on citizens, journalists or CSOs. Retrieving records may require a visit to a specific office, such as a regional or national capital.

25:

0: Retrieving records imposes a major financial burden on citizens. Records costs are prohibitive to most citizens, journalists, or CSOs trying to access this information.

26. Can citizens sue the government for infringement of their civil rights?

100

26. In law, can citizens sue the government for infringement of their civil rights?

YES | NO

Comments:

In law, citizens can sue the government for infringement of their civil rights according to article 71 of the Egyptian constitution, which gives citizens the right to appeal to courts if the government restricts their personal rights. The law organizes resolving these issues in a reasonable time period.

References:

The Egyptian constitution, article 71.

YES: A YES score is earned if all citizens (citizen is defined broadly, to include all ethnicities, or anyone born in the country) can receive compensation or redress through the courts for civil rights violations committed by the government, such as failure to follow due process of law when detaining suspected criminals.

NO: A NO score is earned if any group of citizens is excluded from the right to sue the government, or no such mechanism exists.

31. Official government functions are kept separate and distinct from the functions of the ruling political party.

0

31. In practice, official government functions are kept separate and distinct from the functions of the ruling political party.

Comments:

Despite the full monopoly of the ruling party in the Egyptian political system, this party is completely dependent on state apparatuses to the extent that it is now difficult to discriminate between this dominating party and the state's executive and security systems.

Only because it's the political party of the president, irrespective of the holder of that office, there is a widespread attitude among state employees to join that party, sometimes by compulsion from heads of state and government who are at the same time head of the party. This makes it difficult to separate the ruling political party from the state systems and apparatuses. This interference both handicapped the ruling NDP from natural growth and inflicted the state with practicing political discrimination and bias.

References:

Amr Shobaki, Political parties and presidential elections, in political reform and change in Egypt, a conference held on Nov. 12 to 22, 2006, The Human Rights Association for Helping Prisoners, Cairo.

100: Clear rules are followed distinguishing state functions from party activities. Government funds are never used for party activities. The civil service is completely distinct from party bureaucracy.

75:

50: The ruling party is, in principal, separate from the state, but exceptions to this standard sometimes occur. Examples may be the use of civil servants to organize political rallies, use of government vehicles on campaign trips, or use of government funds for party purposes.

25:

0: The government bureaucracy is an extension of the ruling party. There are few boundaries between government and party activities. Government funds, equipment and personnel are regularly used to support party activities.

III-2. Legislative Accountability

32. Can members of the legislature be held accountable for their actions?

83

32a. In law, the judiciary can review laws passed by the legislature.

YES | NO

Comments:

In law, the judiciary review the constitutionality of laws passed by the legislature.

References:

The Egyptian constitution, articles 93, 98, 99 and 175.

Democracy Promotion Group, Mechanisms and obstacles of parliamentary performance, 1998, p. 15.

YES: A YES score is earned if there is a formal process by which the judiciary or constitutional courts can pass judgments on the legality or constitutionality of laws passed by the legislature.

NO: A NO score is earned if no such mechanism exists. A NO score is earned if judicial review is vaguely established in law or regulation without formal procedures. A NO score is earned if general exceptions exist exempting certain legislative actions from being reviewed (a national security exemption, for example).

32b. In practice, when necessary, the judiciary reviews laws passed by the legislature.

100 | 75 | **50** | 25 | 0

Comments:

In practice, the judiciary, represented in the supreme constitutional court, checks whether or not laws passed by the legislature align with the constitution. The most important example was law no. 153 issued in 1999 for organizing non-governmental organizations which was judged by the supreme constitutional court to be unconstitutional, and consequently the legislature in 2002 issued the present Law No. 84 for NGOs avoiding the constitutional defect in the previous law.

The court of cessation is authorized to examine the appeals against legislature members and send its reports to the legislature, which only possesses the power to determine the correctness of the membership of its members. There has recently been a strong debate between the legislative and judicial powers in phenomenon known as "rush laws", where the supreme constitutional court judged several laws passed by the legislature to be unconstitutional, and the court of cessation issued several reports accepting the appeals against members of the legislature. In this last point, the article 93 of the constitution gives the legislature, not any court, the ultimate authority in determining the correctness of its membership.

References:

Democracy Promotion Group, Mechanisms and obstacles of parliamentary performance, 1998, p. 129.

100: When constitutional or legal questions or possible violations are raised, the judiciary is aggressive in reviewing laws passed and can void illegal or unconstitutional actions. The judiciary is fair and nonpartisan in its application of this power.

75:

50: The judiciary will review laws passed, but is limited in its effectiveness. The judiciary may be slow to act, unwilling to take on politically sensitive issues, or occasionally unable to enforce its judgments.

25:

0: The judiciary does not effectively review laws passed. The judiciary may make judgments but not enforce them, or may fail to pass judgments on executive abuses. The judiciary may be partisan in its application of power.

32c. In law, are members of the national legislature subject to criminal proceedings?

YES | NO

Comments:

Only in case of being arrested in a criminal act, members of the national legislature are subject to criminal proceedings. In cases other than being arrested in a criminal act, there must be a prior permission of the legislature.

References:

Article 99 of the Egyptian constitution

YES: A YES score is earned if all members of the legislature can, in law, be investigated and prosecuted for criminal allegations.

NO: A NO score is earned if any member of the legislature cannot, in law, be investigated and prosecuted for criminal proceedings. A NO score is also earned if the legislative branch itself controls whether investigative or prosecutorial immunity can be lifted on members of the legislature.

33. Are there regulations governing conflicts of interest by members of the national legislature?

32

33a. In law, members of the national legislature are required to file an asset disclosure form.

YES | NO

Comments:

The law requires members of the national legislature to file asset disclosure forms.

References:

Law No. 62 issued in 1975

YES: A YES score is earned if all members of the legislature are required by law to file an asset disclosure form while in office, illustrating sources of income, stock holdings, and other assets. This form does not need to be publicly available to score a YES.

NO: A NO score is earned if any member of the legislature is not required to disclose assets.

33b. In law, there are restrictions for national legislators entering the private sector after leaving the government.

YES | NO

Comments:

In law, there are no restrictions for national legislators entering the private sector after leaving the government. While being in the legislature, legislators are not allowed to be involved in investment transactions with the state exploiting his or her membership in legislature.

References:

Article 95 of the Egyptian constitution

YES: A YES score is earned if there are regulations restricting national legislators' ability to take positions in the private sector after leaving government that would present a conflict of interest, including positions that directly seek to influence their former government colleagues.

NO: A NO score is earned if no such restrictions exist.

33c. In law, there are regulations governing gifts and hospitality offered to members of the national legislature.

YES | **NO**

Comments:

In law, there are no regulations governing gifts and hospitality offered to members of the national legislature because law no. 62 issued in 1975 for illegal profiting is no longer in effect.

Of course members of the national legislature are still required to file asset disclosure forms. But members of the legislature are used to manipulating these forms either by registering unreal proprieties when entering the legislature or conveying his/her proprieties to his/her sons and espouses when leaving legislature.

Moreover, the illegal profiting apparatus no longer checks asset disclosure forms of members of the national legislature. In addition to this neglect of checks of asset disclosure forms of all state employees and public servants, if a citizen informs investigation agencies of employees, including legislators, whose wealth has unjustifiably increased and investigations do not affirm the information, he or she is sentenced to be imprisoned for two years, which in turn prevents citizens from committing such act. Finally, there are no regulations governing gifts and hospitality offered to members of the national legislature.

References:

Sber Nail, Corruption and Marriage of authority and wealth, Khamaseen publishing house, Cairo, p. 120.
Law No. 62 issued in 1975 for illegal profiting

YES: A YES score is earned if there are formal guidelines regulating gifts and hospitality for members of the legislature.

NO: A NO score is earned if there are no guidelines or regulations with respect to gifts or hospitality offered to members of the legislature. A NO score is earned if the guidelines are general and do not specify what is and is not appropriate.

33d. In law, there are requirements for the independent auditing of the asset disclosure forms of members of the national legislature.

YES | NO

Comments:

Illegal profiting apparatus and the central auditing apparatus are entrusted with auditing of the asset disclosure forms of members of the national legislature. It is not expected that these apparatuses seriously check the asset disclosure forms of more than two thirds (364) of the members of the legislature only because they belong to the ruling party, whose head is the president.

References:

Law No. 62 issued in 1975 for illegal profiting
Law No. 177 issued in 2005 organizing political parties states

YES: A YES score is earned if there is a legal or regulatory requirement for independent auditing of legislative branch asset disclosures. The auditing is performed by an impartial third-party.

NO: A NO score is earned if there are no legal or regulatory requirements for the independent auditing of legislative branch asset disclosures or if such requirements exist but allow for self-auditing.

33e. In practice, the regulations restricting post-government private sector employment for national legislators are effective.

100 | 75 | 50 | 25 | 0

Comments:

In practice, there are no regulations restricting post-government private sector employment for national legislators. Only while being in the legislature, legislators are not allowed to involving in investment transactions with the state.

References:

Article 95 of the Egyptian constitution

100: The regulations restricting post-government private sector employment for national legislators are uniformly enforced. There are no cases or few cases of legislators taking jobs in the private sector after leaving government where they directly lobby or seek to influence their former government colleagues without an adequate cooling off" period.

75:

50: The regulations are generally enforced though some exceptions exist. In certain sectors, legislators are known to regularly take jobs in the private sector that entail directly lobbying or seeking to influence their former government colleagues. Cooling off periods are short and sometimes ignored.

25:

0: The regulations are rarely or never enforced. Legislators routinely take jobs in the private sector following government employment that involve direct lobbying or influencing of former government colleagues. Cooling off periods are non-existent or never enforced.

33f. In practice, the regulations governing gifts and hospitality offered to national legislators are effective.

100 | 75 | 50 | 25 | 0

Comments:

In practice, there no regulations governing gifts and hospitality offered to national legislators as there is no independent apparatus, other than the legislature itself, being responsible for enforcing these regulations. The legislature that is often dominated by the ruling party do not enforce these regulations on its members

References:

The bylaw of the people's assembly

100: The regulations governing gifts and hospitality to national legislators are regularly enforced. Legislators never or rarely accept gifts or hospitality above what is allowed.

75:

50: The regulations governing gifts and hospitality to national legislators are generally applied though exceptions exist. Some legislators in certain sectors are known to accept greater amounts of gifts and hospitality from outside interest groups or private sector actors than is allowed.

25:

0: The regulations governing gifts and hospitality to national legislators are routinely ignored and unenforced. Legislators routinely accept significant amounts of gifts and hospitality from outside interest groups and actors seeking to influence their decisions.

33g. In practice, national legislative branch asset disclosures are audited.

100 | 75 | 50 | 25 | 0

Comments:

In practice, national legislative branch asset disclosures are not audited at all. The central auditing apparatus is authorized to audit the asset disclosures of the legislators every five years, that is after leaving the legislature.

But these checks are no longer taken seriously and legislators are used to manipulate these forms. The illegal profiting apparatus only when informed by citizens can check the wealth of legislators. But the investigations do not do not affirm the appeal. Informers are sentenced to be imprisoned for two years, which in turn prevents citizens from committing such act.

References:

Sber Nail, Corruption and Marriage of authority and wealth, Khamaseen publishing house, Cairo, p. 120.

100: Legislative branch asset disclosures are regularly audited using generally accepted auditing practices.

75:

50: Legislative branch asset disclosures are audited, but audits are limited in some way, such as using inadequate auditing standards, or the presence of exceptions to disclosed assets.

25:

0: Legislative branch asset disclosures are not audited, or the audits performed have no value. Audits may be performed by entities known to be partisan or biased in their practices.

34. Can citizens access the asset disclosure records of members of the national legislature?

0

34a. In law, citizens can access the asset disclosure records of members of the national legislature.

YES | **NO**

Comments:

In law, citizens can not access the asset disclosure records of members of the national legislature. Laws restrict the freedom of information and data.

References:

Law No. 121 issued in 1975, amended by Law No. 472 issued in 1989 for preserving official documents of the state

YES: A YES score is earned if members of the national legislature file an asset disclosure form that is, in law, accessible to the public (individuals, civil society groups or journalists).

NO: A NO score is earned if there is no asset disclosure for members of the national legislature. A NO score is earned if the form is filed, but not available to the public.

34b. In practice, citizens can access legislative asset disclosure records within a reasonable time period.

100 | 75 | 50 | 25 | **0**

Comments:

In practice, citizens can not access legislative asset disclosure records within any time period. All governmental agencies are committed not to give citizens access to official documents. Certain laws consider asset disclosure records official documents that must be kept from citizens.

References:

Law No. 121 issued in 1975

Law of the central apparatus for general mobilization and statistics, article 10

100: Records are available on-line, or records can be obtained within two days. Records are uniformly available; there are no delays for politically sensitive information.

75:

50: Records take around two weeks to obtain. Some delays may be experienced.

25:

0: Records take more than a month to acquire. In some cases, most records may be available sooner, but there may be persistent delays in obtaining politically sensitive records.

34c. In practice, citizens can access legislative asset disclosure records at a reasonable cost.

100 | 75 | 50 | 25 | 0

Comments:

Citizens can not access legislative asset disclosure records at reasonable or unreasonable cost.

References:

Law No. 121 issued in 1975, amended by Law No. 472 issued in 1979

Law No. 35 issued in 1960 organizing the central apparatus for general mobilization and statistics (article 10 concerning preventing publication)

100: Records are free to all citizens, or available for the cost of photocopying. Records can be obtained at little cost, such as by mail, or on-line.

75:

50: Records impose a financial burden on citizens, journalists or CSOs. Retrieving records may require a visit to a specific office, such as a regional or national capital.

25:

0: Retrieving records imposes a major financial burden on citizens. Records costs are prohibitive to most citizens, journalists, or CSOs trying to access this information.

35. Can citizens access legislative processes and documents?

0

35a. In law, citizens can access records of legislative processes and documents.

YES | NO

Comments:

In law, citizens can not access records of legislative processes and documents because of the previously mentioned laws that limit information official documents access. Laws consider asset disclosure records official documents that must be kept from citizens.

References:

Law No. 121 issued in 1975, amended by Law No. 472 issued in 1979

Law No. 35 issued in 1960 organizing the central apparatus for general mobilization and statistics (article 10 concerning preventing publication)

Law No. 93 issued in 1995

YES: A YES score is earned if there is a general legal right to access records of legislative proceedings including voting records. A YES score can still be given if there are formal rules for specific exemptions to the right to disclosure (special secret sessions related to national security).

NO: A NO score is earned if there is no general right to access documents recording legislative proceedings. A NO score is earned if there exemptions to the general right that are not clearly defined by formal rules.

35b. In practice, citizens can access records of legislative processes and documents within a reasonable time period.

100 | 75 | 50 | 25 | 0

Comments:

In practice, citizens can not access records of legislative processes and documents within reasonable or unreasonable time periods.

References:

Law No. 121 issued in 1975, amended by Law No. 472 issued in 1979

Law No. 35 issued in 1960 organizing the central apparatus for general mobilization and statistics (article 10 concerning preventing publication)

Law No. 93 issued in 1995

100: Records are available on-line, or records can be obtained within two days. Records are uniformly available; there are no delays for politically sensitive information.

75:

50: Records take around two weeks to obtain. Some delays may be experienced.

25:

0: Records take more than a month to acquire. In some cases, most records may be available sooner, but there may be persistent delays in obtaining politically sensitive records.

35c. In practice, citizens can access records of legislative processes and documents at a reasonable cost.

100 | 75 | 50 | 25 | 0

Comments:

In practice, citizens can not access records of legislative processes and documents at all because of all the above mentioned laws that limit the freedom and access of information and documents, especially official documents.

References:

Law No. 121 issued in 1975, amended by Law No. 472 issued in 1979

Law No. 35 issued in 1960 organizing the central apparatus for general mobilization and statistics (article 10 concerning preventing publication)

Law No. 93 issued in 1995

100: Records are free to all citizens, or available for the cost of photocopying. Records can be obtained at little cost, such as by mail, or on-line.

75:

50: Records impose a financial burden on citizens, journalists or CSOs. Retrieving records may require a visit to a specific office, such as a regional or national capital.

25:

0: Retrieving records imposes a major financial burden on citizens. Records costs are prohibitive to most citizens, journalists, or CSOs trying to access this information.

29
III-3. Judicial Accountability

36. Are judges appointed fairly?

8

36a. In law, there is a transparent procedure for selecting national-level judges.

YES | **NO**

Comments:

There is no transparent procedure for selecting national-level judges. A law gives the minister of justice the power to select several national-level judges.

The general prosecution is also subject to the minister of justice. Taking into consideration that the minister of justice is part of the executive branch that is subject to the president, then all these nominations are subject to the president. The supreme judiciary council has the power to appoint the head of the court of cassation, the general attorney and all judges and prosecutors, moving, delegating and transferring them in accordance to general and abstract regulations developed by the council itself.

References:

Naser Amin, Towards a judicial reform in Egypt, the Arab Center for the Independence of Judiciary and Defense, p. 5.

YES: A YES score is earned if there is a formal process for selecting national level justices. This process should be public in the debating and confirmation stages. National-level judges are defined as judges who have powers that derive from a national law or constitution; are nominated/appointed by a national governmental body (head of state/government or national legislature); and/or are elected nationally.

NO: A NO score is given if there is no formal process of selection or the process is conducted without public oversight. National-level judges are defined as judges who have powers that derive from a national law or constitution; are nominated/appointed by a national governmental body (head of state/government or national legislature); and/or are elected nationally.

36b. In practice, professional criteria are followed in selecting national-level judges.

100 | 75 | 50 | 25 | 0

Comments:

There are no certain professional criteria required for the selection of national-level judges.

On April 15, 2005, the general assembly of judges of Alexandria emphasized the need for a new law for the judicial branch that frees judges from the hegemony of the executive branch. Among the most important changes it needs are extending the jurisdiction of the supreme judiciary council, abolishing the supreme council for judicial agencies, restricting the role of the minister of justice to administrative matters and not selecting court heads, appropriating a separate budget for judges, moving judicial inspection from the ministry of justice to the supreme judiciary council, and the approval of the supreme judiciary council of the nomination by the president of the republic of general attorney, the general lawyer and all members of the general prosecution. The general assembly of judges' club — a syndicate organization for the judges — supported all these demands.

References:

The report of the national campaign for monitoring the parliamentary elections 2005, edited by Waheed Abd-Al-Majeed, The Human Rights Center for Helping Prisoners, 2006, p. 75.

100: National-level judges selected have relevant professional qualifications such as formal legal training, experience as a lower court judge or a career as a litigator.

75:

50: Most national-level judges selected meet these qualifications, with some exceptions.

25:

0: National-level judges are often unqualified due to lack of training or experience.

36c. In law, there is a confirmation process for national-level judges (i.e. conducted by the legislature or an independent body).

YES | NO

Comments:

The confirmation process is conducted by the ministry of justice, which is a part of the executive branch. The body making the confirmation, if not lead the minister of justice, is dominated by him.

References:

Law No. 46 issued in 1972 organizing the judicial power

YES: A YES score is earned if there is a formal process establishing a review of national-level judicial nominees by an agency independent from the body appointing the judges.

NO: A NO score is earned if there is no formal review. A NO score is earned if the review is conducted by a body directed by the body appointing the judges (such as review by the head of police if judges are appointed by the executive).

37. Can members of the judiciary be held accountable for their actions?

37a. In law, members of the national-level judiciary are obliged to give reasons for their decisions.

YES | NO

Comments:

Members of the national-level judiciary are obliged to give reasons for their decisions. No court decision is issued without an appeal paper that contains the reasons and justifications of the decision.

References:

Law No. 46 issued in 1972 organizing the judicial power

YES: A YES score is earned if there is a formal and mandatory process for judges to explain their decisions.

NO: A NO score is earned if justices are not required to explain decisions. A NO score is earned if there is a general exemption from explaining some decisions (such as national security).

37b. In practice, members of the national-level judiciary give reasons for their decisions.

100 | 75 | 50 | 25 | 0

Comments:

Members of the national-level judiciary are obliged to give reasons for their decisions. No court decision is issued without an appeal paper that contains the reasons and justifications of the decision.

References:

Law No. 46 issued in 1972 organizing the judicial power

100: Judges are formally required to explain their judgments in detail, establishing a body of precedent. All judges comply with these requirements.

75:

50: Judges are compelled to give substantial reasons for their decisions, but some exceptions exist. These may include special courts, such as military courts or tribunals.

25:

0: Judges commonly issue decisions without formal explanations.

37c. In law, there is a disciplinary agency (or equivalent mechanism) for the national-level judicial system.

YES | NO

Comments:

The judicial inspection committee appointed by the minister of the justice is the agency entrusted with making inquiries and investigations with the judges in case there are complaints against them.

References:

Law No. 46 issued in 1972 organizing the judicial power

YES: A YES score is earned if there is a disciplinary agency (or equivalent mechanism) for the judicial system. A disciplinary agency is defined here as an agency or mechanism specifically mandated to investigate breaches of procedure, abuses of power or other failures of the judiciary.

NO: A NO score is earned if no agency or mechanism is specifically mandated to act as a disciplinary mechanism for the national-level judiciary.

37d. In law, the judicial disciplinary agency (or equivalent mechanism) is protected from political interference.

YES | NO

Comments:

The judicial inspection committee is not protected from political interference. The committee is formed by the minister of justice who is at the same time part of the executive branch and often a member of the ruling NDP party. The committee is also a judicial agency that follows the supreme council for judicial agencies presided by the president, who is at the same time the head of executive branch.

References:

Law No. 46 issued in 1972 organizing the judicial power

YES: A YES score is earned if there are formal rules establishing that the judicial disciplinary agency (or equivalent mechanism) is protected from political interference by the executive and legislative branches.

NO: A NO score is earned if there are no formal rules establishing the independence of the judicial disciplinary agency (or equivalent mechanism). A NO score is given if the judicial disciplinary agency or equivalent mechanism function is carried out by an inherently subordinate organization, such as an executive ministry or legislative committee.

37e. In practice, when necessary, the judicial disciplinary agency (or equivalent mechanism) initiates investigations.

100 | 75 | 50 | 25 | 0

Comments:

In practice, when necessary, the judicial disciplinary agency or equivalent mechanism initiates investigations.

The most famous example is that of judges Mahmoud Miki and Hesham Bastawisy. The judicial inspection committee referred those two judges to the discipline committee in preparation for dismissing them because of their leading role in the judges movement calling for true independence of the judiciary.

Those two judges were part of a larger movement by the judges' club that held several conferences calling for a new law for judiciary emphasizing its independence from the executive power.

The executive branch, represented in the minister of justice, pushed the judicial inspection committee to deliver their issue to the discipline committee in preparation for dismissing them. But judges' solidarity with those two judges protected them. The committee judged freed Mahmoud Miki of charge and reproved Hesham Bastawisy.

References:

The Report of the national campaign for monitoring the parliamentary elections 2005, edited by Waheed Abd-Al-Majeed, The Human Rights Center for Helping Prisoners, 2006, pp. 75-85.

100: The judicial disciplinary agency (or equivalent mechanism) aggressively starts investigations — or participates fully with cooperating agencies' investigations — into judicial misconduct. The judicial disciplinary agency (or equivalent mechanism) is fair in its application of this power.

75:

50: The judicial disciplinary agency (or equivalent mechanism) will start or cooperate in investigations, but often relies on external pressure to set priorities, or has limited effectiveness when investigating. The judicial disciplinary agency (or equivalent mechanism), though limited in effectiveness, is still fair in its application of power.

25:

0: The judicial disciplinary agency (or equivalent mechanism) rarely investigates on its own or cooperates in other agencies' investigations, or the judicial disciplinary agency (or equivalent mechanism) is partisan in its application of this power.

37f. In practice, when necessary, the judicial disciplinary agency (or equivalent mechanism) imposes penalties on offenders.

100 | 75 | **50** | 25 | 0

Comments:

When necessary, the judicial inspection committee imposes penalties on offenders such as in the case of judge Hesham Bastawisy. It can also impose administrative penalties. When the offense necessitates dismissing the judge, the committee hands the issue to the supreme council of judicial agencies to give a decision.

References:

Law No. 46 issued in 1972 organizing the judicial power

100: When rules violations are discovered, the judicial disciplinary agency (or equivalent mechanism) is aggressive in penalizing offenders or in cooperating with other agencies who penalize offenders.

75:

50: The judicial disciplinary agency (or equivalent mechanism) enforces rules, but is limited in its effectiveness. The judicial disciplinary agency (or equivalent mechanism) may be slow to act, unwilling to take on politically powerful offenders, resistant to cooperating with other agencies, or occasionally unable to enforce its judgments.

25:

0: The judicial disciplinary agency (or equivalent mechanism) does not effectively penalize offenders. The judicial disciplinary agency (or equivalent mechanism) may make judgments but not enforce them, does not cooperate with other agencies in enforcing penalties, or may fail to make reasonable judgments against offenders. The judicial disciplinary agency (or equivalent mechanism) may be partisan in its application of power.

38. Are there regulations governing conflicts of interest for the national-level judiciary?

36

38a. In law, members of the national-level judiciary are required to file an asset disclosure form.

YES | NO

Comments:

As public servants, members of the national-level judiciary are required to file asset disclosure forms.

All public servants and state employees in Egypt, including the president, head of the ministers council, ministers, governorates, legislators are required to file asset disclosure forms in the beginning of their public service and are reviewed every five years so as the change in one's wealth can be detected. A law states that all employees and public servants with no exception are required to file asset disclosure forms showing the proprieties of the employee, the spouse and juvenile sons and daughters.

References:

Law No. 11 issued in 1968 for illegal profiting
Law No. 2 issued in 1977 for illegal profiting, article 5.

YES: A YES score is earned if all members of the national-level judiciary are required by law to file an asset disclosure form while in office, illustrating sources of income, stock holdings, and other assets. This form does not need to be publicly available to score a YES.

NO: A NO score is earned if any member of the national-level judiciary is not required to publicly disclose assets.

38b. In law, there are regulations governing gifts and hospitality offered to members of the national-level judiciary.

YES | NO

Comments:

Members of the national-level judiciary can not take gifts, hospitality, commissions or advances from people to whom they deliver state services.

References:

Law No. 47 issued in 1978 for state employees prohibits (article 77, item 14)

YES: A YES score is earned if there are formal guidelines regulating gifts and hospitality for members of the national-level judiciary.

NO: A NO score is earned if there are no guidelines or regulations with respect to gifts or hospitality offered to members of the national-level judiciary. A NO score is earned if the guidelines are general and do not specify what is and is not appropriate.

38c. In law, there are requirements for the independent auditing of the asset disclosure forms of members of the national-level judiciary.

YES | **NO**

Comments:

In law, there are no requirements for independent auditing of the asset disclosure forms of members of the national-level judiciary. Only the asset disclosure forms required of all state employees. And this regular auditing is made by the illegal profiting apparatus that follows the president. This apparatus is required to investigate the complaints raised by citizens against each other pertaining to unreasonable, unjustifiable increase in one's wealth, including members of the national-level judiciary. If the investigations do not affirm the information by the appealing citizen, the law imposes two years in prison on him or her as penalty

References:

Law No. 11 issued in 1968 for illegal profiting

YES: A YES score is earned if there is a legal or regulatory requirement for independent auditing of national-level judiciary asset disclosures. The auditing is performed by an impartial third-party.

NO: A NO score is earned if there are no legal or regulatory requirements for the independent auditing of national-level judiciary asset disclosures or if such requirements exist but allow for self-auditing.

38d. In law, there are restrictions for national-level judges entering the private sector after leaving the government.

YES | **NO**

Comments:

In law, there are no restrictions for national-level judges entering the private sector after leaving the government. But a law prohibits ex-state employees from disclosing information that is considered secret in to an ex-state job.

References:

Law No. 47 issued in 1978 for state employees prohibits (article 77, item 14)

YES: A YES score is earned if there are regulations restricting national-level judges' ability to take positions in the private sector after leaving government that would present a conflict of interest, including positions that directly seek to influence their former government colleagues.

NO: A NO score is earned if no such restrictions exist.

38e. In practice, the regulations restricting post-government private sector employment for national-level judges are effective.

100 | 75 | 50 | 25 | 0

Comments:

In practice, there are no regulations restricting post-government private sector employment for national-level judges. State employees in Egypt often retire early before the assigned age (60) to work in the private sector or have their own businesses benefiting from the relationship network they built during working in the government.

References:

Law No. 47 issued in 1978 for state employees prohibits (article 77, item 14)

100: The regulations restricting post-government private sector employment for national-level judges are uniformly enforced. There are no cases or few cases of judges taking jobs in the private sector after leaving government where they directly lobby or seek to influence their former government colleagues without an adequate cooling off" period.

75:

50: The regulations are generally enforced though some exceptions exist. In certain cases, judges are known to regularly take jobs in the private sector that entail directly lobbying or seeking to influence their former government colleagues. Cooling off periods are short and sometimes ignored.

25:

0: The regulations are rarely or never enforced. Judges routinely take jobs in the private sector following government employment that involve direct lobbying or influencing of former government colleagues. Cooling off periods are non-existent or never enforced.

38f. In practice, the regulations governing gifts and hospitality offered to members of the national-level judiciary are effective.

100 | 75 | 50 | 25 | 0

Comments:

In practice, there are no regulations governing gifts and hospitality offered to members of the national-level judiciary. Laws prohibit members of the national-level judiciary from taking gifts, hospitality, commissions or advances from people to whom they deliver state services. But this rule may not find way into practice.

References:

Law No. 47 issued in 1978 for state employees prohibits (article 77, item 14)

100: The regulations governing gifts and hospitality to members of the national-level judiciary are regularly enforced. Judges never or rarely accept gifts or hospitality above what is allowed.

75:

50: The regulations governing gifts and hospitality to members of the national-level judiciary are generally applied though exceptions exist. Some judges are known to accept greater amounts of gifts and hospitality from outside interest groups or private sector actors than is allowed.

25:

0: The regulations governing gifts and hospitality to members of the national-level judiciary are routinely ignored and unenforced. Judges routinely accept significant amounts of gifts and hospitality from outside interest groups and actors seeking to influence their decisions.

38g. In practice, national-level judiciary asset disclosures are audited.

100 | 75 | 50 | 25 | 0

Comments:

In practice, national-level judiciary asset disclosures are not audited.

Only the asset disclosure forms required of all state employees according to Law No. 11 issued in 1968 for illegal profiting. It is also required of judges. But even regular auditing of the illegal profiting apparatus is no longer serious.

This apparatus is required to investigate the complaints raised by citizens against each other pertaining to unreasonable, unjustifiable increase in one's wealth, including members of the national-level judiciary. If the investigations do not affirm the information by the appealing citizen, the law imposes a two-year imprisonment penalty on him or her.

References:

Law No. 11 issued in 1968 for illegal profiting

100: National-level judiciary asset disclosures are regularly audited using generally accepted auditing practices.

75:

50: National-level judiciary asset disclosures are audited, but audits are limited in some way, such as using inadequate auditing standards, or the presence of exceptions to disclosed assets.

25:

0: National-level judiciary asset disclosures are not audited, or the audits performed have no value. Audits may be performed by entities known to be partisan or biased in their practices.

39. Can citizens access the asset disclosure records of members of the national-level judiciary?

0

39a. In law, citizens can access the asset disclosure records of members of the national-level judiciary.

YES | NO

Comments:

In law, citizens can not access the asset disclosure records of members of the national-level judiciary. Laws restrict the freedom of information and data. The asset disclosure records of all state employees are considered official documents that can not be disclosed to citizens.

References:

Presidential decree No. 472 issued in 1979 for preserving state official documents and organizing their publication and use
Law No. 121 issued in 1975, amended by Law No. 472 issued in 1989 for preserving official documents of the state

YES: A YES score is earned if members of the national-level judiciary file an asset disclosure form that is, in law, accessible to the public (individuals, civil society groups or journalists).

NO: A NO score is earned if there is no asset disclosure for members of the national-level judiciary. A NO score is earned if the form is filed, but not available to the public.

39b. In practice, citizens can access judicial asset disclosure records within a reasonable time period.

100 | 75 | 50 | 25 | 0

Comments:

In practice, citizens can not access judicial asset disclosure records within any time period. All governmental agencies are committed not to give citizens access to official documents. Laws consider asset disclosure records official documents that must be kept from citizens.

References:

Presidential decree No. 472 issued in 1979 for preserving state official documents and organizing their publication and use
Law No. 121 issued in 1975
Law of the central apparatus for general mobilization and statistics, article 10

100: Records are available on-line, or records can be obtained within two days. Records are uniformly available; there are no delays for politically sensitive information.

75:

50: Records take around two weeks to obtain. Some delays may be experienced.

25:

0: Records take more than a month to acquire. In some cases, most records may be available sooner, but there may be persistent delays in obtaining politically sensitive records.

39c. In practice, citizens can access judicial asset disclosure records at a reasonable cost.

100 | 75 | 50 | 25 | 0

Comments:

In practice, citizens can not access judicial asset disclosure records at any cost.

References:

Presidential decree No. 472 issued in 1979 for preserving state official documents and organizing their publication and use
Law No. 121 issued in 1975, amended by law 472 issued in 1979
Law No. 35 issued in 1960 organizing the central apparatus for general mobilization and statistics (article 10 concerning preventing publication)

100: Records are free to all citizens, or available for the cost of photocopying. Records can be obtained at little cost, such as by mail, or on-line.

75:

50: Records impose a financial burden on citizens, journalists or CSOs. Retrieving records may require a visit to a specific office, such as a regional or national capital.

25:

0: Retrieving records imposes a major financial burden on citizens. Records costs are prohibitive to most citizens, journalists, or CSOs trying to access this information.

III-4. Budget Processes

40. Can the legislature provide input to the national budget?

17

40a. In law, the legislature can amend the budget.

YES | **NO**

Comments:

The Egyptian constitution requires that the legislature approve the general plan for economic and social development in the general budget of the state.

But it also says the legislature is not permitted to amend the general budget proposal without the consent of the government. Thus, if the legislature wants to amend general budget proposal, these amendments must be approved the government. That is, the legislature has to approve the general budget proposal as presented by the government.

The bylaw of the legislature defines the procedure for discussing the general budget proposal. In all cases, amendments made by the legislature must be approved by the government.

References:

The Egyptian constitution, articles 86-118
The bylaw of the people's assembly (legislature), articles 133-136

YES: A YES score is earned if the legislature has the power to add or remove items to the national government budget.

NO: A NO score is earned if the legislature can only approve but not change details of the budget. A NO score is earned if the legislature has no input into the budget process.

40b. In practice, significant public expenditures require legislative approval.

100 | 75 | 50 | 25 | 0

Comments:

The legislature must approve the annual budget of the state presented by the executive branch.

However it can not modify any item of it, by increasing decreasing or transferring money, unless it gets the consent of the executive branch. This makes the legislature's approval of the budget meaningless.

Once the budget is approved, expenditures by government agencies are not required to get legislative or judicial approval for what the money is spent on.

References:

Democracy Promotion Group, Mechanisms and obstacles of parliamentary performance, 1998, p. 86.

100: All significant government expenditures (defined as any project costing more than 1% of the total national budget), must be approved by the legislature. This includes defense and secret programs, which may be debated in closed hearings.

75:

50: Most significant government expenditures (as defined) are approved by the legislature, but some exceptions to this rule exist. This may include defense programs, an executive's personal budget, or other expenses.

25:

0: The legislature does not have the power to approve or disapprove large portions of the government budget, or the legislature does not exercise this power in a meaningful way.

40c. In practice, the legislature has sufficient capacity to monitor the budget process and provide input or changes.

100 | 75 | 50 | 25 | 0

Comments:

In practice, the legislature does not have sufficient capacity to monitor the budget process and provide input or changes. If the legislature has no capacity to amend the budget proposal when first presented to it for approval, then it would be impossible for the legislature to monitor the budget process and provide input or changes. Member attendance in the sessions dedicated to discussing the budget proposal is very weak (one fifth of the total number of members according to some estimates). Most legislators' demands relate to the services that will be provided to their local directorates.

References:

Democracy Promotion Group, Mechanisms and obstacles of parliamentary performance, 1998, p. 77.

100: Legislators benefit from a sufficient and qualified staff as well as adequate financial and physical resources. Lack of capacity is never a reason why legislators cannot carry out their duties effectively.

75:

50: Legislators have some staff and financial resources but are limited by a shortfall of resources to adequately perform all of their budgetary oversight functions. Legislators are occasionally overwhelmed by the volume of work to be performed.

25:

0: Legislators have little to no staff and virtually no financial resources with which to perform their budgetary oversight role. Lack of resources is a regular and systemic problem that cripples the performance of the legislature.

41. Can citizens access the national budgetary process?

33

41a. In practice, the national budgetary process is conducted in a transparent manner in the debating stage (i.e. before final approval).

100 | 75 | 50 | 25 | 0

Comments:

In practice, citizens can not access the national budgetary process in the debating stage.

The national budgetary process is completely performed by government agencies (the central auditing apparatus) and presented to the legislature for approving it.

Article 86 of the constitution requires that the next general budget of the state be presented to the legislature two months before the beginning of the new fiscal year and discussed chapter by chapter. The same article also states that the legislature is not permitted to amend the general budget unless its amendments are approved by the government. If the new budget is not approved before the beginning of the new fiscal year, the general budget of the last year goes into effect until the new one is approved.

The national budgetary process passes through five stages with different agencies. The most effective of these are the finance ministry that prepares the general budget proposal, the plan and budget committee in the legislature that discuss the budget before presenting it to whole members, and the central auditing apparatus that monitors implementing the budget by different ministries and state agencies and presents a report to the legislature.

References:

Sherif Ahmed Sherif, The general budget of the state, administration studies and consultations center, The Faculty of Economics and Political Sciences, Cairo University, p. 17.

100: Budget debates are public and records of these proceedings are easily accessible. Authors of individual budget items can easily be identified. Nearly all budget negotiations are conducted in these official proceedings.

75:

50: There is a formal, transparent process for budget debate, but major budget modifications may be negotiated in separate, closed sessions. Some items, such as non-secret defense projects, may be negotiated in closed sessions. Authors of individual line items may be difficult to identify.

25:

0: Budget negotiations are effectively closed to the public. There may be a formal, transparent process, but most real discussion and debate happens in other, closed settings.

41b. In practice, citizens provide input at budget hearings.

100 | 75 | 50 | 25 | 0

Comments:

In practice, citizens can not provide input at budget hearings. Only legislators can provide that input.

References:

Article 118 of the Egyptian constitution

100: Citizens, usually acting through CSOs, can provide information or commentary to the budget debate through a formal process. This information is essential to the process of evaluating budget priorities.

75:

50: Citizens or CSOs can provide input, but this information is often not relevant to budget decisions.

25:

0: Citizens or CSOs have no formal access to provide input to the budget debate.

41c. In practice, citizens can access itemized budget allocations.

100 | 75 | 50 | 25 | 0

Comments:

In practice, citizens can not access itemized budget allocations. Only media news relating to the discussions of general budget can give citizens limited information on the itemized budget allocations.

References:

Sherif Ahmed Sherif, The general budget of the state, administration studies and consultations center, The Faculty of Economics and Political Sciences, Cairo University, p. 14.

100: Citizens, journalists and CSOs can access itemized lists of budget allocations. This information is easily available and up to date.

75:

50: Citizens, journalists and CSOs can access itemized lists of budget allocations but this information may be difficult to access, incomplete or out of date.

25:

0: Citizens cannot access an itemized list of budget allocations, due to secrecy, prohibitive barriers or government inefficiency.

43. Is the legislative committee overseeing the expenditure of public funds effective?

8

43a. In practice, department heads regularly submit reports to this committee.

100 | 75 | 50 | 25 | 0

Comments:

In practice, department heads (ministers) regularly do not submit reports to the plan and budget committee.

Only the central auditing apparatus makes a report on budget implementation and hands it to the planning and budget committee. Needs of ministries and independent institutions in the next general budget are directed to the central auditing apparatus to take them into consideration when preparing the next general budget.

References:

Ali Al-Sawi, Developing the parliamentary performance, Democracy Promotion Group, pp. 56-57.

100: Heads of ministry- or cabinet-level agencies submit regular, formal reports of expenses to a budget oversight committee.

75:

50: Agency heads submit reports to a budget oversight committee, but these reports are flawed in some way. The reports may be inconsistently delivered, or lacking important details.

25:

0: There is no budget oversight committee or equivalent, or heads of agencies do not submit meaningful reports to the agency.

43b. In practice, the committee acts in a non-partisan manner with members of opposition parties serving on the committee in an equitable fashion.

100 | 75 | 50 | 25 | 0

Comments:

In practice, the plan and budget committee in the legislature acts in a partisan manner with members of opposition parties serving on the committee.

Most of the members of this committee are often from the ruling NDP party and act in a purely partisan manner. It consists of 20 members, who are the heads of other legislature committees, including the newly established human rights committee

The planning and budget committee is perhaps the only committee in the legislature that does not include independent members or members from opposition parties. After discussing the general budget, other legislature committees send reports to the planning and budget committee to take it into consideration when finalizing the budget.

In all committees and the legislature as a whole, independent and opposition members do not act in a non-partisan manner. They are often more active and persistent than NDP members, but different views and opinions are often overlooked, not because they are independent or opposition but they must approve laws just as presented by the government without modification.

References:

Ali Al-Sawi, Developing the parliamentary performance, Democracy Promotion Group, pp.. 56-57.

100: The committee is comprised of legislators from both the ruling party (or parties) and opposition parties in a roughly equitable distribution. All members of the committee — including opposition party members — are able to fully participate in the activities of the committee and influence the committee's work to roughly the same extent as any other member of the committee.

75:

50: The committee is comprised of legislators from both the ruling party (or parties) and opposition parties although the ruling party has a disproportionate share of committee seats. The chairperson of the committee may be overly influential and curb other members' ability to shape the committee's activities.

25:

0: The committee is dominated by legislators of the ruling party and/or the committee chairperson. Opposition legislators serving on the committee have in practice no way to influence the work of the committee.

43c. In practice, when necessary, this committee initiates independent investigations into financial irregularities.

100 | 75 | 50 | **25** | 0

Comments:

In practice, the planning and budget committee is not protected from political interference.

Because of its formation of the ruling NDP party, it is a purely partisan and governmental committee. Even the central auditing apparatus that assists it is not protected from political interference as it follows the president, head of the executive branch.

References:

Ali Al-Sawi (2006), Developing the parliamentary performance, Democracy Promotion Group, pp. 56-57.

100: When irregularities are discovered, the committee is aggressive in investigating the government.

75:

50: The committee starts investigations, but is limited in its effectiveness. The committee may be slow to act, unwilling to take on politically powerful offenders, or occasionally unable to enforce its judgments.

25:

0: The committee does not effectively investigate financial irregularities. The committee may start investigations but not complete them, or may fail to detect offenders. The committee may be partisan in its application of power.

42. Is there a separate legislative committee which provides oversight of public funds?

100

42. In law, is there a separate legislative committee which provides oversight of public funds?

YES | NO

Comments:

The plan and budget committee in the legislature is a separate legislative committee that provides oversight of public funds via the central auditing apparatus. That apparatus assists the planning and budget committee in monitoring the implementation of the approved budget.

References:

Ahmed Isam-Idean Omar, The general budget of the state, administration studies and consultations center, The Faculty of Economics and Political Sciences, Cairo University, p. 19.

YES: A YES score is earned if there is a dedicated legislative committee (or equivalent group located in the legislature) that oversees the expenditure of public funds.

NO: A NO score is earned if no such body exists within the legislature. A NO score is earned if there is a body executing this function but it is not part of the legislature (such as a separate supreme audit institution).

Category IV. Administration and Civil Service

IV-1. Civil Service Regulations

44. Are there national regulations for the civil service encompassing, at least, the managerial and professional staff?

100

44a. In law, there are regulations requiring an impartial, independent and fairly managed civil service.

YES | NO

Comments:

In law, there are regulations requiring an impartial, independent and fairly managed civil service.

References:

Law No. 47 issued in 1978 organizing civil servants, published in the official newspaper on July 20, 1978, Issue No. 29.

YES: A YES score is earned if there are specific formal rules establishing that the civil service carry out its duties independent of political interference.

NO: A NO score is earned if there are no formal rules establishing an independent civil service.

44b. In law, there are regulations to prevent nepotism, cronyism, and patronage within the civil service.

YES | NO

Comments:

There are rules and regulations requiring an impartial, independent and fairly managed civil service. Law No. 47 issued in 1978 (articles 15 to 27) organizes the civil service and aligns it with the public interest.

References:

Law No. 47 issued in 1978 organizing civil servants, published in the official newspaper on July 20, 1978, Issue No. 29.

YES: A YES score is earned if there are specific formal rules prohibiting nepotism, cronyism, and patronage in the civil service. These should include competitive recruitment and promotion procedures as well as safeguards against arbitrary disciplinary actions and dismissal.

NO: A NO score is earned if no such regulations exist.

44c. In law, there is an independent redress mechanism for the civil service.

YES | NO

Comments:

In law, there is an independent redress mechanism for the civil service. The law organizing civil servants gives those in both public and private sectors a pension when retiring. They also receive injury and disease pension if they deserve it. The national agency for insurance and pensions is the body responsible for implementing these procedures.

Although the government always announces and works with the private sector in providing jobs, millions of youth are still jobless. Every day, the false announcement of numbers of available job opportunities are made to ordinary people. The lack of government jobs means most people seek out the private sector. While the government claims that the unemployment rate is 3.7

percent (2 million people), other independent estimates found this rate to be 25 percent (7 million people). Lack of effectiveness of the redress mechanism forced hundred thousands of youth to migrate.

References:

Law No. 47 issued in 1978 organizing civil servants, published in the official newspaper on July 20, 1978, Issue No. 29.

YES: A YES score is earned if there is a mechanism to which civil servants and applicants for the civil service can take grievances regarding civil service management actions. The mechanism should be independent of their supervisors but can still be located within the government agency or entity (such as a special commission or board). Civil servants are able to appeal the mechanism's decisions to the judiciary.

NO: A NO score is earned if no such mechanism exists.

44d. In law, civil servants convicted of corruption are prohibited from future government employment.

YES | NO

Comments:

Article No. 100 of the civil servants' Law No. 47 issued in 1978 requires dismissing civil servants convicted of corruption and preventing them from future government employment. Only if they appeal to the courts and are proved to be innocent of corruption in a second judgment can they restore their government employment by the power of law.

References:

Article 100 of Law No. 47 issued in 1978 organizing civil servants, published in the official newspaper on July 20, 1978, Issue No. 29.

YES: A YES score is earned if there are specific rules prohibiting continued government employment following a corruption conviction.

NO: A NO score is earned if no such rules exist or if the ban is not a lifetime ban.

45. Is the law governing the administration and civil service effective?

50

45a. In practice, civil servants are protected from political interference.

100 | 75 | 50 | 25 | 0

Comments:

In practice, civil servants are not protected from political interference. Most corruption issues that have arisen lately, such as those of involving drugs, loans and military service escape interference. Those in the economic sector, media or agriculture show that civil servants are not protected from political interference.

References:

Mostafa Kamel El-Sayid, Corruption and Development, Center for Studies of Developing Countries, Faculty of Economics and Political Sciences, Cairo University, 52.

100: Civil servants operate independently of the political process, without incentive or pressure to render favorable treatment or policy decisions on politically sensitive issues. Civil servants rarely comment on political debates. Individual judgments are rarely praised or criticized by political figures. Civil servants can bring a case to the courts challenging politically-motivated firings.

75:

50: Civil servants are typically independent, yet are sometimes influenced in their judgments by negative or positive political or personal incentives. This may include favorable or unfavorable treatment by superiors, public criticism or praise by the government, or other forms of influence. Civil servants may bring a case to the judicial system challenging politically-motivated firings but the case may encounter delays or bureaucratic hurdles.

25:

0: Civil servants are commonly influenced by political or personal matters. This may include conflicting family relationships, professional partnerships, or other personal loyalties. Negative incentives may include threats, harassment or other abuses of power. Civil servants are unable to find a remedy in the courts for unjustified or politically-motivated firings.

45b. In practice, civil servants are appointed and evaluated according to professional criteria.

100 | 75 | 50 | **25** | 0

Comments:

In practice, civil servants are not appointed or evaluated according to professional criteria. Professional criteria are the last items to be considered.

Although there are organizational procedures for occupying government employment, such as announcing vacant jobs in the media, conducting interviews, requiring educational certificates, in most cases it is evident that these jobs are usually planned to be given to relatives of high-level government officials.

In practice all impartial and objective rules stated in the laws are set aside in favor of nepotism, cronyism, and patronage. This has resulted in a phenomenon known as the inheritance⁷ of government employment in universities, the military, police and even ministries.

In Egypt there are certain families (ex-feudal ones) that have had one minister at least in subsequent governments since the monarchy in the pre-revolution era. This phenomenon destroys the principle of equal opportunity and deprives the majority of citizens of their equal access to civil service jobs.

References:

Al-Wafd newspaper, files of favoritism, April 8, 2004.

100: Appointments to the civil service and their professional evaluations are made based on professional qualifications. Individuals appointed are free of conflicts of interest arising from personal loyalties, family connections or other biases. Individuals appointed usually do not have clear political party affiliations.

75:

50: Appointments and professional assessments are usually based on professional qualifications. Individuals appointed may have clear party loyalties, however.

25:

0: Appointments and professional assessments are often based on political considerations. Individuals appointed often have conflicts of interest due to personal loyalties, family connections or other biases. Individuals appointed often have clear party loyalties.

45c. In practice, civil service management actions (e.g. hiring, firing, promotions) are not based on nepotism, cronyism, or patronage.

100 | 75 | 50 | **25** | 0

Comments:

In practice, civil service management actions such hiring, firing or promotions are based on nepotism, cronyism, or patronage. These corrupt mechanisms came to be the dominant conventional¹⁹ law governing civil service and government employment.

For example, in the last legislative elections, as candidates, the ministers of petroleum, irrigation and water resources and all other ministers and high-level government officials offered wide promises to voters in their electorates.

These promises were mainly related to government employment his or her ministry or department. Whether these promises were kept or not, the behavior by ministers and high-level government officials is fatal to good governance and civil service. If those officials appointed their voters in their ministries, this destroys the principles of equal opportunity and hiring the best person for the job. It also shows that ministers and high-level government officials, including leaders of the ruling party make use of state employment for their own interest and the interest of the ruling party.

Nepotism, cronyism, or patronage in occupying government jobs also result in forming interest groups and centers of power in state agencies. This corruption, in turn, breeds corruption, and relevant laws are set aside. Here corruption becomes an institutional method, not simply individual violations as claimed by the government. Examples of corruption issues by high-level government officials include those of Mohamed Al-Wakeel, undersecretary of ministry of information and Yousof Abd-Al-Rahman, undersecretary of ministry of agriculture.

References:

Al-Wafd newspaper, Files of favoritism, April 8, 2004.

100: Nepotism (favorable treatment of family members), cronyism (favorable treatment of friends and colleagues), and patronage (favorable treatment of those who reward their superiors) are actively discouraged at all levels of the civil service. Hirings, firings, and promotions are based on merit and performance.

75:

50: Nepotism, cronyism, and patronage are discouraged, but exceptions exist. Political leaders or senior officials sometimes appoint family member or friends to favorable positions in the civil service, or lend other favorable treatment.

25:

0: Nepotism, cronyism, and patronage are commonly accepted principles in hiring, firing and promotions of civil servants.

45d. In practice, civil servants have clear job descriptions.

100 | 75 | **50** | 25 | 0

Comments:

In practice, civil servants have clear job descriptions according to civil servants' Law No. 47 issued in 1978 and the bylaws and regulations of every government agencies, departments and institutions.

Agencies are in the position to impose job descriptions on their employees. Violations of laws, regulations and job descriptions are converted to the prosecution and courts. However, with widespread corruption in government agencies and departments breaking relevant laws and regulations, job descriptions are the rule, not the exception.

References:

The website of the Egyptian government and the ministry of administrative development.

100: Civil servants almost always have formal job descriptions establishing levels of seniority, assigned functions, and compensation. Job descriptions are a reliable representation of positions in terms of a person's authority, responsibility and base pay.

75:

50: Civil servants often have formal job descriptions, but exceptions exist. Some civil servants may not be part of the formal assignment of duties and compensations. Some job descriptions may not map clearly to pay or responsibilities in some cases.

25:

0: Civil servants do not have formal roles or job descriptions. If they do, such job descriptions have little or nothing to do with the position's responsibilities, authority, or pay.

45e. In practice, civil servant bonuses constitute only a small fraction of total pay.

100 | 75 | 50 | 25 | 0

Comments:

Determining the minimum and maximum limit of salaries, bonuses, total pay and regular subsidies of all civil servants are organized in accordance with the civil service Law No. 47 issued in 1978.

But there are other forms of payment that exceed the salary of thousands of government employees. Salaries of undersecretaries and employees in certain ministries, such as the interior and justice ministries, are better paid than employees in other ministries. Whereas a newly appointed teacher takes no more than 300 Egyptian pounds (US\$53) a newly appointed prosecutor earns about 2,000 pounds (US\$358), while both are university graduates. For some state jobs, such as chief editors of state-owned newspapers, these have unreasonable and unbelievable bonuses. For some of them the total monthly pay exceeds 1 million Egyptian pounds (US\$179,414).

References:

The bylaw of Law No. 47 issued in 1978

100: Civil servant bonuses constitute no more than 10% of total pay and do not represent a major element of take-home pay.

75:

50: Civil servant bonuses are generally a small percentage of total take-home pay for most civil servants though exceptions exist where some civil servants' bonuses represent a significant part of total pay.

25:

0: Most civil servants receive bonuses that represent a significant amount of total take-home pay. In some cases bonuses represent the majority of total pay to civil servants.

45f. In practice, the government publishes the number of authorized civil service positions along with the number of positions actually filled.

100 | 75 | **50** | 25 | 0

Comments:

In practice, the government publishes the number of available civil service positions from 2005 to 2011, in accordance with the election program of the presidential candidate Mohamed Housni Mubarak, in which he promised to make available six million job opportunities.

In Egypt, 982,000 jobs are needed every year to accommodate new graduates. None of the election promises of President Housni Mubarak came true. Unemployment rate according to government documents is 9 percent (2.3 million jobless persons) while independent estimates say it is high as 27 percent (6.1 million jobless persons).

The number of civil positions actually filled is 6 million employees, of those 5.5 million are permanent and 500,000 are temporary. The total labor force in Egypt is 21.1 million workers. Workers covered with insurance in the private sector in 2003 to 2004 were 5.2 million, in addition to workers in investment companies and agriculture.

References:

The Election Program of the Presidential Candidate Mohamed Housni Mubarak, September 2005.
Ilhami Al-Merghany, transformations of the Egyptian working class, Hesham Mubarak law center, PP. 67-91.

100: The government publishes such a list on a regular basis.

75:

50: The government publishes such a list but it is often delayed or incomplete. There may be multiple years in between each successive publication.

25:

0: The government rarely or never publishes such a list, or when it does it is wholly incomplete.

45g. In practice, the independent redress mechanism for the civil service is effective.

100 | 75 | 50 | 25 | **0**

Comments:

Although the government always announces and complements the private sector in providing jobs, millions of youth are still jobless.

Every day, the false announcement numbers of available job opportunities are made to ordinary people. Due to the government backing away from offering jobs, the private sector has been where job seekers look. While the government claim that the unemployment rate is 3.7 percent (2 million people), other independent estimates found this rate to be 25 percent (7 million people). Lack of the redress mechanism caused hundreds of thousands of youth to leave the country.

References:

Abo-Baker Al-Gendy, Head of the central apparatus for general mobilization and statistics, a press release, April 3, 2007, cited in the website of Al-Wafd newspaper.

100: The independent redress mechanism for the civil service can control the timing and pace of its investigations without any input from the bodies that manage civil servants on a day-to-day basis.

75:

50: The independent civil service redress mechanism can generally decide what to investigate and when but is sometimes subject to pressure from the executive or the bodies that manage civil servants on a day-to-day basis on politically sensitive issues.

25:

0: The civil service redress mechanism must rely on approval from the executive or the bodies that manage civil servants on a day-to-day basis before initiating investigations. Politically sensitive investigations are almost impossible to move forward on.

45h. In practice, in the past year, the government has paid civil servants on time.

100 | 75 | 50 | 25 | 0

Comments:

In practice, the government paid civil servants on time during 2007. Salary and wage allocations from 2006 to 2007 rose to 51.4 billion from 30.5 billion Egyptian pounds in 2001 to 2002.

References:

The National Planning Institute, The Annual Report The Egyptian economy between development opportunities and reality challenges”.

100: In the past year, no civil servants have been paid late.

75:

50: In the past year, some civil servants have been paid late.

25:

0: In the past year, civil servants have frequently been denied due pay.

45i. In practice, civil servants convicted of corruption are prohibited from future government employment.

100 | 75 | 50 | 25 | 0

Comments:

In practice, civil servants convicted of corruption are either left in government employment or dismissed from it.

Those fired from government employment become businesspeople in the private sector making use of the illegal relationship networks they formed while working in the civil service. Civil servants convicted of corruption and dismissed from government employment are prohibited from government employment in the future. In fact those people are often in no need of government employment any longer. But if those people appeal the conviction and the court accepts their appeal, they can restore their positions by the power of law and judiciary.

References:

Ahmed Al-Sayid Al-Najar, Corruption and confronting it in Arab countries, The report of the strategic economic directions, Cairo, 2001, pp. 165-196.

100: A system of formal blacklists and cooling off periods is in place for civil servants convicted of corruption. All civil servants are subject to this system.

75:

50: A system of formal blacklists and cooling off periods is in place, but the system has flaws. Some civil servants may not be affected by the system, or the prohibitions are sometimes not effective. Some bans are only temporary.

25:

0: There is no such system, or the system is consistently ineffective in prohibiting future employment of convicted civil servants.

46. Are there regulations addressing conflicts of interest for civil servants?

36

46a. In law, senior members of the civil service are required to file an asset disclosure form.

YES | NO

Comments:

The law requires all public servants, whether of low or high level, to submit asset disclosure forms. The president, the head of the ministers' council, ministers and members of parliamentary councils are required to submit their asset disclosure forms in the beginning of their service and update it annually. A specialized agency (the illegal profiting apparatus) examines these forms.

References:

Law No. 62 issued in 1975 regarding the illegal profiting apparatus.

YES: A YES score is earned if senior members of the civil service are required by law to file an asset disclosure form while in office, illustrating sources of income, stock holdings, and other assets. This form does not need to be publicly available to score a YES.

NO: A NO score is earned if any senior member of the civil service is not required to disclose assets.

46b. In law, there are requirements for civil servants to recuse themselves from policy decisions where their personal interests may be affected.

YES | NO

Comments:

Article 77 (clauses 11 and 12) of Law No. 47 issued in 1978 organizing civil servants confirms the principle of interest conflict as a legal base that must be applied to different government jobs. This same principle is established in the laws of the judiciary authority, lawyers, banks, companies and the bylaw of the legislature.

References:

Article 77 (clauses 11 and 12) of Law No. 47 issued in 1978 organizing civil servants, published in the official newspaper on July 20, 1978, Issue No. 29.

YES: A YES score is earned if there are requirements for civil servants to recuse themselves from policy decisions where their personal interests, including personal financial interests as well as those of their family and friends, are affected.

NO: A NO score exists if no such requirements exist in regulation or law.

46c. In law, there are restrictions for civil servants entering the private sector after leaving the government.

YES | NO

Comments:

In law, there are no restrictions for civil servants entering the private sector after leaving the government. Clause 8 of article 77 of the civil servant's law prevents ex-civil servants from disclosing any of the secrets of their past government jobs, especially those that are secret by nature. Clause 9 of the same article criminalizes keeping official documents for oneself.

References:

Article 77 (clauses 8 and 9) of Law No. 47 issued in 1978 organizing civil servants, published in the official newspaper on July 20, 1978, Issue No. 29.

YES: A YES score is earned if there are regulations restricting civil servants' ability to take positions in the private sector after leaving government that would present a conflict of interest, including positions that directly seek to influence their former government colleagues.

NO: A NO score is earned if no such restrictions exist.

46d. In law, there are regulations governing gifts and hospitality offered to civil servants.

YES | NO

Comments:

Article 77 (clause 14) of Law No. 47 issued in 1978 organizing civil servants prevents civil servants from accepting gifts, hospitality, rewards, commissions, or loans in return for undertaking the duties and tasks of their jobs.

References:

Article 77 (clauses 8 and 9) of Law No. 47 issued in 1978 organizing civil servants, published in the official newspaper on July 20, 1978, Issue No. 29.

YES: A YES score is earned if there are formal guidelines regarding gifts and hospitality given to civil servants.

NO: A NO score is earned if there are no such guidelines or regulations.

46e. In law, there are requirements for the independent auditing of the asset disclosure forms of senior members of the civil service.

YES | NO

Comments:

The law does not require independent financial examinations of the asset disclosure forms of high-level public servants. Only if those servants leave their positions due to corruption crimes, the illegal profiting apparatus examines their asset disclosure forms and submits them to the court.

References:

Law No. 62 issued in 1975 regarding the illegal profiting apparatus.

YES: A YES score is earned if there is a legal or regulatory requirement for independent auditing of civil service asset disclosures. The auditing is performed by an impartial third-party.

NO: A NO score is earned if there are no legal or regulatory requirements for the independent auditing of civil service asset disclosures or if such requirements exist but allow for self-auditing.

46f. In practice, the regulations restricting post-government private sector employment for civil servants are effective.

100 | 75 | 50 | 25 | 0

Comments:

In practice, there are no regulations restricting post-government private sector employment for civil servants.

References:

Jihan Mawhoub, Feudal lords, Al-Wafd newspaper, April 8, 2004, p. 9.

100: The regulations restricting post-government private sector employment for civil servants are uniformly enforced. There are no cases or few cases of civil servants taking jobs in the private sector after leaving government where they directly lobby or seek to influence their former government colleagues without an adequate cooling off" period.

75:

50: The regulations are generally enforced though some exceptions exist. In certain sectors, civil servants are known to regularly take jobs in the private sector that entail directly lobbying or seeking to influence their former government colleagues. Cooling off periods are short and sometimes ignored.

25:

0: The regulations are rarely or never enforced. Civil servants routinely take jobs in the private sector following government employment that involve direct lobbying or influencing of former government colleagues. Cooling off periods are non-existent or never enforced.

46g. In practice, the regulations governing gifts and hospitality offered to civil servants are effective.

100 | 75 | 50 | 25 | 0

Comments:

Although there are legal regulations governing gifts and hospitality offered to civil servants that impose penalties on persons breaching them, they are ineffective in practice.

Traditions and conventions developed over the past three decades established such illegal acts by civil servants as accepting gifts, hospitality and bribes in return to facilitating people's interests. These conventions became stronger than the laws criminalizing such corrupt acts since they promote the interests of both responsible civil servants and people willing to pay for getting illegal benefits. The only loser is national public integrity. Doing business with the civil service has deprived it of its exaltedness as services offered by the state to its citizens.

References:

Samir Abd-Al-Sameei Zaki, Corruption and the mechanisms for confronting it in Egypt, The administrative censorship authority, Cairo, p. 64.

100: The regulations governing gifts and hospitality to civil servants are regularly enforced. Civil servants never or rarely accept gifts or hospitality above what is allowed.

75:

50: The regulations governing gifts and hospitality to civil servants are generally applied though exceptions exist. Some civil servants in certain sectors are known to accept greater amounts of gifts and hospitality from outside interest groups or private sector actors than is allowed.

25:

0: The regulations governing gifts and hospitality to the civil service are routinely ignored and unenforced. Civil servants routinely accept significant amounts of gifts and hospitality from outside interest groups and actors seeking to influence their decisions.

46h. In practice, the requirements for civil service recusal from policy decisions affecting personal interests are effective.

100 | 75 | 50 | 25 | 0

Comments:

In practice, the requirements for civil service recusal from policy decisions affecting personal interests are not effective.

Although laws of the judiciary authority, lawyers, banks, companies and the bylaw of the legislature and the conflict of interest base in general remove any kind of pressure on civil servants and rescue them from political decisions that may affect their personal interests, these rules and regulations are ineffective in many cases because of lack of accountability. The present government, for example, is really a government of businessmen as some of its ministers are businessmen (such as ministers of transportation, tourism and health) which brought out conflict of interests.

References:

Manal Lasheen, The curse of interest conflict chases Nazeef government, Al-Fagr newspaper, Jan 22, 2006, Issue 24, p. 6.

100: The requirements that civil servants recuse themselves from policy decisions where their personal interests are affected are routinely followed by most or all civil servants.

75:

50: The requirements that civil servants recuse themselves from policy decisions where their personal interests are affected are followed by most civil servants though exceptions exist. In certain sectors, civil servants are known to routinely participate in policy decisions where their personal interests are affected.

25:

0: Most civil servants routinely ignore recusal requirements and continue to participate in policy decisions where their personal interests are affected.

46i. In practice, civil service asset disclosures are audited.

100 | 75 | 50 | 25 | 0

Comments:

Law No. 62 issued in 1975 regarding the illegal profiting apparatus requires examining the asset disclosure forms of all public servants every five years and recording any changes in property. But in practice the apparatus does not perform this work because of the very big number of asset disclosure forms (8 million ones).

References:

Law No. 62 issued in 1975 regarding the illegal profiting apparatus.

100: Civil service asset disclosures are regularly audited using generally accepted auditing practices.

75:

50: Civil service asset disclosures are audited, but audits are limited in some way, such as using inadequate auditing standards, or the presence of exceptions to disclosed assets.

25:

0: Civil service asset disclosures are not audited, or the audits performed have no value. Audits may be performed by entities known to be partisan or biased in their practices.

47. Can citizens access the asset disclosure records of senior civil servants?

0

47a. In law, citizens can access the asset disclosure records of senior civil servants.

YES | **NO**

Comments:

In law, citizens can not access the asset disclosure records of civil servants whether senior or junior ones. All mentioned laws ban making asset disclosure records of civil servants accessible to citizens.

References:

Law No. 356 issued in 1954 concerning the regulations of government archives.

Law No. 35 issued in 1960 concerning statistics and consensus.

Law No. 47 issued in 1978 organizing civil servants, published in the official newspaper on July 20, 1978, Issue No. 29.

YES: A YES score is earned if laws or regulations guarantee that citizens can access the asset records of senior civil servants.

NO: A NO score is earned if senior civil servants do not file an asset disclosure. A NO score is earned if senior civil servants file an asset disclosure, but it is not available to the public.

47b. In practice, citizens can access the asset disclosure records of senior civil servants within a reasonable time period.

100 | 75 | 50 | 25 | **0**

Comments:

In practice, citizens can not access the asset disclosure records of senior or junior civil servants in reasonable or unreasonable time period. Government agencies responsible for collecting and monitoring do not make asset disclosure records of civil servants available or accessible to citizens.

References:

Law No. 356 issued in 1954 concerning the regulations of government archives.

Law No. 35 issued in 1960 concerning statistics and consensus.

Law No. 47 issued in 1978 organizing civil servants, published in the official newspaper on July 20, 1978, Issue No. 29.

100: Records are available on-line, or records can be obtained within two days. Records are uniformly available; there are no delays for politically sensitive information.

75:

50: Records take around two weeks to obtain. Some delays may be experienced.

25:

0: Records take more than a month to acquire. In some cases, most records may be available sooner, but there may be persistent delays in obtaining politically sensitive records.

47c. In practice, citizens can access the asset disclosure records of senior civil servants at a reasonable cost.

100 | 75 | 50 | 25 | 0

Comments:

In practice, citizens can not access the asset disclosure records of senior or junior civil servants at reasonable or unreasonable cost. Government agencies responsible for collecting and monitoring such data prohibit making asset disclosure records of civil servants available or accessible to citizens.

References:

Law No. 356 issued in 1954 concerning the regulations of government archives.

Law No. 35 issued in 1960 concerning statistics and consensus.

Law No. 47 issued in 1978 organizing civil servants, published in the official newspaper on July 20, 1978, Issue No. 29.

100: Records are free to all citizens, or available for the cost of photocopying. Records can be obtained at little cost, such as by mail, or on-line.

75:

50: Records impose a financial burden on citizens, journalists or CSOs. Retrieving records may require a visit to a specific office, such as a regional or national capital.

25:

0: Retrieving records imposes a major financial burden on citizens. Records costs are prohibitive to most citizens, journalists, or CSOs trying to access this information.

IV-2. Whistle-blowing Measures

48. Are employees protected from recrimination or other negative consequences when reporting corruption (i.e. whistle-blowing)?

0

48a. In law, civil servants who report cases of corruption, graft, abuse of power, or abuse of resources are protected from recrimination or other negative consequences.

YES | **NO**

Comments:

In law, civil servants who report cases of corruption, graft, abuse of power, or abuse of resources are not protected from recrimination or other negative consequences. Law No. 2 issued in 1977 for establishing the illegal profiting apparatus, on which the illegal profiting law is based, does not provide protection against recrimination or other negative consequences if a civil servant informs authorities of corruption crimes.

References:

Law No. 2 issued in 1977 for establishing the illegal profiting apparatus.

YES: A YES score is earned if there are specific laws against recrimination against public sector whistleblowers. This may include prohibitions on termination, transfer, harassment or other consequences.

NO: A NO score is earned if there are no legal protections for public-sector whistleblowers.

48b. In practice, civil servants who report cases of corruption, graft, abuse of power, or abuse of resources are protected from recrimination or other negative consequences.

100 | 75 | 50 | 25 | **0**

Comments:

Law No. 2 issued in 1977 for establishing the illegal profiting apparatus imposes penalties for people who report corruption, whether they are civil servants or not. It also imposes penalties for lying, or what it calls bad intentions, whether the information resulted in legal proceedings or not.

If their claims were not verified by investigators, the penalty for informants of corruption crimes, is no less than six month in prison and a fine of 100 Egyptian pounds (US\$17) to 500 Egyptian pounds (US\$89). This prevents citizens from informing the illegal profiting apparatus of corruption cases for fear of being imprisoned.

Civil servants write their asset disclosure records, and they are used to selling their properties on paper to their relatives as a means for escaping investigation. In addition, ownership of real estate in Egypt is often not registered in the proclamation apparatus. This makes it easy for corrupt civil servants to escape interrogations.

References:

Law No. 2 issued in 1977 for establishing the illegal profiting apparatus.

100: Public sector whistleblowers can report abuses of power without fear of negative consequences. This may be due to robust mechanisms to protect the identity of whistleblowers or may be due to a culture that encourages disclosure and accountability.

75:

50: Public sector whistleblowers are sometimes able to come forward without negative consequences, but in other cases, whistleblowers are punished for disclosing, either through official or unofficial means.

25:

0: Public sector whistleblowers often face substantial negative consequences, such as losing a job, relocating to a less prominent position, or some form of harassment.

48c. In law, private sector employees who report cases of corruption, graft, abuse of power, or abuse of resources are protected from recrimination or other negative consequences.

YES | **NO**

Comments:

In practice, private sector employees who report cases of corruption, graft, abuse of power, or abuse of resources are not protected from recrimination or other negative consequences.

Law No. 2 issued in 1977 for establishing the illegal profiting apparatus imposes penalties for people who report corruption, whether they are civil servants or not. It also imposes penalties for lying, or what it calls bad intentions, whether the information resulted in legal proceedings or not.

If their claims were not verified by investigators, the penalty for informants of corruption crimes, is no less than six month in prison and a fine of 100 Egyptian pounds (US\$17) to 500 Egyptian pounds (US\$89). This prevents citizens from informing the illegal profiting apparatus of corruption cases for fear of being imprisoned.

References:

Law No. 2 issued in 1977 for establishing the illegal profiting apparatus.

YES: A YES score is earned if there are specific laws against recrimination against private sector whistleblowers. This may include prohibitions on termination, transfer, harassment or other consequences.

NO: A NO score is earned if there are no legal protections for private-sector whistleblowers.

48d. In practice, private sector employees who report cases of corruption, graft, abuse of power, or abuse of resources are protected from recrimination or other negative consequences.

100 | 75 | 50 | 25 | **0**

Comments:

In practice, private sector employees who report cases of corruption, graft, abuse of power, or abuse of resources are not protected from recrimination or other negative consequences.

Law No. 2 issued in 1977 for establishing the illegal profiting apparatus imposes penalties for people who report corruption, whether they are civil servants or not. It also imposes penalties for lying, or what it calls bad intentions, whether the information resulted in legal proceedings or not.

If their claims were not verified by investigators, the penalty for informants of corruption crimes, is no less than six month in prison and a fine of 100 Egyptian pounds (US\$17) to 500 Egyptian pounds (US\$89). This prevents citizens from informing the illegal profiting apparatus of corruption cases for fear of being imprisoned.

Due to the manipulation of asset disclosure records by civil servants, the informer can easily be proven as lying and can be put in prison.

References:

Law No. 2 issued in 1977 for establishing the illegal profiting apparatus.

100: Private sector whistleblowers can report abuses of power without fear of negative consequences. This may be due to robust mechanisms to protect the identity of whistleblowers or may be due to a culture that encourages disclosure and accountability.

75:

50: Private sector whistleblowers are sometimes able to come forward without negative consequences, but in other cases, whistleblowers are punished for disclosing, either through official or unofficial means.

25:

0: Private sector whistleblowers often face substantial negative consequences, such as losing a job, relocating to a less prominent position, or some form of harassment.

50. In practice, is the internal mechanism (i.e. phone hotline, e-mail address, local office) through which civil servants can report corruption effective?

88

50a. In practice, the internal reporting mechanism for public sector corruption has a professional, full-time staff.

100 | 75 | 50 | 25 | 0

Comments:

In practice, the internal reporting mechanism for public sector corruption has a professional, full-time staff.

The 2002 annual report on administrative and financial corruption presented to the president of the administrative prosecution authority included about 73,000 cases, with 43,000 financial breach cases. These last breaches included violations for bids, auctions, storehouses and purchases. It also included wasting public money and taking state money illegally.

Administrative violations constituted about 23,000 cases ranging from ceasing work, faulty behavior, being involved in other paid employment without permission of the specialized authority.

Most importantly, it is the criminal cases that constituted more than 10,000 cases. These included embezzling public money, facilitating stealing public money, bribery, forgery or using forged documents. The law gives the administrative prosecution authority the ability monitor and investigate all civil servants in all ministries and agencies and at all levels. It, therefore, has a massive professional, full-time staff.

References:

Saber Nail, Corruption and Marriage Between Politics and Wealth, Al-Khamaseen publishing house, Cairo, pp. 37 to 38.

100: The agency/entity has staff sufficient to fulfill its basic mandate.

75:

50: The agency/entity has limited staff, a fact that hinders its ability to fulfill its basic mandate.

25:

0: The agency/entity has no staff, or a limited staff that is clearly unqualified to fulfill its mandate.

50b. In practice, the internal reporting mechanism for public sector corruption receives regular funding.

100 | 75 | 50 | 25 | 0

Comments:

In practice, the internal reporting mechanism for public sector corruption, the administrative prosecution authority, receives regular funding like all other government agencies.

References:

Saber Nail, Corruption and Marriage Between Politics and Wealth, Al-Khamaseen publishing house, Cairo, pp. 37 to 38.

100: The agency/entity has a predictable source of funding that is fairly consistent from year to year. Political considerations are not a major factor in determining agency funding.

75:

50: The agency/entity has a regular source of funding but may be pressured by cuts, or threats of cuts to the agency budget. Political considerations have an effect on agency funding.

25:

0: Funding source is unreliable. Funding may be removed arbitrarily or as retaliation for agency actions.

50c. In practice, the internal reporting mechanism for public sector corruption acts on complaints within a reasonable time period.

100 | 75 | 50 | 25 | 0

Comments:

Due to the very big number of investigations, which rose to about 75,000 cases annually from 2002 to 2007, the internal reporting mechanism for public sector corruption acts in a very slow timeframe. The number of cases exceeds the ability of administrative prosecution authority.

References:

The report of the president of the Administrative Prosecution Authority, 2002.

100: The agency/entity acts on complaints quickly. While some backlog is expected and inevitable, complaints are acknowledged promptly and investigations into serious abuses move steadily towards resolution. Citizens with simple issues can expect a resolution within a month.

75:

50: The agency/entity acts on complaints quickly, with some exceptions. Some complaints may not be acknowledged, and simple issues may take more than two months to resolve.

25:

0: The agency/entity cannot resolve complaints quickly. Complaints may be unacknowledged for more than a month, and simple issues may take more than three months to resolve. Serious abuses are not investigated with any urgency.

50d. In practice, when necessary, the internal reporting mechanism for public sector corruption initiates investigations.

100 | 75 | 50 | 25 | 0

Comments:

In practice, when necessary, the administrative prosecution authority (the internal reporting mechanism for public sector corruption) initiates investigations in administrative and financial crimes and converts the accused persons to the criminal court.

In cases that do not deserve converting convicted civil servants to criminal court, the administrative prosecution authority gives authorized agencies in the department in which the civil servants work the authority to impose disciplinary penalties. Some governmental agencies developed special disciplinary systems so fear is reduced and performance is enhanced. But this overthrows the power of the administrative prosecution authority and provides space for corruption and misuse of civil service positions.

References:

Saber Nail, Corruption and Marriage Between Politics and Wealth, Al-Khamaseen publishing house, Cairo, pp. 37 to 38.

100: When irregularities are discovered, the agency/entity is aggressive in investigating the government or in cooperating with other agencies' investigations.

75:

50: The agency/entity starts investigations, but is limited in its effectiveness. The agency/entity may be slow to act, unwilling to take on politically powerful offenders, reluctant to cooperate with other investigative agencies, or occasionally unable to enforce its judgments.

25:

0: The agency/entity does not effectively investigate. The agency/entity may start investigations but not complete them, may refuse to cooperate with other investigative agencies, or may fail to detect offenders. The agency/entity may be partisan in its application of power.

49. Is there an internal mechanism (i.e. phone hotline, e-mail address, local office) through which civil servants can report corruption?

49. In law, is there an internal mechanism (i.e. phone hotline, e-mail address, local office) through which civil servants can report corruption?

YES | NO

Comments:

In law, there is an internal mechanism through which civil servants can report corruption.

Law No. 117 issued in 1958 establishes the administrative prosecution as a monitoring and investigating authority that is responsible for investigating administrative and financial crimes. It is authorized to send suspected civil servants to the criminal court. In addition, this authority has a professional, full time staff.

References:

Law No. 117 issued in 1958 concerning establishing the administrative prosecution.

YES: A YES score is earned if there is a mechanism, or multiple mechanisms for multiple national government agencies, through which civil servants can report cases of graft, misuse of public funds, or corruption.

NO: A NO score is earned if no such mechanism (or equivalent series of mechanisms) exists.

63
IV-3. Procurement

51. Is the public procurement process effective?

88

51a. In law, there are regulations addressing conflicts of interest for public procurement officials.

YES | NO

References:

Article 39 of Law No. 89 issued in 1998 organizing bids and auctions.

YES: A YES score is earned if there are specific formal regulations defining and regulating conflicts of interest between official public duty and private interests for public procurement officials. A YES score is earned if such regulations cover all civil servants, including procurement officials.

NO: A NO score is earned if no such rules exist.

51b. In law, there is mandatory professional training for public procurement officials.

YES | **NO**

Comments:

In law, there is no mandatory professional training for public procurement officials.

References:

Law No. 89 issued in 1998 organizing bids and auctions.

YES: A YES score is earned if public procurement officials receive regular mandatory training to ensure professional standards in supervising the tendering process. A YES score is earned if such training is mandated for portions of the broader civil service, to include procurement officials.

NO: A NO score is earned if there is no regular required training of public procurement officials or if training is sporadic, inconsistent, unrelated to procurement processes, or voluntary.

51c. In practice, the conflicts of interest regulations for public procurement officials are enforced.

100 | **75** | 50 | 25 | 0

Comments:

In practice, and in accordance with law, the conflicts of interest regulations for public procurement officials are always enforced. But these regulations are suspended for several reasons. Among these reasons are the fact that there are limited bids in which certain or nominated suppliers are allowed, only local suppliers are eligible for local bids (articles 3 to 5 of Law No. 89 issued in 1998).

Article 7 of the law permits direct contract from the head of the agency, the governor or the concerned minister. It also allows the head of the council of ministers, if necessary, to develop rules and conditions for all kinds of contracts.

References:

Articles 3, 4, 5, 7 of Law No. 89 issued in 1998 organizing bids and auctions.

100: Regulations regarding conflicts of interest for procurement officials are aggressively enforced.

75:

50: Conflict-of-interest regulations exist, but are flawed. Some violations may not be enforced, or some officials may be exempt from regulations.

25:

0: Conflict-of-interest regulations do not exist, or are consistently ineffective.

51d. In law, there is a mechanism that monitors the assets, incomes and spending habits of public procurement officials.

YES | NO

Comments:

In law, there is a mechanism that monitors the assets, incomes and spending habits of public procurement officials. The mechanism is called the administrative prosecution and illegal profeting apparatus.

References:

Article 28 of Law No. 89 issued in 1998 organizing bids and auctions.

YES: A YES score is earned if there is a formal mandate to some agency to monitor the assets, incomes and spending habits of public procurement officials, such as an inspector general, or ombudsman.

NO: A NO score is earned if no such mandate exists.

51e. In law, major procurements require competitive bidding.

YES | NO

References:

Article 28 (clause a) of Law No. 89 issued in 1998 organizing bids and auctions.

YES: A YES score is earned if all major procurements (defined as those greater than 0.5% of GDP) require competitive bidding.

NO: A NO score is earned if competitive bidding is not required by law or regulation for major procurement (greater than 0.5% OF GDP).

51f. In law, strict formal requirements limit the extent of sole sourcing.

YES | NO

Comments:

In law, strict formal requirements limit the extent of sole sourcing with the exceptions cited in the answer to question 48c.

References:

Articles 9, 10, 11, 12, 13 and 15 of Law No. 89 issued in 1998 organizing bids and auctions.

YES: A YES score is earned if sole sourcing is limited to specific, tightly defined conditions, such as when a supplier is the only source of a skill or technology.

NO: A NO score is earned if there are no prohibitions on sole sourcing. A NO score is earned if the prohibitions on sole sourcing are general and unspecific.

51g. In law, unsuccessful bidders can instigate an official review of procurement decisions.

YES | NO

Comments:

According to articles 40 of Law No. 89 issued in 1998 organizing bids and auctions, unsuccessful bidders can start an official review of procurement decisions.

References:

Article 40 of Law No. 89 issued in 1998 organizing bids and auctions.

YES: A YES score is earned if there is a formal appeal process for unsuccessful bidders.

NO: A NO score is earned if no such process exists.

51h. In law, unsuccessful bidders can challenge procurement decisions in a court of law.

YES | NO

Comments:

According to articles 40 of Law No. 89 issued in 1998 organizing bids and auctions, unsuccessful bidders can challenge procurement decisions in a court of law. There is also an office in the ministry of finance dedicated to investigating challenges raised by unsuccessful bidders against procurement decisions.

References:

Articles 41 of Law No. 89 issued in 1998 organizing bids and auctions.

YES: A YES score is earned if unsuccessful bidders can use the courts to appeal a procurement decision.

NO: A NO score is earned if no such process exists.

51i. In law, companies guilty of major violations of procurement regulations (i.e. bribery) are prohibited from participating in future procurement bids.

YES | NO

Comments:

According to articles 40 of Law No. 89 issued in 1998 organizing bids and auctions, companies guilty of major violations of procurement regulations (i.e. bribery) are prohibited from participating in future procurement bids.

References:

Article 40 of Law No. 89 issued in 1998 organizing bids and auctions.

YES: A YES score is earned if there are formal procurement blacklists, designed to prevent convicted companies from doing business with the government.

NO: A NO score is earned if no such process exists.

51j. In practice, companies guilty of major violations of procurement regulations (i.e. bribery) are prohibited from participating in future procurement bids.

100 | 75 | 50 | 25 | 0

Comments:

In practice, companies guilty of major violations of procurement regulations (i.e. bribery) are prohibited from participating in future procurement bids. After proven to be guilty, the company is crossed off the registry of suppliers and contractors, and the general authority of governmental services is notified remove this company from its documents. If the company appeals to the courts and its appeal is accepted, the company can ask to participate again in governmental bids.

References:

Law No. 89 issued in 1998 organizing bids and auctions.

100: A system of formal blacklists and cooling off periods is in place for companies convicted of corruption. All companies are subject to this system.

75:

50: A system of formal blacklists and cooling off periods is in place, but the system has flaws. Some procurements or companies may not be affected by the system, or the prohibitions are sometimes not effective.

25:

0: There is no such system, or the system is consistently ineffective in prohibiting future hiring of blacklisted companies.

52. Can citizens access the public procurement process?

100

52a. In law, citizens can access public procurement regulations.

YES | NO

Comments:

In law, citizens can access public procurement regulations. Article 2 of Law No. 89 issued in 1998 organizing bids and auctions states, "Since all public bids and auctions follow the principles of rationality, equal opportunity, and free competition, they must be declared in daily papers and other widespread information media."

References:

Article 2 of Law No. 89 issued in 1998 organizing bids and auctions.

YES: A YES score is earned if procurement rules are, by law, open to the public. These regulations are defined here as the rules governing the competitive procurement process.

NO: A NO score is earned if procurement rules are officially secret for any reason or if there are no procurement rules.

52b. In law, the government is required to publicly announce the results of procurement decisions.

YES | NO

Comments:

In accordance with article 40 of Law No. 89 issued in 1998 organizing bids and auctions, the government is required to publicly announce the results of procurement decisions for general or limited bids or auctions or cancel the tender as a whole. As stated in the above article, the announcement is made on a specified information board within a week. Registered letters are also sent to the bidders to the addresses mentioned in the bids.

References:

Article 40 of Law No. 89 issued in 1998 organizing bids and auctions.

YES: A YES score is earned if the government is required to publicly post or announce the results of the public procurement process. This can be done through major media outlets or on a publicly-accessible government register or log.

NO: A NO score is earned if there is no requirement for the government to publicly announce the results of the public procurement process.

52c. In practice, citizens can access public procurement regulations within a reasonable time period.

100 | 75 | 50 | 25 | 0

Comments:

In practice, citizens can access public procurement regulations within a reasonable time period, a week, as stated in article 40 of

Law No. 89 issued in 1998 organizing bids and auctions.

References:

Article 40 of Law No. 89 issued in 1998 organizing bids and auctions.

100: Records are available on-line, or records can be obtained within two days. Records are uniformly available; there are no delays for politically sensitive information. These records are defined here as the rules governing the competitive procurement process.

75:

50: Records take around two weeks to obtain. Some delays may be experienced.

25:

0: Records take more than a month to acquire. In some cases, most records may be available sooner, but there may be persistent delays in obtaining politically sensitive records.

52d. In practice, citizens can access public procurement regulations at a reasonable cost.

100 | 75 | 50 | 25 | 0

Comments:

In practice, citizens can access public procurement regulations at a reasonable cost. According to article 17 of Law No. 89 issued in 1998 organizing bids and auctions, this cost is determined by the administrative agency, but can not exceed 2 percent of the estimated amount of the bid, and it is only for temporary insurance.

References:

Article 17 of Law No. 89 issued in 1998 organizing bids and auctions.

100: Records are free to all citizens, or available for the cost of photocopying. Records can be obtained at little cost, such as by mail, or on-line. These records are defined here as the rules governing the competitive procurement process.

75:

50: Records impose a financial burden on citizens, journalists or CSOs. Retrieving records may require a visit to a specific office, such as a regional or national capital.

25:

0: Retrieving records imposes a major financial burden on citizens. Records costs are prohibitive to most citizens, journalists, or CSOs trying to access this information.

52e. In practice, major public procurements are effectively advertised.

100 | 75 | 50 | 25 | 0

Comments:

In accordance with article 2 of Law No. 89 issued in 1998 organizing bids and auctions, major public procurements are effectively advertised in daily papers and other widespread information media.

References:

Article 2 of Law No. 89 issued in 1998 organizing bids and auctions.

100: There is a formal process of advertising public procurements. This may include a government website, newspaper advertising, or other official announcements. All major procurements are advertised in this way. Sufficient time is allowed for bidders to respond to advertisements.

75:

50: There is a formal process of advertisement but it is flawed. Some major procurements may not be advertised, or the advertising process may not be effective. The time between advertisements and bidding may be too short to allow full participation.

25:

0: There is no formal process of advertising major public procurements or the process is superficial and ineffective.

52f. In practice, citizens can access the results of major public procurement bids.

100 | 75 | 50 | 25 | 0

Comments:

In practice, citizens can access the results of major public procurement bids at the sites of the bids themselves or in the companies taking part in them. The agency overseeing this is required to announce the reasons for bids procurement, omitting certain bids or canceling the bid as a whole on a specified information board within a week. Registered letters are also sent to the bidders at the addresses listed in the bids.

References:

Article 40 of Law No. 89 issued in 1998 organizing bids and auctions.

100: Records of public procurement results are publicly available through a formal process.

75:

50: Records of public procurements are available, but there are exceptions to this practice. Some information may not be available, or some citizens may not be able to access information.

25:

0: This information is not available to the public through an official process.

IV-4. Privatization

53. Is the privatization process effective?

83

53a. In law, all businesses are eligible to compete for privatized state assets.

YES | NO

Comments:

In accordance with Law No. 43 issued in 1974 organizing investment, all businesses are eligible to compete for privatized state assets.

References:

Law No. 43 issued in 1974 organizing investment.

YES: A YES score is earned if all businesses are equally eligible to compete for privatized assets. A YES score is still earned if the government did not privatize any state-owned assets during the study period.

NO: A NO score is earned if any group of businesses (other than those blacklisted due to corruption charges) is excluded by law.

53b. In law, there are regulations addressing conflicts of interest for government officials involved in privatization.

YES | NO

Comments:

Article 81 of the Egyptian constitution states that the president is prevented from doing any form of business or contracting with the state as supplier or contractor.

Article 158 also bans these activities for ministers and deputies. Legislators are also prohibited from doing these activities by article 95 of the Egyptian constitution. The Companies Law No. 203 issued 1991 forbids members of the governing board of any company from selling or buying anything from their same company unless they obtain the consent of the general assembly of the company.

References:

The Egyptian constitution, articles 81, 95 and 158.
Companies Law No. 203 issued 1991.

YES: A YES score is earned if there are specific formal regulations defining and regulating conflicts of interest between official public duty and private interests for privatization officials. A YES score is earned if such regulations cover all civil servants, including privatization officials.

NO: A NO score is earned if there are no such formal regulations.

53c. In practice, conflicts of interest regulations for government officials involved in privatization are enforced.

100 | 75 | **50** | 25 | 0

Comments:

Conflicts of interest regulations for government officials involved in privatization are enforced.

By Law No. 2 concerning illegal profiting, all civil servants at all levels are required to present asset disclosure records showing their proprieties and those of their spouse and children.

Legislators, all leaders in general companies in which public money has a share, heads of professional syndicates and labor unions, members of the governmental bureaucratic apparatus — including village mayors and chiefs and neighborhood chiefs — are particularly required by law to offer asset disclosure records that are monitored and checked by the illegal profiting apparatus.

This same apparatus is authorized to investigate complaints and reporting presented to it. It is also permitted to convert cases to the administrative monitoring authority. In times moving to privatize state-owned companies, the possibility of buying off government officials is intensified.

References:

Law No. 2 concerning illegal profiting

Law No. 89 issued in 1998 organizing bids and auctions.

100: Regulations regarding conflicts of interest for privatization officials are aggressively enforced.

75:

50: Conflict-of-interest regulations exist, but are flawed. Some violations may not be enforced, or some officials may be exempt from the regulations.

25:

0: Conflict of interest regulations do not exist, or are consistently ineffective.

54. Can citizens access the terms and conditions of privatization bids?

80

54a. In law, citizens can access privatization regulations.

YES | NO

Comments:

In accordance with article 40 of Law No. 89 issued in 1998 organizing bids and auctions, citizens can access the terms and conditions of privatization bids.

References:

Article 40 of Law No. 89 issued in 1998 organizing bids and auctions.

YES: A YES score is earned if privatization rules (defined here as the rules governing the competitive privatization process) are, by law, open to the public. Even if privatization is infrequent or rare, the most recent privatization should be used as the basis for scoring this indicator.

NO: A NO score is earned if privatization rules are officially secret for any reason or if there are no privatization rules.

54b. In practice, privatizations are effectively advertised.

100 | 75 | 50 | 25 | 0

Comments:

According to article 2 of Law No. 89 issued in 1998 concerning announcing bids and auctions, privatizations are effectively advertised. But the statements of the senior officials after privatization always raise many problems.

References:

Law No. 89 issued in 1998 organizing bids and auctions.

100: There is a formal process of advertising privatizations. This may include a government website, newspaper advertising, or other official announcements. All major procurements are advertised in this way. Sufficient time is allowed for bidders to respond to advertisements.

75:

50: There is a formal process of advertisement but it is flawed. Some privatizations may not be advertised, or the advertising process may not be effective. The time between advertisements and bidding may be too short to allow full participation.

25:

0: There is no formal process of advertising privatizations or the process is superficial and ineffective.

54c. In law, the government is required to publicly announce the results of privatization decisions.

YES | NO

Comments:

The government is required to publicly announce the results of privatization decisions. According to article 40 of Law No. 89 issued in 1998 organizing bids and auctions, the agency with authority is required to announce the reasons for all decisions pertaining to bids and auctions.

References:

article 40 of Law No. 89 issued in 1998 organizing bids and auctions.

YES: A YES score is earned if the government is required to publicly post or announce the results of the privatization process. This can be done through major media outlets or on a publicly-accessible government register or log.

NO: A NO score is earned if there is no requirement for the government to publicly announce the results of the privatization process.

54d. In practice, citizens can access privatization regulations within a reasonable time period.

100 | 75 | 50 | 25 | 0

Comments:

According to Law No. 89 issued in 1998 organizing bids and auctions, citizens can access privatization regulations for 60 days. The announcement is made at the site of the company and in three widespread papers. Sixty days is a reasonable time period.

But, in the selling of several state-owned projects, such as the Cairo bank, information was to some extent unavailable to citizens.

References:

Law No. 89 issued in 1998 organizing bids and auctions.

100: Records (defined here as the rules governing the competitive privatization process) are available on-line, or records can be obtained within two days. Records are uniformly available; there are no delays for politically sensitive information.

75:

50: Records take around two weeks to obtain. Some delays may be experienced.

25:

0: Records take more than a month to acquire. In some cases, most records may be available sooner, but there may be persistent delays in obtaining politically sensitive records.

54e. In practice, citizens can access privatization regulations at a reasonable cost.

Comments:

These regulations are hotly advertised through television channels and newspapers.

Several privatization processes were a matter of feverish public debate. For example, in privatizing Cairo Bank, all opposition and independent television channels and newspapers charged the government with being corrupt for understating the price of the bank, or by making the bank appear as though it was failing to justify the government's selling of it.

References:

Law No. 89 issued in 1998 organizing bids and auctions.

100: Records (defined here as the rules governing the competitive privatization process) are free to all citizens, or available for the cost of photocopying. Records can be obtained at little cost, such as by mail, or on-line.

75:

50: Records impose a financial burden on citizens, journalists or CSOs. Retrieving records may require a visit to a specific office, such as a regional or national capital.

25:

0: Retrieving records imposes a major financial burden on citizens. Records costs are prohibitive to most citizens, journalists, or CSOs trying to access this information.

Category V. Oversight and Regulation

V-1. ⁶⁷National Ombudsman

56. Is the national ombudsman effective?

48

56a. In law, the ombudsman is protected from political interference.

YES | NO

Comments:

In spite of his/her judiciary status, the general attorney (ombudsman) is not protected from political interference. He or she is appointed by the president with no participation of the judiciary authority. All members of the general prosecution also report to the minister of justice (a part of the executive branch) who has the authority to monitor and supervise them.

References:

Article 119 of Law No. 46 issued in 1972 and article 125 of the amended law of the judiciary authority No. 35 issued in 1984.

YES: A YES score is earned only if the agency (or set of agencies) has some formal organizational independence from the government. A YES score is earned even if the entity is legally separate but in practice staffed by partisans.

NO: A NO score is earned if the agency is a subordinate part of any government ministry or agency, such as the Department of Interior or the Justice Department.

56b. In practice, the ombudsman is protected from political interference.

100 | 75 | 50 | 25 | 0

Comments:

Violating of the principle of the independence of the judiciary in both law and practice is dominant in Egypt.

The minister of justice who is part of the executive branch is authorized to monitor and supervise the general prosecution apparatus including the general attorney and his or her assistant, the general lawyer and all members of general prosecution. The minister also regulates the prosecution office's inspection. Although article 67 of law 35 issued in 1984 gives members of the general prosecution judiciary immunity, they still follow the minister of justice.

References:

Law No. 46 issued in 1972 of the judiciary authority.

Law of the judiciary authority No. 35 issued in 1984 amending Law No. 46 issued in 1972.

100: This agency (or set of agencies) operates independently of the political process, without incentive or pressure to render favorable judgments in politically sensitive cases. Investigations can operate without hindrance from the government, including access to politically sensitive information.

75:

50: This agency (or set of agencies) is typically independent, yet is sometimes influenced in its work by negative or positive political incentives. This may include public criticism or praise by the government. The ombudsman may not be provided with some information needed to carry out its investigations.

25:

0: This agency (or set of agencies) is commonly influenced by political or personal incentives. This may include conflicting family relationships, professional partnerships, or other personal loyalties. Negative incentives may include threats, harassment or other abuses of power. The ombudsman cannot compel the government to reveal sensitive information.

56c. In practice, the head of the ombudsman agency/entity is protected from removal without relevant justification.

100 | 75 | 50 | 25 | 0

Comments:

In practice, the general attorney who is head of the ombudsman agency, is like judges protected from removal without relevant justification.

He is also appointed with a warrant of not being removed (Article 67 of Law No. 35 issued in 1984 amending Law No. 46 issued in 1972). However, the general attorney is appointed by the president and should therefore be one the individuals who is known for being loyal to the government, especially the minister of justice. For decades there have never been general attorneys who were independent from the president or the government.

References:

Naser Amin, The Egyptian judiciary system, Amin Publishing Co., Cairo, p. 18.

100: The director of the ombudsman (or directors of multiple agencies) serves a defined term and cannot be removed without a significant justification through a formal process, such as impeachment for abuse of power.

75:

50: The director of the ombudsman (or directors of multiple agencies) serves a defined term, but can in some cases be removed through a combination of official or unofficial pressure.

25:

0: The director of the ombudsman (or directors of multiple agencies) can be removed at the will of political leadership.

56d. In practice, the ombudsman agency (or agencies) has a professional, full-time staff.

100 | 75 | 50 | 25 | 0

Comments:

In practice, the general ombudsman agency has a professional, full-time staff following the executive branch and representing it in courts. Members of the general prosecution are entrusted with defending the general welfare and the public system. They have a special legal status. They are part of the judiciary, but not judges. They are part of the executive branch, but not administrative employees.

References:

Naser Amin, The Egyptian judiciary system, Amin Publishing Co., Cairo, p. 18.

100: The ombudsman agency (or agencies) has staff sufficient to fulfill its basic mandate.

75:

50: The ombudsman agency (or agencies) has limited staff that hinders its ability to fulfill its basic mandate.

25:

0: The ombudsman agency (or agencies) has no staff, or a limited staff that is clearly unqualified to fulfill its mandate.

56e. In practice, agency appointments support the independence of the ombudsman agency (or agencies).

100 | 75 | 50 | 25 | 0

Comments:

In practice, appointments of the general prosecution do not support the independence of the agency. The general attorney and the general lawyer are appointed by the president, and members of the general prosecution are appointed by the minister of justice. The general prosecution with all its members follows the minister of justice, who has the authority to monitor and supervise the general prosecution according to article 125 of Law No. 46 issued in 1972. This means that the appointments of the general prosecution does not support its independence.

References:

Naser Amin, The Egyptian judiciary system, Amin Publishing Co., Cairo, p. 18.

100: Appointments to the agency (or agencies) are made based on professional qualifications. Individuals appointed are free of conflicts of interest due to personal loyalties, family connections or other biases. Individuals appointed usually do not have clear political party affiliations.

75:

50: Appointments are usually based on professional qualifications. Individuals appointed may have clear party loyalties.

25:

0: Appointments are often based on political considerations. Individuals appointed often have conflicts of interest due to personal loyalties, family connections or other biases. Individuals appointed often have clear party loyalties.

56f. In practice, the ombudsman agency (or agencies) receives regular funding.

100 | 75 | 50 | 25 | 0

Comments:

In practice, like all civil servants and state employees, the general prosecution (the ombudsman agency) receives regular funding from the state.

References:

The general budget of the state 2006-2007, The Official Newspaper.

100: The agency (or agencies) has a predictable source of funding that is fairly consistent from year to year. Political considerations are not a major factor in determining agency funding.

75:

50: The agency (or agencies) has a regular source of funding, but may be pressured by cuts, or threats of cuts to the agency budget. Political considerations have an effect on agency funding.

25:

0: Funding source is unreliable. Funding may be removed arbitrarily or as retaliation for agency functions.

56g. In practice, the ombudsman agency (or agencies) makes publicly available reports.

100 | 75 | 50 | 25 | 0

Comments:

In practice, people have access to reports of the the general prosecution and the ombudsman agency, but within long time periods

References:

The Egyptian law of the criminal proceedings, articles 61 and 52.

100: The agency (or agencies) makes regular, publicly available, substantial reports either to the legislature or directly to the public outlining the full scope of its work.

75:

50: The agency (or agencies) makes publicly available reports to the legislature and/or directly to the public that are sometimes delayed or incomplete.

25:

0: The agency (or agencies) makes no reports of its activities, or makes reports that are consistently out of date, unavailable to the public, or insubstantial.

56h. In practice, when necessary, the national ombudsman (or equivalent agency or agencies) initiates investigations.

100 | 75 | 50 | 25 | 0

Comments:

In practice, when necessary, the ombudsman agency initiates investigations. Lawmakers bestowed several varied competencies to the general prosecution. It is authorized to take legal proceedings, very much like the courts. It can also demand a judge to take legal proceedings and issue decisions. It has the authority to ask for help putting the accused person in prison.

References:

Naser Amin, The Egyptian judiciary system, Amin Publishing Co., Cairo, p. 18.

Law No. 35 issued in 1984 of the judiciary authority

100: The agency aggressively starts investigations — or participates fully with cooperating agencies' investigations — into judicial misconduct. The agency is fair in its application of this power.

75:

50: The agency will start or cooperate in investigations, but often relies on external pressure to set priorities, or has limited effectiveness when investigating. The agency, though limited in effectiveness, is still fair in its application of power.

25:

0: The agency rarely investigates on its own or cooperates in other agencies' investigations, or the agency is partisan in its application of this power.

56i. In practice, when necessary, the national ombudsman (or equivalent agency or agencies) imposes penalties on offenders.

100 | 75 | 50 | **25** | 0

Comments:

The general prosecution is authorized to take legal action in crimes and offenses according to the rules governing the inquiry judge, except what is specified to the inquiry judge by article 64 of the criminal procedure law.

In case of intervening in the proceedings, the role of the general prosecution is limited to expressing opinion regarding the demands and defense of the litigants for the purpose of helping the judge better implement the law. According to protective imprisonment law, the inquiry judge (a member of the prosecution) is authorized to put people in prison for longer periods (six months), which can be considered an exceptional penalty.

References:

Naser Amin, The Egyptian judiciary system, Amin Publishing Co., Cairo, p. 18.

100: When rules violations are discovered, the agency is aggressive in penalizing offenders or in cooperating with other agencies who penalize offenders.

75:

50: The agency enforces rules, but is limited in its effectiveness. The agency may be slow to act, unwilling to take on politically powerful offenders, resistant to cooperating with other agencies, or occasionally unable to enforce its judgments.

25:

0: The agency does not effectively penalize offenders. The agency may make judgments but not enforce them, does not cooperate with other agencies in enforcing penalties, or may fail to make reasonable judgments against offenders. The agency may be partisan in its application of power.

56j. In practice, the government acts on the findings of the ombudsman agency (or agencies).

100 | 75 | **50** | 25 | 0

Comments:

In practice, the government in so many cases acts on the findings of the general prosecution, especially in administrative matters.

The general prosecution is authorized to inspect prisons and make reports on the conditions of the prisons. The ministry of interior is required to implement all observations and demands of the inspecting members of the general prosecution. It has also the right to inspect judicial arresting officials and the places in which court decisions are applied. They can require fines and all forms of fees.

References:

Naser Amin, The Egyptian judiciary system, Amin Publishing Co., Cairo, p. 18.

100: Ombudsman's reports are taken seriously, with negative findings drawing prompt corrective action.

75:

50: In most cases, ombudsman's reports are acted on, though some exceptions may occur for politically sensitive issues, or particularly resistant agencies.

25:

0: Ombudsman's reports are often ignored, or given superficial attention. Ombudsman's reports do not lead to policy changes.

56k. In practice, the ombudsman agency (or agencies) acts on citizen complaints within a reasonable time period.

100 | 75 | 50 | 25 | 0

Comments:

In practice, the general prosecution acts on citizen complaints within a reasonable time period. It the agency authorized to issue arrest, inspection and investigation orders within 24 hours, allowing the lawyers to examine the accusation papers a day before interrogation, and the deliver accusation to the court.

References:

Naser Amin, The Egyptian judiciary system, Amin Publishing Co., Cairo, p. 18.

100: The agency (or agencies) acts on complaints quickly. While some backlog is expected and inevitable, complaints are acknowledged promptly and investigations into serious abuses move steadily towards resolution. Citizens with simple issues can expect a resolution within a month.

75:

50: The agency (or agencies) acts on complaints quickly, with some exceptions. Some complaints may not be acknowledged, and simple issues may take more than two months to resolve.

25:

0: The agency (or agencies) cannot resolve complaints quickly. Complaints may be unacknowledged for more than a month, and simple issues may take more than three months to resolve. Serious abuses are not investigated with any urgency.

57. Can citizens access the reports of the ombudsman?

75

57a. In law, citizens can access reports of the ombudsman(s).

YES | NO

Comments:

According to articles 61 and 62 of the criminal procedures law, citizens can not access reports of the general prosecution. Only in cases in which the accusation is stopped because it is invalid can reports of the general prosecution be accessed.

After being handed over to courts, data pertaining to the violations of state employees can be accessed by citizens. Reports of such auditing and monitoring agencies, such as the central auditing apparatus and illegal profiting apparatus, can also be accessed by citizens.

References:

The criminal procedure law, articles 61 and 62.

YES: A YES score is earned if all ombudsman reports are publicly available.

NO: A NO score is earned if any ombudsman reports are not publicly available. This may include reports made exclusively to the legislature or the executive, which those bodies may choose not to distribute the reports.

57b. In practice, citizens can access the reports of the ombudsman(s) within a reasonable time period.

100 | 75 | 50 | 25 | 0

Comments:

In practice, when the general prosecution makes the decision to proceed with the charges to the partial court, it sends all accusation papers to the specified office in the court within two days and notifies litigants to attend in the court at the next session in the schedule.

In case law, cases are handed over to courts and reports of auditing and monitoring apparatuses are released. Citizens can access the reports of the ombudsman(s) within a reasonable time period.

References:

The criminal procedure law, article 157.

100: Reports are available on-line, or records can be obtained within two days. Records are uniformly available; there are no delays for politically sensitive information.

75:

50: Reports take around two weeks to obtain. Some delays may be experienced.

25:

0: Reports take more than a month to acquire. In some cases, most records may be available sooner, but there may be persistent delays in obtaining politically sensitive records.

57c. In practice, citizens can access the reports of the ombudsman(s) at a reasonable cost.

100 | 75 | 50 | 25 | 0

Comments:

The general prosecution is required to allow the defense lawyers to see investigation papers and decisions of the prosecution.

In case law, cases are handed over to courts and reports of auditing and monitoring apparatuses are released. Citizens can access the reports of the ombudsman(s) within a reasonable time period.

References:

The criminal procedure law, article 125.

100: Reports are free to all citizens, or available for the cost of photocopying. Reports can be obtained at little cost, such as by mail, or on-line.

75:

50: Reports impose a financial burden on citizens, journalists or CSOs. Retrieving reports may require a visit to a specific office, such as a regional or national capital.

25:

0: Retrieving reports imposes a major financial burden on citizens. Reports costs are prohibitive to most citizens, journalists, or CSOs trying to access this information.

55. Is there a national ombudsman, public protector or equivalent agency (or collection of agencies) covering the entire public sector?

100

55. In law, is there a national ombudsman, public protector or equivalent agency (or collection of agencies) covering the entire public sector?

YES | NO

Comments:

There is a national ombudsman, public protector or equivalent agency (or collection of agencies) covering the entire public sector that is called the general attorney.

Members of the general prosecution are civil servants following the executive branch and are entrusted with defending general interest and the general system. The general prosecution is the link between the judiciary and executive branches. Members of the general prosecution, therefore, have a special legal status. They are members of the judiciary, but not judges. Although they are part of the executive branch, they are not administrative employees. By virtue of Article 67 of the judiciary authority as amended in Law No. 35 issued in 1984, members of the general prosecution can not be dismissed.

References:

Articles 119 and 125 of Law No. 46 issued in 1972 organizing the judiciary authority.

YES: A YES score is earned if there is a specific agency or set of agencies whose primary mandate is to investigate the actions of government on the behalf of common citizens. This agency or set of agencies should be specifically charged with seeking out and documenting abuses of power.

NO: A NO score is earned if no such agency or set of agencies exists, or that function is a secondary concern of a larger body, such as the legislature.

V-2. Supreme Audit Institution

59. Is the supreme audit institution effective?

38

59a. In law, the supreme audit institution is protected from political interference.

YES | **NO**

Comments:

In law, the central auditing apparatus, the supreme audit institution, is not protected from political interference. Law No. 144 issued in 1988 gives the leadership of the central auditing apparatus from the legislature to the president. Law No. 129 issued in 1964 was amended by Law No. 144 in 1988. This amendment damaged the independence of the central auditing apparatus and the protection of its chief against political interference. In the old law, the chief of the apparatus can not be removed or extended in office. The amendment gave the president and his assistants the authority to remove heads of the apparatus or extend their periods in office.

References:

Law No. 144 issued in 1988 establishing the central auditing apparatus, The Official Newspaper, Issue 23, Nov. 9, 1988.

YES: A YES score is earned only if the agency has some formal organizational independence from the government. A YES score is earned even if the entity is legally separate but in practice staffed by partisans.

NO: A NO score is earned if the agency is a subordinate part of any government ministry or agency, such as the Department of Interior or the Justice Department.

59b. In practice, the head of the audit agency is protected from removal without relevant justification.

100 | 75 | 50 | 25 | **0**

Comments:

In practice, the head of the central auditing apparatus is not protected from removal without relevant justification. The central

auditing apparatus became absolutely under the dominance and control of the president and his assistants with the issuing of Law No. 144 in 1988. Article 20 of the new law made it possible for the president to have the authority to remove heads of the apparatus or extend their periods in office.

References:

Law No. 129 issued in 1964 for establishing the central auditing apparatus.

Law No. 144 issued in 1988 establishing the central auditing apparatus, The Official Newspaper, Issue 23, Nov. 9, 1988.

100: The director of the agency serves a defined term and cannot be removed without a significant justification through a formal process, such as impeachment for abuse of power.

75:

50: The director of the agency serves a defined term, but can in some cases be removed through a combination of official or unofficial pressure.

25:

0: The director of the agency can be removed at the will of political leadership.

59c. In practice, the audit agency has a professional, full-time staff.

100 | 75 | 50 | 25 | 0

Comments:

In practice, the central auditing apparatus has a professional, full-time staff. After 44 years since its establishment, the central auditing apparatus has now very experienced staff.

References:

Article 7 of Law No. 144 issued in 1988 establishing the central auditing apparatus, The Official Newspaper, Issue 23, Nov. 9, 1988.

100: The agency has staff sufficient to fulfill its basic mandate.

75:

50: The agency has limited staff that hinders its ability to fulfill its basic mandate.

25:

0: The agency has no staff, or a limited staff that is clearly unqualified to fulfill its mandate.

59d. In practice, audit agency appointments support the independence of the agency.

Comments:

In practice, appointments of the central auditing apparatus do not support the independence of the agency. Administratively, the central auditing apparatus follows the minister of administrative development, who has the authority to develop internal regulations of the apparatus. Since this minister is part of the executive branch, the independence of the apparatus is damaged. More importantly is the amendment that gave the president the authority to remove heads of the apparatus or extend their periods in office.

References:

Articles 27 and 28 of Law No. 144 issued in 1988 establishing the central auditing apparatus, The Official Newspaper, Issue 23, Nov. 9, 1988.

100: Appointments to the agency are made based on professional qualifications. Individuals appointed are free of conflicts of interest due to personal loyalties, family connections or other biases. Individuals appointed usually do not have clear political party affiliations.

75:

50: Appointments are usually based on professional qualifications. Individuals appointed may have clear party loyalties.

25:

0: Appointments are often based on political considerations. Individuals appointed often have conflicts of interest due to personal loyalties, family connections or other biases. Individuals appointed often have clear party loyalties.

59e. In practice, the audit agency receives regular funding.

Comments:

In practice, like all other civil service agencies, the central auditing apparatus receives regular funding from the state.

References:

Law No. 144 issued in 1988 establishing the central auditing apparatus, The Official Newspaper, Issue 23, Nov. 9, 1988.

100: The agency has a predictable source of funding that is fairly consistent from year to year. Political considerations are not a major factor in determining agency funding.

75:

50: The agency has a regular source of funding, but may be pressured by cuts, or threats of cuts to the agency budget. Political considerations have an effect on agency funding.

25:

0: Funding source is unreliable. Funding may be removed arbitrarily or as retaliation for agency actions.

59f. In practice, the audit agency makes regular public reports.

100 | 75 | 50 | 25 | 0

Comments:

Reports of the central auditing apparatus are not made available to citizens. Only two institutions receive these reports — the president, as the apparatus follows him, and the legislature when it demand reports on specific agencies. In all cases, the president is only destination of the reports of the central auditing apparatus.

References:

Law No. 144 issued in 1988 establishing the central auditing apparatus, The Official Newspaper, Issue 23, Nov. 9, 1988.

100: The agency makes regular, publicly available, substantial reports to the legislature and/or to the public directly outlining the full scope of its work.

75:

50: The agency makes publicly available reports to the legislature and/or to the public directly that are sometimes delayed or incomplete.

25:

0: The agency makes no reports of its activities, or makes reports that are consistently out of date, unavailable to the public, or insubstantial.

59g. In practice, the government acts on the findings of the audit agency.

100 | 75 | 50 | 25 | 0

Comments:

As stated in Law No. 144 issued in 1988, the apparatus is authorized to monitor, check and discover financial violations and to demand the accused civil servant appear in disciplinary court — an administrative court whose decisions are only administrative.

One proof that the government does not take the reports of central auditing apparatus seriously is what was cited in the apparatus' 2002 report. The report said that the government spent 35 billion Egyptian pounds from the loans of 600 agreements with other countries without registering these amounts. The apparatus sent 15 letters to the economic committee of the legislature demanding clarifications and documents, but neither the government nor the economic committee of the legislature replied until now.

References:

Saber Nail, Corruption and Marriage between politics and wealth, Al-Khamaseen publishing house, Cairo, pp. 37-38.

100: Audit agency reports are taken seriously, with negative findings drawing prompt corrective action.

75:

50: In most cases, audit agency reports are acted on, though some exceptions may occur for politically sensitive issues, or particularly resistant agencies.

25:

0: Audit reports are often ignored, or given superficial attention. Audit reports do not lead to policy changes.

59h. In practice, the audit agency is able to initiate its own investigations.

100 | 75 | **50** | 25 | 0

Comments:

The central auditing apparatus is authorized to monitor and check the decisions made by civil service agencies, especially financial and administrative decisions, to ascertain that the appropriate procedures have been taken. It can also require the agency making the decision to rethink its decision within 30 days of receiving its documents. If the agency does not apply the demand of the apparatus, it requires making the civil servant appear in disciplinary court.

References:

Law No. 144 issued in 1988 establishing the central auditing apparatus, The Official Newspaper, Issue 23, Nov. 9, 1988.

100: The supreme audit institution can control the timing and pace of its investigations without any input from the executive or legislature.

75:

50: The supreme audit institution can generally decide what to investigate, and when, but is subject to pressure from the executive or legislature on politically sensitive issues.

25:

0: The supreme audit institution must rely on approval from the executive or legislature before initiating investigations. Politically sensitive investigations are almost impossible to move forward on.

60. Can citizens access reports of the supreme audit institution?

0

60a. In law, citizens can access reports of the audit agency.

YES | **NO**

Comments:

In law, citizens can not access the reports of the central auditing apparatus. Only two institutions receive these reports — the president, because the apparatus follows him, and the legislature because the apparatus is established to assist in financial and administrative monitoring.

References:

Law No. 144 issued in 1988 establishing the central auditing apparatus, The Official Newspaper, Issue 23, Nov. 9, 1988.

YES: A YES score is earned if all supreme auditor reports are available to the general public.

NO: A NO score is earned if any auditor reports are not publicly available. This may include reports made exclusively to the legislature or the executive, which those bodies may choose not to distribute.

60b. In practice, citizens can access audit reports within a reasonable time period.

100 | 75 | 50 | 25 | 0

Comments:

In practice, citizens can not access audit reports of the central auditing apparatus within any time period. Only the presidency and the legislature can receive its reports.

References:

Law No. 144 issued in 1988 establishing the central auditing apparatus, The Official Newspaper, Issue 23, Nov. 9, 1988.

100: Reports are available on-line, or records can be obtained within two days. Reports are uniformly available; there are no delays for politically sensitive information.

75:

50: Reports take around two weeks to obtain. Some delays may be experienced.

25:

0: Reports take more than a month to acquire. In some cases, most reports may be available sooner, but there may be persistent delays in obtaining politically sensitive records.

60c. In practice, citizens can access the audit reports at a reasonable cost.

100 | 75 | 50 | 25 | 0

Comments:

In practice, citizens can not access the audit reports of the central auditing apparatus at any cost. Only the president and the legislature can receive its reports.

References:

Law No. 144 issued in 1988 establishing the central auditing apparatus, The Official Newspaper, Issue 23, Nov. 9, 1988.

100: Reports are free to all citizens, or available for the cost of photocopying. Reports can be obtained at little cost, such as by mail, or on-line.

75:

50: Reports impose a financial burden on citizens, journalists or CSOs. Retrieving reports may require a visit to a specific office, such as a regional or national capital.

25:

0: Retrieving reports imposes a major financial burden on citizens. Report costs are prohibitive to most citizens, journalists, or CSOs trying to access this information.

58. Is there a national supreme audit institution, auditor general or equivalent agency covering the entire public sector?

100

58. In law, is there a national supreme audit institution, auditor general or equivalent agency covering the entire public sector?

YES | NO

Comments:

In law, there is a national general auditing agency covering the entire public sector known as the central auditing apparatus.

By virtue of Law No. 129 issued in 1960, the central auditing apparatus was established with the aim of financially and administratively monitoring civil service agencies, companies and banks in which there is public money. In amending Law No. 144 issued in 1988, the aim of the apparatus was to monitor the money of the state and civil servants and help the legislature practice its monitoring role. After reporting to the legislature since 1960, it now reports to the president after an amendment passed in 1988.

References:

Law No. 144 issued in 1988 establishing the central auditing apparatus, The Official Newspaper, Issue 23, Nov. 9, 1988

YES: A YES score is earned if there is a specific agency whose primary mandate is to audit and track the movement of money through the government. This agency should be specifically charged to investigate and document the misuse of funds. A system of agencies located in each department is equivalent.

NO: A NO score is earned if no such agency exists, or that function is a secondary concern of a larger body, such as the executive.

62. Is the tax collection agency effective?

88

62a. In practice, the tax collection agency has a professional, full-time staff.

100 | 75 | 50 | 25 | 0

Comments:

In practice, the tax collection agency has a professional, full-time staff that works to secure the rights of both different taxpayers and the state.

The tax collection agency abides by relevant laws and regulations and determines and collects taxes with due cooperation and good intention. It is also required to advise taxpayers on the legal procedures that guarantee their rights. The agency is keen to provide continuous professional development and training. It has a training institute for new recruits and for training its staff on new forms of tax.

References:

Law No. 91 issued in 2005 organizing taxes and customs, the official newspaper, Issue 23, June 9, 2005.

100: The agency has staff sufficient to fulfill its basic mandate.

75:

50: The agency has limited staff that hinders its ability to fulfill its basic mandate.

25:

0: The agency has no staff, or a limited staff that is clearly unqualified to fulfill its mandate.

62b. In practice, the tax agency receives regular funding.

100 | 75 | 50 | 25 | 0

Comments:

In practice, like all other civil service agencies, the tax collection agency receives regular funding from the state.

References:

The general budget of the state, 2007 to 2008.

100: The agency has a predictable source of funding that is fairly consistent from year to year. Political considerations are not a major factor in determining agency funding.

75:

50: The agency has a regular source of funding, but may be pressured by cuts, or threats of cuts to the agency budget. Political considerations have an effect on agency funding.

25:

0: Funding source is unreliable. Funding may be removed arbitrarily or as retaliation for agency actions.

65. Is the customs and excise agency effective?

88

65a. In practice, the customs and excise agency has a professional, full-time staff.

100 | 75 | 50 | 25 | 0

Comments:

In practice, the customs and excise agency has a professional, full-time staff. It has electronic programmers and analysts for managing the computer administration in all customs houses. The main type of employees in custom offices is that of the staff working in custom houses using custom applications. Article 25 of Law No. 66 issued in 1963 organizing customs, civil servants in customs appointed by the minister of finance have the authority of judicial arrest.

References:

The website of the Egyptian government: <http://www.egypt.gov.eg>
Article 25 of Law No. 66 issued in 1963 organizing customs.

100: The agency has staff sufficient to fulfill its basic mandate.

75:

50: The agency has limited staff that hinders its ability to fulfill its basic mandate.

25:

0: The agency has no staff, or a limited staff that is clearly unqualified to fulfill its mandate.

65b. In practice, the customs and excise agency receives regular funding.

100 | 75 | 50 | 25 | 0

Comments:

In practice, like all other civil service agencies, the customs and excise agency receives regular funding from the state.

References:

The general budget of the state, 2007-2008.

100: The agency has a predictable source of funding that is fairly consistent from year to year. Political considerations are not a major factor in determining agency funding.

75:

50: The agency has a regular source of funding, but may be pressured by cuts, or threats of cuts to the agency budget. Political considerations have an effect on agency funding.

25:

0: Funding source is unreliable. Funding may be removed arbitrarily or as retaliation for agency actions.

61. Is there a national tax collection agency?

100

61. In law, is there a national tax collection agency?

YES

NO

Comments:

There is a unified national tax collection that was established by Law No. 14 issued in 1939 after abolishing foreign privileges.

That law was amended by Law No. 157 issued in 1981 that included two taxes. One tax was imposed on naturalized people and one was imposed on companies. The modification of this law in Law No. 187 issued in 1993 changed the tax imposed on people. Law No. 91 issued in 2005 established a higher council for taxes (articles 136 to 140). It follows the chief of the council of ministers.

References:

Law No. 91 issued in 2005 organizing taxes and customs, the official newspaper, Issue 23, June 9, 2005.

YES: A YES score is earned if there is a national agency formally mandated to collect taxes.

NO: A NO score is earned if that function is spread over several agencies, or does not exist. A NO score is earned if national government ministries can collect taxes independently.

63. Are tax laws enforced uniformly and without discrimination?

25

63. In practice, are tax laws enforced uniformly and without discrimination?

Comments:

In its April 18, 2004, report, at the conclusion of the fourth five-year plan (1998 to 2002), the central auditing apparatus reported a considerable decrease in tax revenues (about 6 billion pounds). It also reported that tax delays that had to be paid to the government by 30/6/2002 amounted 44.6 billion pounds. This decrease in tax revenues and these delays are due to the corruption prevailing tax compromises between companies and the tax agency staff. As for civil servants, taxes are deducted before they get their salaries and wages. With their low salaries and high prices, taxes on civil servants are proportionately high. Since they are unable to offer bribes to tax agency staff, craftsmen are the most oppressed in tax collection processes. They have to pay the arbitrary amounts determined by the tax agency staff or be exposed to legal troubles with the tax agency. In many cases craftsmen and small commercial projects are closed after the first contact with the tax collection agency. There is a widespread discontent with the way the agency deals with its clients. While owners of big businesses make massive profits from escaping taxes, poor people are the main source of tax revenues. Within this same politics, the government offers tax and custom facilitations to big businesses including tax and custom exemptions. At the time poor people close small groceries to avoid arbitrary tax determination processes, the government exempts big companies working in the field building hotels and tourist villages from taxes. This unjust treatment is supported by the law of construction finance.

References:

Saber Nail, Corruption and Marriage between Politics and Wealth, Al-Khamaseen publishing house, Cairo, pp. 37-38.

100: Tax laws (which may be economically unfair as written) are enforced consistently for all citizens. No general group of citizens is more or less likely to evade tax law than another.

75:

50: Tax laws are generally enforced consistently, but some exceptions exist. For example, some groups may occasionally evade tax law. Some arbitrary and discriminatory tax rules exist.

25:

0: Tax law is unequally applied. Some groups of citizens are consistently more or less likely to evade tax law than others. Tax regulations are, as a rule, written to be discriminatory and/or arbitrary.

64. Is there a national customs and excise agency?

100

64. In law, is there a national customs and excise agency?

YES

NO

Comments:

The first customs agency was established by a decree by Khedive Ismail in 1964. The national customs department was amended by the customs law issued in 1930. The law regulating customs was issued in 1963 with Law No. 66.

References:

The website of the Egyptian government: <http://www.egypt.gov.eg>

YES: A YES score is earned if there is an agency formally mandated to collect excises and inspect customs.

NO: A NO score is earned if that function is spread over several agencies, or does not exist.

66. Are customs and excise laws enforced uniformly and without discrimination?

25

66. In practice, are customs and excise laws enforced uniformly and without discrimination?

100 | 75 | 50 | 25 | 0

Comments:

As in tax collection practices, the government tends to support big businesses and gross production, not small ones. This means big businesses are exempt from taxes and customs. At the time small enterprises and individuals are required to pay their customs in full, the government exempts big companies working in the field building hotels and tourist villages from customs.

References:

Saber Nail, Corruption and marriage between politics and wealth, Al-Khamaseen publishing house, Cairo, pp. 37-38.

100: Customs and excise laws (which may be economically unfair as written) are enforced consistently for all citizens. No general group of citizens is more or less likely to evade customs than another.

75:

50: Customs and excise laws are generally enforced consistently, but some exceptions exist. For example, some groups may occasionally evade customs requirements.

25:

0: Customs and excise laws are unequally applied. Some groups of citizens are consistently more or less likely to evade customs and excise laws than others.

V-4. State-Owned Enterprises

68. Is the agency, series of agencies, or equivalent mechanism overseeing state-owned companies effective?

45

68a. In law, the agency, series of agencies, or equivalent mechanism overseeing state-owned companies is protected from political interference.

YES | **NO**

Comments:

In law, the central auditing apparatus, the supreme audit institution, is not protected from political interference. Law No. 144 issued in 1988 made the central auditing apparatus subordinate to the president, after had been reporting to the legislature. With Law No. 129 issued in 1964 being amended by Law No. 144 in 1988, the independence of the central auditing apparatus and the protection of its chief against political interference have completely been damaged. In the old law, the chief of the apparatus could not be removed or extended in office. The amending law gave the president and his assistants the authority to remove heads of the apparatus or extend their periods in office.

References:

Law No. 144 issued in 1958 and amended by Law No. 157 issued in 1995, The Official Newspaper, Issue 23, June 9, 1988.
Law No. 144 issued in 1988 establishing the central auditing apparatus, The Official Newspaper, Issue 23, Nov. 9, 1988.

YES: A YES score is earned only if the agency, series of agencies, or equivalent mechanism has some formal operational independence from the government. A YES score is earned even if the entity is legally separate but in practice staffed by partisans.

NO: A NO score is earned if the agency, series of agencies, or equivalent mechanism is a subordinate part of any government ministry or agency.

68b. In practice, the agency, series of agencies, or equivalent mechanism overseeing state-owned companies has a professional, full-time staff.

100 | **75** | 50 | 25 | 0

Comments:

In practice, the central auditing apparatus has a professional, full-time staff. After 44 years since its establishment, the central auditing apparatus has now very experienced staff.

References:

Article 7 of Law No. 144 issued in 1988 establishing the central auditing apparatus, The Official Newspaper, Issue 23, Nov. 9, 1988.

100: The agency, series of agencies, or equivalent mechanism has staff sufficient to fulfill its basic mandate.

75:

50: The agency, series of agencies, or equivalent mechanism has limited staff that hinders its ability to fulfill its basic mandate.

25:

0: The agency, series of agencies, or equivalent mechanism has no staff, or a limited staff that is clearly unqualified to fulfill its mandate.

68c. In practice, the agency, series of agencies, or equivalent mechanism overseeing state-owned companies receives regular funding.

100 | 75 | 50 | 25 | 0

Comments:

In practice, like all other civil service agencies, the central auditing apparatus receives regular funding from the state.

References:

Law No. 144 issued in 1988 establishing the central auditing apparatus, The Official Newspaper, Issue 23, Nov. 9, 1988.

100: The agency, series of agencies, or equivalent mechanism has a predictable source of funding that is fairly consistent from year to year. Political considerations are not a major factor in determining agency funding.

75:

50: The agency, series of agencies, or equivalent mechanism has a regular source of funding, but may be pressured by cuts, or threats of cuts to the agency budget. Political considerations have an effect on agency funding.

25:

0: Funding source is unreliable. Funding may be removed arbitrarily or as retaliation for agency functions.

68d. In practice, when necessary, the agency, series of agencies, or equivalent mechanism overseeing state-owned companies independently initiates investigations.

100 | 75 | 50 | 25 | 0

Comments:

The central auditing apparatus is authorized to monitor and check the decisions made by civil service agencies, especially financial and administrative decisions to ascertain that the appropriate procedure has been taken. It can also require the agency making the decision to review its decision within 30 days of receiving documents. If the agency do not listen to the apparatus, it demands taking the civil servant to the disciplinary court.

References:

Law No. 144 issued in 1988 establishing the central auditing apparatus, The Official Newspaper, Issue 23, Nov. 9, 1988.

100: When irregularities are discovered, the agency, series of agencies, or equivalent mechanism is aggressive in investigating and/or in cooperating with other investigative bodies.

75:

50: The agency, series of agencies, or equivalent mechanism starts investigations, but is limited in its effectiveness or in its cooperation with other investigative agencies. The agency, series of agencies, or equivalent mechanism may be slow to act, unwilling to take on politically powerful offenders, or occasionally unable to enforce its judgments.

25:

0: The agency, series of agencies, or equivalent mechanism does not effectively investigate financial irregularities or cooperate with other investigative agencies. The agency, series of agencies, or equivalent mechanism may start investigations but not complete them, or may fail to detect offenders. The agency may be partisan in its application of power.

68e. In practice, when necessary, the agency, series of agencies, or equivalent mechanism overseeing state-owned companies imposes penalties on offenders.

100 | 75 | 50 | 25 | 0

Comments:

The law organizing the central auditing apparatus does not authorize it to impose penalties on offenders. It does not even give it the authority to send offenders to general prosecution. Its reports only tell offending state-owned companies to stand before the disciplinary court within 60 days. This deprives the central auditing apparatus of any effectiveness as a monitoring agency.

References:

Law No. 144 issued in 1988 establishing the central auditing apparatus, The Official Newspaper, Issue 23, Nov. 9, 1988.

100: When rules violations are discovered, the agency, series of agencies, or equivalent mechanism is aggressive in penalizing offenders and/or in cooperating with other agencies that impose penalties.

75:

50: The agency, series of agencies, or equivalent mechanism enforces rules, but is limited in its effectiveness or reluctant to cooperate with other agencies. The agency, series of agencies, or equivalent mechanism may be slow to act, unwilling to take on politically powerful offenders, or occasionally unable to enforce its judgments.

25:

0: The agency, series of agencies, or equivalent mechanism does not effectively penalize offenders or refuses to cooperate with other agencies that enforce penalties. The agency, series of agencies, or equivalent mechanism may make judgments but not enforce them, or may fail to make reasonable judgments against offenders. The agency, series of agencies, or equivalent mechanism may be partisan in its application of power.

69. Can citizens access the financial records of state-owned companies?

75

69a. In law, citizens can access the financial records of state-owned companies.

YES | NO

Comments:

In law, state-owned companies, especially those registered according to Law No. 159 issued in 1981, are required to announce their budgets in national, state-owned newspapers.

References:

Law No. 159 issued in 1981 organizing public access of the budgets of the joint-stock companies

YES: A YES score is earned if the financial information of all state-owned companies is required by law to be public. State-owned companies are defined as companies owned in whole or in part by the government.

NO: A NO score is earned if any category of state-owned company is exempt from this rule, or no such rules exist.

69b. In practice, the financial records of state-owned companies are regularly updated.

100 | 75 | **50** | 25 | 0

Comments:

Egypt has been coordinating with the World Bank to develop a model for running companies. Thus, the government is keen to obtain accountable and transparent financial reports so that local accountability standards can be compared to the international accountability standards.

References:

Dr. Ola Al-Khawagah, The concept of governing companies, a paper delivered at the conference on good governance and development, Center for Developing Country Studies and Research, 2003, p. 11.

100: State-owned companies always publicly disclose financial data, which is generally accurate and up to date.

75:

50: State-owned companies disclose financial data, but it is flawed. Some companies may misstate financial data, file the information behind schedule, or not publicly disclose certain data.

25:

0: Financial data is not publicly available, or is consistently superficial or otherwise of no value.

69c. In practice, the financial records of state-owned companies are audited according to international accounting standards.

100 | **75** | 50 | 25 | 0

Comments:

In practice, the financial records of state-owned companies are audited according to the administrative rules of each company.

These rules align with international accounting standards in 39 out of 48 standards. Among the steps taken to reinforce this approach was the enactment of the central commitment and registry law and its executive regulations. The new rules consists of 35 regulations aimed at establishing an advanced circulation mechanism for establishing transparency rules and limiting the use of information that is not available for the rest of the market as a means for protecting the rights of the investors. These rules are also enforced by imposing penalties on the companies that do not stick to them. Several laws have been revised or added for this purpose.

References:

Dr. Ola Al-Khawagah, The concept of governing companies, a paper delivered at the conference on good governance and development, Center for Developing Country Studies and Research, 2003, p. 11.

100: Financial records of all state-owned companies are regularly audited by a trained third party auditor using accepted international standards.

75:

50: Financial records of state-owned companies are regularly audited, but exceptions may exist. Some companies may use flawed or deceptive accounting procedures, or some companies may be exempted from this requirement.

25:

0: State-owned companies are not audited, or the audits have no functional value. The auditors may collude with the companies in providing misleading or false information to the public.

69d. In practice, citizens can access the financial records of state-owned companies within a reasonable time period.

100 | 75 | 50 | 25 | 0

Comments:

In law, state-owned companies, especially those registered according to Law No. 159 issued in 1981, are required to announce their budgets in national, state-owned newspapers.

References:

Law No. 159 issued in 1981 organizing public access of the budgets of the joint-stock companies

100: Records are available on-line, or records can be obtained within two days. Records are uniformly available; there are no delays for politically sensitive information.

75:

50: Records take around two weeks to obtain. Some delays may be experienced.

25:

0: Records take more than a month to acquire. In some cases, most records may be available sooner, but there may be persistent delays in obtaining politically sensitive records.

69e. In practice, citizens can access the financial records of state-owned companies at a reasonable cost.

100 | 75 | 50 | 25 | 0

Comments:

In practice, citizens can access the annual budgets of state-owned companies via newspapers without any cost.

References:

Law No. 159 issued in 1981 organizing public access of the budgets of the joint-stock companies

100: Records are free to all citizens, or available for the cost of photocopying. Records can be obtained at little cost, such as by mail, or on-line.

75:

50: Records impose a financial burden on citizens, journalists or CSOs. Retrieving records may require a visit to a specific office, such as a regional or national capital.

25:

0: Retrieving records imposes a major financial burden on citizens. Records costs are prohibitive to most citizens, journalists, or CSOs trying to access this information.

67. Is there an agency, series of agencies, or equivalent mechanism overseeing state-owned companies?

100

67. In law, is there an agency, series of agencies, or equivalent mechanism overseeing state-owned companies?

YES

NO

Comments:

In law, the central auditing apparatus is the agency that oversees state-owned companies. By virtue of Law No. 129 issued in 1960, the central auditing apparatus was established with the general aim of financially and administratively monitoring civil service agencies, companies and banks in which there is public money. In amending Law No. 144 issued in 1988, the aim of the apparatus was to monitor the money of the state and civil servants and help the legislature in practicing its monitoring role.

References:

Law No. 144 issued in 1988 establishing the central auditing apparatus, The Official Newspaper, Issue 23, Nov. 9 1988.

YES: A YES score is earned if there is an agency, series of agencies, or equivalent mechanism tasked with overseeing the conduct and performance of state-owned companies on behalf of the public. A YES score can be earned if several government agencies or ministries oversee different state-owned enterprises. State-owned companies are defined as companies owned in whole or in part by the government.

NO: A NO score is earned if this function does not exist, or if some state-owned companies are free from government oversight.

70. Are business licenses available to all citizens?

81

70a. In law, anyone may apply for a business license.

YES | NO

Comments:

In law, all people can apply for a business license. Law No. 8 issued in 1997 offers exemptions, guarantees and advantages to all individuals and companies registered according to Law No. 159 issued in 1981, which organized joint-stock companies. This last law was one of the most important laws that encouraged Egyptian Arab and foreign businessmen to make investments in the fields.

References:

Law No. 8 issued in 1997 concerning investment guarantees and incentives.

Law No. 159 issued in 1981 organizing public access of the budgets of the joint-stock companies

YES: A YES score is earned if no particular group or category of citizens is excluded from applying for a business license, when required. A YES score is also earned if basic business licenses are not required.

NO: A NO score is earned if any group of citizens are categorically excluded from applying for a business license, when required

70b. In law, a complaint mechanism exists if a business license request is denied.

YES | NO

Comments:

In law, there is a complaint mechanism if a business license request is denied. The government intends to establish economic courts to settle disputes in short time periods. The companies unified law, which is under development, will entail establishing specialized economic courts instead of the ordinary judiciary.

References:

The investment gate, the Egyptian government: www.investment.gov.org

YES: A YES score is earned if there is a formal process for appealing a rejected license.

NO: A NO score is earned if no such mechanism exists.

70c. In practice, citizens can obtain any necessary business license (i.e. for a small import business) within a reasonable time period.

100 | 75 | 50 | 25 | 0

Comments:

In practice, there are obstacles that may hinder citizens in obtaining necessary business licenses and make this procedure take a longer time period.

There still exists some interference between centralization and the general authority for stock market and investment. The authority is planning to apply a one-window system that is going to simplify the procedures for obtaining necessary business license from just one office with a short time period. At present, the general authority for investment is committed to issuing a business license within 60 days.

References:

Article 56 of Law No. 8 issued in 1997 organizing investment guarantees and incentives.

100: Licenses are not required, or licenses can be obtained within roughly one week.

75:

50: Licensing is required and takes around one month. Some groups may be delayed up to a three months

25:

0: Licensing takes more than three months for most groups. Some groups may wait six months to one year to get necessary licenses.

70d. In practice, citizens can obtain any necessary business license (i.e. for a small import business) at a reasonable cost.

100 | 75 | 50 | 25 | 0

Comments:

In practice and according to the regulations of Law No. 8 issued in 1997, a company that wants to obtain a license must present a document certifying that it has deposited a quarter of the company's monetary capital in one of the banks registered with the central bank of Egypt.

References:

Law No. 8 issued in 1997 organizing investment guarantees and incentives.

Article 8 of the internal bylaw No. 2108 issued in 1997.

100: Licenses are not required, or licenses are free. Licenses can be obtained at little cost to the organization, such as by mail, or on-line.

75:

50: Licenses are required, and impose a financial burden on the organization. Licenses may require a visit to a specific office, such as a regional or national capital.

25:

0: Licenses are required, and impose a major financial burden on the organization. Licensing costs are prohibitive to the organization.

71. Are there transparent business regulatory requirements for basic health, environmental, and safety standards?

100

71a. In law, basic business regulatory requirements for meeting public health standards are transparent and publicly available.

YES | NO

Comments:

Law No. 8 issued in 1997 defines the basic business regulatory requirements for meeting public health standards. These requirements are being transparent and publicly available, especially in regards to internal regulations of this same law.

References:

Law No. 8 issued in 1997 organizing investment guarantees and incentives the Internal Bylaw No. 2108 issued in 1997.

YES: A YES score is earned if basic regulatory requirements for meeting public health standards are publicly accessible and transparent.

NO: A NO score is earned if such requirements are not made public or are otherwise not transparent.

71b. In law, basic business regulatory requirements for meeting public environmental standards are transparent and publicly available.

YES | NO

Comments:

Law No. 8 issued in 1997 defines the basic business regulatory requirements for meeting public environmental standards. These requirements are being transparent and publicly available, especially with regards to internal regulations of this same law.

References:

Law No. 8 issued in 1997 organizing investment guarantees and incentives the Internal Bylaw No. 2108 issued in 1997.

YES: A YES score is earned if basic regulatory requirements for meeting public environmental standards are publicly accessible and transparent.

NO: A NO score is earned if such requirements are not made public or are otherwise not transparent.

71c. In law, basic business regulatory requirements for meeting public safety standards are transparent and publicly available.

YES | NO

Comments:

Law No. 8 issued in 1997 defines the basic business regulatory requirements for meeting public safety standards. These requirements are being transparent and publicly available, especially in relation to internal regulations of this same law.

References:

Law No. 8 issued in 1997 organizing investment guarantees and incentives the Internal Bylaw No. 2108 issued in 1997.

YES: A YES score is earned if basic regulatory requirements for meeting public safety standards are publicly accessible and transparent.

NO: A NO score is earned if such requirements are not made public or are otherwise not transparent.

72. Does government effectively enforce basic health, environmental, and safety standards on businesses?

25

72a. In practice, business inspections by government officials to ensure public health standards are being met are carried out in a uniform and even-handed manner.

100 | 75 | 50 | 25 | 0

Comments:

Although labor law in articles 208 to 216 stresses public health standards, in practice these standards are not existent. Business inspections by government reveal severe insufficiency in basic health standards. In 2007, there have been a number of events that show the extent to which these standards are not met:

The minister of health was accused of causing damage to public health through contracting with Hadlina medical requirement company for providing the ministry of health with 250,000 empty blood bags. After using 40,000 bags, it was discovered that the bags do not meet basic health standards.

The minister of health announced that there are 180 regions infected with bird flu.

Stealing human body organs crimes and the witnesses from physicians in lawsuit of Al-Nozha international hospital

The land center for human rights calls for stopping the building of mobile phone towers inside populated areas because of the health dangers they impose on people.

The Egyptian center for housing rights uncovered that drinking water available in houses does not meet basic standards, and that the housing and construction committee in the legislature admitted that citizens in 11 governorates drink water that do not meet basic standards.

The health committee in the legislature accuses the government of neglect since it did not prevent bad milk with cancer-causing ingredients to enter the markets.

References:

Al-Masry Al-Youm newspaper, March 9, 2007
Al-wadfi newspaper, Jan. 6, 2007
Al-wadfi newspaper, March 14, 2007
Nahdit Masr newspaper, April 14, 2007
Al-Ahaly newspaper, March 7, 2007
Al-Dostour newspaper, April 3, 2007

100: Business inspections by the government to ensure that public health standards are being met are designed and carried out in such a way as to ensure comprehensive compliance by all businesses with transparent regulatory requirements.

75:

50: Business inspections by the government to ensure public health standards are met are generally carried out in an even-handed way though exceptions exist. Bribes are occasionally paid to extract favorable treatment or expedited processing.

25:

0: Business inspections to ensure that public health standards are met are routinely carried out by government officials in an ad hoc, arbitrary fashion designed to extract extra payments from businesses in exchange for favorable treatment.

72b. In practice, business inspections by government officials to ensure public environmental standards are being met are carried out in a uniform and even-handed manner.

100 | 75 | 50 | 25 | 0

Comments:

Although labor law in articles 208 to 220 stresses public environmental standards, in practice these standards are not existent. Business inspections by government reveal severe insufficiency in basic environmental standards.

In 2007, there were a number of events that show the extent to which these standards are not met — factories of gas cylinders which can act as real bombs that will explode, recurrent train accidents that caused many deaths, an drainage pipelines that exploded destroying many houses in Alexandria and suburban areas.

Deaths caused by traffic accidents in Egypt are more prevalent than deaths in wars because bad roads and cars. Fires in suburban areas without the proper services kill many people everyday. Sixty percent of towns in Egypt are unplanned in addition to the 1,105 unplanned suburban areas.

References:

Al-Masry Al-Youm newspaper, April 12, 2007
Al-wadfi newspaper, Feb. 12, 2007
Al-wadfi newspaper, March 13, 2007
Nahdit Masr newspaper, April 14, 2007
Al-Ahaly newspaper, Feb. 8, 2007
Al-Dostour newspaper, April 3, 2007

100: Business inspections by the government to ensure that public environmental standards are being met are designed and carried out in such a way as to ensure comprehensive compliance by all businesses with transparent regulatory requirements.

75:

50: Business inspections by the government to ensure public environmental standards are met are generally carried out in an even-handed way though exceptions exist. Bribes are occasionally paid to extract favorable treatment or expedited processing.

25:

0: Business inspections to ensure that public environmental standards are met are routinely carried out by government officials in an ad hoc, arbitrary fashion designed to extract extra payments from businesses in exchange for favorable treatment.

72c. In practice, business inspections by government officials to ensure public safety standards are being met are carried out in a uniform and even-handed manner.

100 | 75 | 50 | **25** | 0

Comments:

Although labor law in articles 208 to 220 stresses public environmental standards, in practice these standards are not existent. Business inspections by government reveal severe insufficiency in basic environmental standards.

In 2007, there were a number of events that show the extent to which these standards are not met — factories of gas cylinders which can act as real bombs that will explode, recurrent train accidents that caused many deaths, a drainage pipeline that exploded destroying many houses in Alexandria and suburban areas.

Deaths caused by traffic accidents in Egypt are more prevalent than deaths in wars because of bad roads and cars. Fires in suburban areas without the proper services kill many people everyday. Sixty percent of towns in Egypt are unplanned in addition to the 1,105 unplanned suburban areas.

References:

Al-Masry Al-Youm newspaper, April 12, 2007
Al-wadif newspaper, Feb. 12, 2007
Al-wadif newspaper, March 13, 2007
Nahdit Masr newspaper, April 14, 2007
Al-Ahaly newspaper, Feb. 8, 2007
Al-Dostour newspaper, April 3, 2007

100: Business inspections by the government to ensure that public safety standards are being met are designed and carried out in such a way as to ensure comprehensive compliance by all businesses with transparent regulatory requirements.

75:

50: Business inspections by the government to ensure public safety standards are met are generally carried out in an even-handed way though exceptions exist. Bribes are occasionally paid to extract favorable treatment or expedited processing.

25:

0: Business inspections to ensure that public safety standards are met are routinely carried out by government officials in an ad hoc, arbitrary fashion designed to extract extra payments from businesses in exchange for favorable treatment.

VI-1. ⁷¹Anti-Corruption Law

73. Is there legislation criminalizing corruption?

89

73a. In law, attempted corruption is illegal.

YES | NO

Comments:

In law, attempted corruption is illegal very much like bribery, blackmailing, money laundering and favoritism. These are all violations of relevant laws. Law criminalizes all these acts and defines specific penalty for each of them. Although there is no specific law in the Egyptian legislation for corruption, there are tens of other laws that criminalize and fight corruption.

References:

Nahdit Masr newspaper, the weekly issue, Jan. 26 to 27, 2006, Corruption is real cause of Deterioration.”

YES: A YES score is earned if corruption laws include attempted acts.

NO: A NO score is earned if this is not illegal.

73b. In law, extortion is illegal.

YES | NO

References:

Penalty law no.95, issued in 2003, article 130

YES: A YES score is earned if corruption laws include extortion. Extortion is defined as demanding favorable treatment (such as a bribe) to withhold a punishment.

NO: A NO score is earned if this is not illegal.

73c. In law, offering a bribe (i.e. active corruption) is illegal.

YES | NO

Comments:

In law, offering a bribe (i.e. active corruption) is illegal. Knowing the dangers of this crime, Egyptian lawmakers specified the third chapter of the second book of the penalty law for this crime (articles 103 to 111). Article 107 defines penalties for both those offering and taking bribes (civil servants) and the person in the middle, when the crime has been completed. But this same article does not impose penalties on the person offering the bribe or the person helping with the bribe, if they confess to help uncover the crime.

References:

Penalty Law No. 58 issued in 1937, second book on the crimes and offenses damaging general welfare (articles 103 to 111).

YES: A YES score is earned if offering a bribe is illegal.

NO: A NO score is earned if this is not illegal.

73d. In law, receiving a bribe (i.e. passive corruption) is illegal.

YES | NO

Comments:

In law, offering a bribe (i.e. active corruption) is illegal. Knowing the dangers of this crime, Egyptian lawmakers specified the third chapter of the second book of the penalty law for this crime (articles 103 to 111). Article 107 defines penalties for both those offering and taking bribes (civil servants) and the person in the middle, when the crime has been completed. But this same article does not impose penalties on the person offering the bribe or the person helping with the bribe, if they confess to help uncover the crime. It does insist on penalty for those receiving bribes.

References:

Penalty Law No. 58 issued in 1937, second book on the crimes and offenses damaging general welfare (articles 103 to 111).

YES: A YES score is earned if receiving a bribe is illegal.

NO: A NO score is earned if this is not illegal.

73e. In law, bribing a foreign official is illegal.

YES | NO

Comments:

Article 111 defines the individuals for whom bribery crimes apply as: (1) civil servants in government agencies or agencies under supervision; (2) local and national legislators; (3) arbiters, experts, members of prosecution, judges, judicial dissolvers; (4) members of boards of directors public agencies, etc. Foreign officials are not included.

References:

Article 111 of the third chapter on bribery, penalty Law No. 58 issued 1937.

YES: A YES score is earned if bribing a foreign official is illegal.

NO: A NO score is earned if this is not illegal.

73f. In law, using public resources for private gain is illegal.

YES | NO

Comments:

Egyptian law extends public resources beyond state-owned resources to all resources cited in article 110 of the penalties law. This would include syndicates, unions and economic companies, associations and units. Using all these resources in addition public resources for private gain is illegal according to article 112 of the penalty law.

References:

Article 112 of the third chapter on bribery, penalty Law No. 58 issued 1937.

YES: A YES score is earned if using public resources for private gain is illegal.

NO: A NO score is earned if this is not illegal.

73g. In law, using confidential state information for private gain is illegal.

YES | NO

Comments:

Article 77 (clause 7) of the civil servants' law prevents employees from giving confidential information about their jobs to anyone or to media. Clause 8 of the same article prohibits disclosing confidential information even after leaving employment. Clause 9 also prevents civil servants from keeping any official papers for themselves.

References:

Magdy Al-Gallad, a paper delivered to the liberal forum in Cairo, Sept. 18, 2006.

YES: A YES score is earned if using confidential state information for private gain is illegal.

NO: A NO score is earned if this is not illegal.

73h. In law, money laundering is illegal.

YES | NO

Comments:

Law No. 80 issued in 2002 prohibits money laundering. The 20 articles of this law define the different aspects of money laundering crimes. Article 5 gives staff investigating money laundering (located in the central bank of Egypt), the status of judiciary arrest officers. Articles 14 and 15 impose penalties on those who commit a money laundering crime. That penalty would be seven years in prison, a fine that equals the seized money, as well as taking all laundered money.

References:

Law No. 80 issued in 2002 concerning money laundering, the official newspaper, Issue 20, May 5, 2002.

YES: A YES score is earned if money laundering is illegal. Money laundering is defined as concealing the origin of funds to hide wrongdoing or avoid confiscation.

NO: A NO score is earned if this is not illegal.

73i. In law, conspiracy to commit a crime (i.e. organized crime) is illegal.

YES | NO

Comments:

In law, conspiracy to commit a crime (i.e. organized crime) is illegal. Article 48 of the penalty law punishes all parties of in criminal agreements with prison.

References:

Ihab Salam, The Unconstitutionality of the Criminal Law, The Human Rights Association for Assisting Prisoners, Cairo, 2001.

YES: A YES score is earned if organized crime is illegal.

NO: A NO score is earned if this is not illegal.

75. Is the anti-corruption agency effective?

50

75a. In law, the anti-corruption agency (or agencies) is protected from political interference.

YES | **NO**

Comments:

The central auditing apparatus and the administrative monitoring authority follow the president This itself is a very strong form of political interference.

The administrative prosecution apparatus follows the minister of justice, part of the executive branch This, too, is a very strong form of political interference.

The illegal profiting apparatus is ineffective in combating corruption. This is because of the legal defects in its law regarding imposing penalties on informers who can not prove their accusations of civil servants.

References:

Saber Nail, Corruption and Marriage between Politics and Wealth, Al-Khamaseen publishing house, Cairo, pp. 37 to 38.

Law No. 144 issued in 1988 establishing the central auditing apparatus, the official newspaper, Issue 23, Nov. 9, 1988.

Law No. 2 issued in 1977 for establishing the illegal profiting apparatus.

Law No. 117 issued in 1958 concerning establishing the administrative prosecution.

YES: A YES score is earned only if the agency (or agencies) has some formal organizational or operational independence from the government. A YES score is earned even if the agency/agencies is legally separate but in practice staffed by partisans.

NO: A NO score is earned if the agency (or agencies) is a subordinate part of any government ministry or agency, such as the Department of Interior or the Justice Department, in such a way that limits its operational independence.

75b. In practice, the anti-corruption agency (or agencies) is protected from political interference.

100 | 75 | 50 | **25** | 0

Comments:

All anti-corruption agencies are administratively subject to either to the president, the minister of justice, or the minister of the interior.

Appointments of these agencies are also made by the executive branch. This ultimate subordination to the executive branch make the heads and members of these agencies only seek to satisfy executive officials. In many cases these agencies can not initiate investigations unless they obtain a prior consent of the president. Although legal proceeding are taken in some corruption

cases, for example in the case of loan legislators or breaches in the bank of agricultural development, there is a widespread popular realization that the fat cats” involved in corruption are still immune from accountability.

References:

Dr. Ahmed Al-Sawy, Fighting Corruption: The First Step for Reform, A paper delivered to the Horizons of Political Reform” symposium held in Ibn-Roshd Center, Cairo, Nov. 29 to 30, 2005.

100: This agency (or agencies) operates independently of the political process, without incentive or pressure to render favorable judgments in politically sensitive cases. Investigations can operate without hindrance from the government, including access to politically sensitive information. .

75:

50: This agency (or agencies) is typically independent, yet is sometimes influenced in its work by negative or positive political incentives. This may include favorable or unfavorable public criticism by the government, political appointments, or other forms of influence. The agency (or agencies) may not be provided with some information needed to carry out its investigations.

25:

0: This agency (or agencies) is commonly influenced by political or personal incentives. These may include conflicting family relationships, professional partnerships, or other personal loyalties. Negative incentives may include threats, harassment or other abuses of power. The agency (or agencies) cannot compel the government to reveal sensitive information.

75c. In practice, the head of the anti-corruption agency (or agencies) is protected from removal without relevant justification.

100 | 75 | 50 | 25 | 0

Comments:

The president of the republic appoints, removes or extends the service of the head of the central auditing apparatus and the administrative monitoring authority. For example, when Hitler Tantawy (an ex-military general) was head of the Administrative Control Authority, several corruption cases have been uncovered, the most important of which was that of undersecretary of the Minister of Agriculture (Youssef Waly). Soon after, Tantawy was dismissed.

References:

Saber Nail, Corruption and Marriage between Politics and Wealth, Al-Khamaseen publishing house, Cairo, pp. 27.

100: The director(s) cannot be removed without a significant justification through a formal process, such as impeachment for abuse of power.

75:

50: The director(s) can in some cases be removed through a combination of official or unofficial pressure.

25:

0: The director(s) can be removed at the will of political leadership.

75d. In practice, appointments to the anti-corruption agency (or agencies) are based on professional criteria.

100 | 75 | 50 | 25 | 0

Comments:

In all anti-corruption agencies appointments are based on professional criteria. These agencies carefully select members and provide them with continuous training and preparation programs to raise their skills and performance.

These agencies have strict regulations and moral codes that should be followed. They also have internal monitoring and disciplinary codes for their members. New recruits are subjected to attentive monitoring for a full year before being placed in their jobs. They also have transparent accountability rules for their members. However, the heads of these agencies are politically appointed. This last defect is strong enough to waste the efforts of the anti-corruption agencies.

References:

Saber Nail, Corruption and Marriage between Politics and Wealth, Al-Khamaseen publishing house, Cairo, pp. 23 to 25.

100: Appointments to the agency (or agencies) are made based on professional qualifications. Individuals appointed are free of conflicts of interest arising from personal loyalties, family connections or other biases. Individuals appointed usually do not have clear political party affiliations.

75:

50: Appointments are usually based on professional qualifications. Individuals appointed may have clear party loyalties, however.

25:

0: Appointments are often based on political considerations. Individuals appointed often have conflicts of interest arising from personal loyalties, family connections or other biases. Individuals appointed often have clear party loyalties.

75e. In practice, the anti-corruption agency (or agencies) has a professional, full-time staff.

100 | 75 | 50 | 25 | 0

Comments:

In practice, the anti-corruption agencies have professional, full-time staff. They are selected according to specific professional standards. Having a good reputation, being honest, impartial and competent are all prerequisites for new members. Members, new and old, are required to attend continuous training programs aimed at improving their performance in fighting corruption.

References:

Saber Nail, Corruption and Marriage between Politics and Wealth, Al-Khamaseen publishing house, Cairo, pp. 23 to 25.

100: The agency (or agencies) has staff sufficient to fulfill its basic mandate.

75:

50: The agency (or agencies) has limited staff, or staff without necessary qualifications to fulfill its basic mandate.

25:

0: The agency (or agencies) has no staff, or a limited staff, that is clearly unqualified to fulfill its mandate.

75f. In practice, the anti-corruption agency (or agencies) receives regular funding.

100 | 75 | 50 | 25 | 0

Comments:

Like all civil service agencies, the anti-corruption agencies receives regular funding from the government.

References:

Law No. 1444 issued in 1988 organizing the central auditing apparatus.

Law No. 2 issued in 1977 organizing the illegal profiting apparatus.

Law No. 117 issued in 1958 organizing the administrative prosecution authority.

Article 208 of the criminal procedures law concerning the public money prosecution.

100: The agency (or agencies) has a predictable source of funding that is fairly consistent from year to year. Political considerations are not a major factor in determining agency funding.

75:

50: The agency (or agencies) has a regular source of funding, but may be pressured by cuts, or threats of cuts to the agency budget. Political considerations have an effect on agency funding.

25:

0: The agency's funding sources are unreliable. Funding may be removed arbitrarily or as retaliation for agency actions.

75g. In practice, the anti-corruption agency (or agencies) makes regular public reports.

100 | 75 | 50 | 25 | 0

Comments:

In practice, the anti-corruption agencies make regular public reports, but these reports are not available to citizens. For example, reports of the central auditing apparatus are only delivered to the president and the legislature.

References:

Negad Al-Borai, Egyptian Visions on Corruption, The Center for Political Research, Cairo University, 2002.

100: The agency (or agencies) makes regular, publicly available, substantial reports to the legislature and/or to the public directly outlining the full scope of its work.

75:

50: The agency (or agencies) makes publicly available reports to the legislature that are sometimes delayed or incomplete.

25:

0: The agency (or agencies) makes no reports of its activities, or makes reports that are consistently out of date, unavailable to the public, or insubstantial.

75h. In practice, the anti-corruption agency (or agencies) has sufficient powers to carry out its mandate.

100 | 75 | **50** | 25 | 0

Comments:

In practice, the anti-corruption agencies have sufficient powers to carry out their mandate. All these agencies have judicial arrest status, which means that they are authorized to issue arrest orders without returning to the general prosecution. They are also authorized to initiate investigations. But their subordination to the executive branch restricts their effectiveness in combating corruption.

References:

Law No. 144 issued in 1988, Law No. 2 issued in 1977, Law No. 117 issued in 1958 and Article 208 of the criminal procedures law.

100: The agency (or agencies) has powers to gather information, including politically sensitive information. The agency (or agencies) can question suspects, order arrests and bring suspects to trial (or rely on related agencies or law enforcement authorities to perform such functions).

75:

50: The agency (or agencies) has most of the powers needed to carry out its mandate with some exceptions.

25:

0: The agency (or agencies) lacks significant powers which limit its effectiveness.

75i. In practice, when necessary, the anti-corruption agency (or agencies) independently initiates investigations.

100 | 75 | 50 | **25** | 0

Comments:

Although most anti-corruption agencies can initiate investigations, they must first obtain prior consent from the president of the Republic and executive agencies to which they report.

For example, the central auditing apparatus has to get the approval of the president before initiating investigations. The public money prosecution has to get the approval of the attorney general or the minister of justice, and the public money investigations authority has to get the approval of the minister of the interior.

References:

Law No. 144 issued in 1988, Law No. 2 issued in 1977, Law No. 117 issued in 1958 and Article 208 of the criminal procedures law.

100: When irregularities are discovered, the agency (or agencies) is aggressive in investigating the government or in cooperating with other investigative agencies.

75:

50: The agency (or agencies) starts investigations, but is limited in its effectiveness or is reluctant to cooperate with other investigative agencies. The agency (or agencies) may be slow to act, unwilling to take on politically powerful offenders, or occasionally unable to enforce its judgments.

25:

0: The agency (or agencies) does not effectively investigate or does not cooperate with other investigative agencies. The agency (or agencies) may start investigations but not complete them, or may fail to detect offenders. The agency (or agencies) may be partisan in its application of power.

76. Can citizens access the anti-corruption agency?

13

76a. In practice, the anti-corruption agency (or agencies) acts on complaints within a reasonable time period.

100 | 75 | 50 | 25 | 0

Comments:

In practice, the only anti-corruption agency that is authorized to receive and acts on complaints is the illegal profiting apparatus as it has a separate office for examining complaints. It can also request the assistance of the administrative monitoring authority to examine complaints by citizens.

If the investigations prove that there is an illegal profiting crime, the apparatus moves the case to the specialized criminal court. If the violation is no more than an administrative one, the apparatus returns the case to the agency where the civil servant works. That agency will then impose an administrative penalty upon the charged civil servant.

References:

Law No. 2 issued in 1977 for establishing the illegal profiting apparatus.

100: The agency (or agencies) acts on complaints quickly. While some backlog is expected and inevitable, complaints are acknowledged promptly and investigations into serious abuses move steadily towards resolution. Citizens with simple issues can expect a resolution within a month.

75:

50: The agency (or agencies) acts on complaints quickly, with some exceptions. Some complaints may not be acknowledged, and simple issues may take more than two months to resolve.

25:

0: The agency (or agencies) cannot resolve complaints quickly. Complaints may be unacknowledged for more than a month, and simple issues may take more than three months to resolve. Serious abuses are not investigated with any urgency.

76b. In practice, citizens can complain to the anti-corruption agency (or agencies) without fear of recrimination.

100 | 75 | 50 | 25 | 0

Comments:

In practice, citizens can not complain to the anti-corruption agency (the illegal profiting apparatus) without fear of recrimination. Law No. 2 issued in 1977 for establishing the illegal profiting apparatus imposes penalties on claimants. These penalties are no less than six month in prison and from 100 Egyptian pounds (US\$18) to 500 Egyptian pounds (US\$90) in fines, if the claims are not proven true.

Due to the manipulation of the asset disclosure records of civil servants, claimed persons can often prove their innocence. This prevents citizens from informing the illegal profiting apparatus of corruption cases for fear of being imprisoned.

References:

Law No. 2 issued in 1977 for establishing the illegal profiting apparatus.

100: Whistleblowers can report abuses of power without fear of negative consequences. This may be due to robust mechanisms to protect the identity of whistleblowers, or may be due to a culture that encourages disclosure and accountability.

75:

50: Whistleblowers are sometimes able to come forward without negative consequences, but in other cases, whistleblowers are punished for disclosing, either through official or unofficial means.

25:

0: Whistleblowers often face substantial negative consequences, such as losing a job, relocating to a less prominent position, or some form of harassment.

74. Is there an agency (or group of agencies) with a legal mandate to address corruption?

100

74. In law, is there an agency (or group of agencies) with a legal mandate to address corruption?

YES | NO

Comments:

There is group of agencies with a legal mandate to address corruption.

This includes the administrative monitoring authority, which is a government authority that follows the president of the Arab Republic of Egypt and is entrusted with fighting corruption in government agencies. The members of this authority have the status of judiciary arrest officers. Its weakness is it must obtain approval before implementing its authority. For example, the approval of the president is a condition for this authority to arrest a civil servant during work time.

By virtue of Law No. 129 issued in 1960, the central auditing apparatus was established with the general aim of financially and administratively monitoring civil service agencies and companies and banks, which contain public money.

In the amending Law No. 144 issued in 1988, the aim of the apparatus was to monitor the money of the state and civil servants and help the legislature in its monitoring role. After it had been subject to the legislature in the 1960 law, it falls under the

jurisdiction of the president after the 1988 law.

Law No. 2 issued in 1977 for organizing the illegal profiting apparatus, gives the illegal profiting apparatus the authority to regularly demand, monitor and check asset disclosure records of civil servants. These records can include the proprieties of one's spouse and children.

Law no. 117 issued in 1958 establishes the administrative prosecution as a monitoring and investigating authority that is responsible for investigating administrative and financial crimes and authorized to send suspected civil servants to the criminal court.

There other agencies with legal mandate to address corruption such as the public money investigations, which follows the ministry of interior, and the public money prosecution which follows attorney general.

References:

Saber Nail, Corruption and Marriage between Politics and Wealth, Al-Khamaseen publishing house, Cairo, pp. 37-38.

Law No. 144 issued in 1988 establishing the central auditing apparatus, the official newspaper, Issue 23, Nov. 9, 1988.

Law No. 2 issued in 1977 for establishing the illegal profiting apparatus.

Law No. 117 issued in 1958 concerning establishing the administrative prosecution.

Article 208 of the criminal procedures law concerning the public money prosecution.

YES: A YES score is earned if an agency is specifically mandated to address corruption. A YES score is earned if there are several agencies or entities with specific roles in fighting corruption, including special prosecutorial entities.

NO: A NO score is earned if no agency (or group of agencies/entities) is specifically mandated to prevent or prosecute corruption.

54
VI-3. Rule of Law

77. Is there an appeals mechanism for challenging criminal judgments?

83

77a. In law, there is a general right of appeal.

YES | NO

Comments:

Appeals go to a higher court than the one that made the previous decision. Egyptian lawmakers adopted this principle realizing that this allows for the court decisions to be handled correctly. In Egypt there is a general right of appeal.

References:

Mohamed Anwar Shehata, Legal Proceedings and Appeal Methods, University of Cairo, p. 269.

YES: A YES score is earned if there is a formal process of appeal for challenging criminal judgments.

NO: A NO score is earned if there is no such process.

77b. In practice, appeals are resolved within a reasonable time period.

100 | 75 | 50 | 25 | 0

Comments:

In practice, ordinary appeals to courts are resolved within 40 days, urgent appeals are resolved within 15 days, and appeals to the attorney general are resolved within 60 days. These are relatively reasonable time periods.

References:

Article 227 of the Egyptian pleading law.

100: Appeals are acted upon quickly. While some backlog is expected and inevitable, appeals are acknowledged promptly and cases move steadily towards resolution.

75:

50: Appeals are generally acted upon quickly but with some exceptions. Some appeals may not be acknowledged, and simple cases may take years to resolve.

25:

0: Most appeals are not resolved in a timely fashion. Appeals may go unacknowledged for months or years and simple cases may never be resolved.

77c. In practice, citizens can use the appeals mechanism at a reasonable cost.

100 | 75 | 50 | 25 | 0

Comments:

In practice, citizens can appeal for 50 Egyptian pounds. (US\$9). This is a reasonable cost.

References:

Mohamed Anwar Shehata, Legal Proceedings and Appeal Methods, University of Cairo, p. 271.

100: In most cases, the appeals mechanism is an affordable option to middle class citizens seeking to challenge criminal judgments. Attorneys fees are not a barrier to appeals.

75:

50: In some cases, the appeals mechanism is not an affordable option to middle class citizens seeking to challenge criminal judgments. Attorneys fees present somewhat of a barrier to pursuing appeal.

25:

0: The prohibitive cost of utilizing the appeals mechanism prevents middle class citizens from challenging criminal judgments. Attorneys fees greatly discourage the use of the appeals process.

78. Do judgments in the criminal system follow written law?

75

78. In practice, do judgments in the criminal system follow written law?

100 | 75 | 50 | 25 | 0

Comments:

In practice, court judgments in the criminal system follow written laws. Article 66 of the Egyptian constitution states that there can be no crime or penalty without a written law and a judicial judgment. It also says that penalties can only be imposed on acts that take place after law has been enacted.

References:

The Egyptian constitution, articles 2 and 66.

100: Judgments in the criminal system are made according to established legal code and conduct. There are no exceptional cases in which individuals are treated by a separate process. Political interference, bribery, cronyism or other flaws are rarely factors in judicial outcomes.

75:

50: Judgments in the criminal system usually follow the protocols of written law. There are sometimes exceptions when political concerns, corruption or other flaws in the system decide outcomes.

25:

0: Judgments in the criminal system are often decided by factors other than written law. Bribery and corruption in the criminal judicial process are common elements affecting decisions.

79. Are judicial decisions enforced by the state?

75

79. In practice, are judicial decisions enforced by the state?

Comments:

In practice, judicial decisions are enforced by the state police, a part of the ministry of the interior. This authority faces many difficulties in implementing judicial decisions, because many convicted individuals escape to the desert or unplanned housing areas.

Therefore, thousands of judicial decisions are not applied. Bribery, favoritism and networks of relationship affect implementing judicial decisions and authority. If the victim is of high social rank or wealthy, the person found guilty is arrested and the judicial decision is applied at once. However, if the person who is found guilty is wealthy, but his or her accuser is poor, the the judicial decision may take a long time to be implemented, if implemented at all.

References:

The Egyptian constitution, articles 71 and 72.

100: Judicial decisions are enforced quickly regardless of what is being decided or who is appearing before the court. Failure to comply brings penalties enforced by the state.

75:

50: Judicial decisions are generally enforced by the state, with some exceptions. Certain areas of law may be ignored, or certain parties appearing before the courts may evade or delay enforcement.

25:

0: Judicial decisions are often ignored. The state lacks the will or capacity to consistently enforce these decisions.

80. Is the judiciary able to act independently?

88

80a. In law, the independence of the judiciary is guaranteed.

YES | NO

Comments:

In law, the independence of the judiciary is guaranteed. The judiciary is made up of different kinds and levels of courts that are required to make their decisions in accordance with written laws. Judges are independent and are not subject to anything but law in their decisions. No other authority is allowed to interfere in lawsuits or the matters of justice.

References:

The Egyptian constitution, articles 165 and 166.

Article 107 of Law No. 46 issued in 1972 organizing judicial authority.

YES: A YES score is earned if there are formal rules establishing that the judiciary is independent from political interference by the executive and legislative branches. Independence include financial issues (drafting, allocation, and managing the budget of the courts).

NO: A NO score is earned if there are no formal rules establishing an independent judiciary.

80b. In practice, national-level judges are protected from political interference.

100 | 75 | **50** | 25 | 0

Comments:

In practice, national-level judges are not adequately protected from political interference.

The project submitted by the judges of Egypt to amend Law No. 46 issued in 1972 organizing the judiciary authority, reports several aspects of political and governmental interference in the work of judges.

In the project, the judges ask to restrict the role of the minister of justice to administrative supervision only, rather than control over all courts, judges and the general prosecution. They also called for taking the right of moving judges from their courts from the minister of justice.

The judges also reject the idea that the judicial inspection authority, the general prosecution and the general attorney are subject to the minister of justice. Judges of Egypt also stressed the need for transparent regulations for removing, retiring or moving judges from their courts. They base all these demands on the premise that the minister of justice is part of the executive branch, and therefore can not have control or authority over judges who must be independent by law.

References:

The project submitted by the judges of Egypt to amend Law No. 46 issued in 1972 organizing the judiciary authority, and its clarification memorandum, the Judges' Club, Cairo.

100: National level judges operate independently of the political process, without incentive or pressure to render favorable judgments in politically sensitive cases. Judges never comment on political debates. Individual judgments are rarely praised or criticized by political figures.

75:

50: National level judges are typically independent, yet are sometimes influenced in their judgments by negative or positive political incentives. This may include favorable or unfavorable treatment by the government or public criticism. Some judges may be demoted or relocated in retaliation for unfavorable decisions.

25:

0: National level judges are commonly influenced by politics and personal biases or incentives. This may include conflicting family relationships, professional partnerships, or other personal loyalties. Negative incentives may include demotion, pay cuts, relocation, threats or harassment.

80c. In law, there is a transparent and objective system for distributing cases to national-level judges.

YES | NO

Comments:

In law, there is a transparent and objective system for distributing cases to national-level judges as defined in Law No. 46 issued in 1972 organizing judicial authority. But article 62 of this law gives the minister of justice the authority to move judges from their courts to do other or additional judiciary and legal work.

This gives latitude to the minister of justice allowing him to put the judges he wants in the courts where specific lawsuits will be brought forward. The authority given to the minister of justice can be a means for punishing judges or removing them from the judiciary tribunal because of their judicial decisions or political positions.

References:

Article 62 of Law No. 46 issued in 1972 organizing judicial authority.

YES: A YES score is earned if there is an objective system that is transparent to the public that equitably or randomly assigns cases to individual judges. The executive branch does not control this process.

NO: A NO score is earned if the case assignment system is non-transparent or subjective where judges themselves have influence over which cases they adjudicate. A NO score is also earned if the executive branch controls this process.

80d. In law, national-level judges are protected from removal without relevant justification.

YES | NO

Comments:

In law, national-level judges are protected from removal without relevant justification. The judiciary is undertaken by different kinds and levels of courts that are required to make their decisions in accordance with written laws. Judges are independent and are not subject to anything but law in their decisions. No other authority is allowed to interfere in lawsuits or the matters of justice.

References:

The Egyptian constitution, articles 165 and 166.

YES: A YES score is earned if there are specific, formal rules for removal of a justice. Removal must be related to abuse of power or other offenses related to job performance.

NO: A NO score is earned if justices can be removed without justification, or for purely political reasons. A NO score is earned if the removal process is not transparent, or not based on written rules.

81. Are judges safe when adjudicating corruption cases?

100

81a. In practice, in the last year, no judges have been physically harmed because of adjudicating corruption cases.

YES | NO

Comments:

In practice, in the last year, no judges have been physically harmed because of adjudicating corruption cases.

References:

The archive of the Egyptian state-owned, party and independent newspapers, 2007.

YES: A YES score is earned if there were no documented cases of judges being assaulted because of their involvement in a corruption case during the specific study period. YES is a positive score.

NO: A NO score is earned if there were any documented cases of assault to a judge related to his/her participation in a corruption trial. Corruption is defined broadly to include any abuses of power, not just the passing of bribes.

81b. In practice, in the last year, no judges have been killed because of adjudicating corruption cases.

YES | NO

Comments:

In practice, in the last year, no judges have been killed because of adjudicating corruption cases.

References:

The archive of the Egyptian state-owned, party and independent newspapers, 2007.

YES: A YES score is earned if there were no documented cases of judges being killed related to their involvement in a corruption case during the study period. YES is a positive score.

NO: A NO score is earned if there were any documented cases where a judge was killed because of his/her participation in a corruption trial. The relationship between a mysterious death and a judge's involvement in a case may not be clear, however the burden of proof here is low. If it is a reasonable assumption that a judge was killed in relation to his or her work on corruption issues, then the indicator is scored as a NO. Corruption is defined broadly to include any abuses of power, not just the passing of bribes.

82. Do citizens have equal access to the justice system?

71

82a. In practice, judicial decisions are not affected by racial or ethnic bias.

100 | 75 | 50 | 25 | 0

Comments:

In practice, judicial decisions are not affected by racial or ethnic bias.

In rare cases, judicial decisions may be affected by the religious beliefs of the judges, especially those belonging to the Muslim brothers group, who want to apply Islamic law. An example is a case against the intellectual Nasr Hamed Abo-Zeid, who the court divorced him from his wife because of being convicted of defection. The Egyptian constitution and all judiciary law do not take racial or ethnic differences in consideration. The Egyptian constitution (article 40) states that all citizens are equal irrespective of race, origin, language, religion or ideology.

References:

The Egyptian constitution, article 40.

100: Judicial decisions are not affected by racial or ethnic bias.

75:

50: Judicial decisions are generally not affected by racial or ethnic bias, with some exceptions. Some groups may be occasionally discriminated against, or some groups may occasionally receive favorable treatment.

25:

0: Judicial decisions are regularly distorted by racial or ethnic bias. Some groups consistently receive favorable or unfavorable treatment by the courts.

82b. In practice, women have full access to the judicial system.

100 | 75 | 50 | 25 | 0

Comments:

In practice, women have full access to the judicial system. But there is little discrimination according to sex in criminal law and inheritance. Even though women are equal to men in the constitution, in most laws they do not benefit from this equality. In families and workplaces there is still much discrimination against women. Women themselves do not work to benefit from this equality in such fields as political participation, education and illiteracy eradication.

References:

Dr. Nadia Ramsees Farag, The Egyptian Woman: The legal and social status, The Arab Institute for Human Rights, p. 254.

100: Women enjoy full and equal status in the eyes of the courts. There are no exceptions or practices in which women are treated differently by the judicial system. For this indicator, discrimination against women should reflect specific biases that confront women in the justice system as opposed to difficulties resulting from broader socio-economic disadvantages or discrimination against women.

75:

50: Women generally have use of the judicial system, with some exceptions. In some cases, women may be limited in their access to courts, or gender biases may affect court outcomes. For this indicator, discrimination against women should reflect specific biases that confront women in the justice system as opposed to difficulties resulting from broader socio-economic disadvantages or discrimination against women.

25:

0: Women generally have less access to the courts than men. Court decisions are commonly distorted by gender bias. Women may have to go through intermediaries to interact with the court, or are unable to present evidence. For this indicator, discrimination against women should reflect specific biases that confront women in the justice system as opposed to difficulties resulting from broader socio-economic disadvantages or discrimination against women.

82c. In law, the state provides legal counsel for defendants in criminal cases who cannot afford it.

YES | NO

Comments:

In law, according to article 69 of the Egyptian constitution, defense is guaranteed to all defendants. The state provides legal counsel for defendants in criminal cases who cannot afford it.

References:

The Egyptian constitution, article 69.

YES: A YES score is earned if the government is required by law to provide impoverished defendants with legal counsel to defend themselves against criminal charges.

NO: A NO score is earned if there is no legal requirement for the government to provide impoverished defendants with legal counsel to defend themselves against criminal charges.

82d. In practice, the state provides adequate legal counsel for defendants in criminal cases who cannot afford it.

100 | 75 | 50 | 25 | 0

Comments:

In practice, according to article 69 of the Egyptian constitution, defense is guaranteed to all defendants. The state provides legal counsel for defendants in criminal cases who cannot afford it. But because the appointed lawyers are often low-level, this is merely a routine action, not an application of a basic human right.

References:

The Egyptian constitution, article 69.

100: State-provided legal aid is basic, but well-trained and effective in representing the rights of impoverished defendants.

75:

50: State-provided legal aid is available, but flawed. Legal aid may be unavailable to some impoverished defendants. Legal aid/public defenders may be sometimes unable or unwilling to competently represent all defendants.

25:

0: State-provided legal aid is unavailable to most impoverished defendants. State legal aid/public defenders may be consistently incompetent or unwilling to fairly represent all defendants.

82e. In practice, citizens earning the median yearly income can afford to bring a legal suit.

Comments:

In modern legal and judiciary systems a free judiciary is considered a public service.

This means that salaries of judges are paid from the state treasury and not collected from litigants. However, this doesn't mean litigants don't pay any fees or dues when they want to bring a legal suit forward.

The state takes fees from litigants. These fees pay the salaries of judges and run the judiciary system. Egyptian laws take the free of charge principle of judiciary in consideration. Judiciary fees are also affected by the level of the court.

References:

Naser Amin, The Egyptian Judiciary System, Amin Publishing Co., Cairo, p. 14.

Law No. 90 issued in 1944 and its amendments organizes the fees and dues of the civil cases

Law No. 91 issued in 1944 and its amendments organizes the fees and dues of the personal cases

Law No. 1 issued in 1948 organizes the fees and dues of the money guardianship cases.

100: In most cases, the legal system is an affordable option to middle class citizens seeking to redress a grievance. Attorneys fees do not represent a major cost to citizens.

75:

50: In some cases, the legal system is an affordable option to middle class citizens seeking to redress a grievance. In other cases, the cost is prohibitive. Attorneys fees are a significant consideration in whether to bring a case.

25:

0: The cost of engaging the legal system prevents middle class citizens from filing suits. Attorneys fees are high enough to discourage most citizens from bringing a case.

82f. In practice, a typical small retail business can afford to bring a legal suit.

Comments:

In practice, a typical small retail business can afford to bring a legal suit as fees are less than 100 Egyptian pounds (US\$18). However, the problem may be the costly fee of lawyers.

References:

Law No. 90 issued in 1944 concerning the fees of the civil companies.

100: In most cases, the legal system is an affordable option to a small retail business seeking to redress a grievance. Attorneys fees do not represent a major cost to small businesses.

75:

50: In some cases, the legal system is an affordable option to a small retail business seeking to redress a grievance. In other cases, the cost is prohibitive. Attorneys fees are a significant consideration in whether to bring a case.

25:

0: The cost of engaging the legal system prevents small businesses from filing suits. Attorneys fees are high enough to discourage most small businesses from bringing a case.

82g. In practice, all citizens have access to a court of law, regardless of geographic location.

100 | 75 | 50 | 25 | 0

Comments:

In practice, all citizens have access to a court of law, regardless of geographic location. This is true for at least the first two levels of the court system — the elementary and appeals courts. Those two courts are often located in local districts or cities and towns. Higher-level courts, namely the court of cassation, the supreme constitutional court, and the supreme administrative court, have only one court of these types located in Cairo. Therefore, citizens may face difficulty in accessing them.

References:

Naser Amin, The Egyptian Judiciary System, Amin Publishing Co., Cairo, pp. 65, 111, 135.

100: Courtrooms are always accessible to citizens at low cost, either through rural courthouses or through a system of traveling magistrates.

75:

50: Courts are available to most citizens. Some citizens may be unable to reach a courtroom at low cost due to location.

25:

0: Courts are unavailable to some regions without significant travel on the part of citizens.

VI-4. Law Enforcement

83. Is the law enforcement agency (i.e. the police) effective?

50

83a. In practice, appointments to the law enforcement agency (or agencies) are made according to professional criteria.

Comments:

In practice, appointments to the police are made according to professional criteria. Police officers study in a faculty that follows the ministry of the interior not the ministry of education or high education's methods. They study law and all police sciences.

There are also specialized tracks for police officers such as social police officers and physicians. Post graduate studies are available to officers in the Mubarak Police Academy. Mid-level officers attend a 6-month institute and are required to have grade 12 certificate. Lowest-ranking soliders are appointed without any educational requirements.

References:

Law No. 109 issued in 1971 organizing the police authority.

100: Appointments to the agency (or agencies) are made based on professional qualifications. Individuals appointed are free of conflicts of interest due to personal loyalties, family connections or other biases. Individuals appointed usually do not have clear political party affiliations.

75:

50: Appointments are usually based on professional qualifications. Individuals appointed may have clear party loyalties, however.

25:

0: Appointments are often based on political considerations. Individuals appointed often have conflicts of interest due to personal loyalties, family connections or other biases. Individuals appointed often have clear party loyalties.

83b. In practice, the law enforcement agency (or agencies) has a budget sufficient to carry out its mandate.

Comments:

The allocations of the police and security forces constitute 12.4 percent of the general state budget. This percent is big enough compared to the number of employees in the ministry of interior. In fact, the general state budget satisfies all the needs of the ministry of interior.

References:

Abd-Al-Khaliq Farouq, The general budget of the state and human rights, The Human Rights Association for Assisting Prisoners, p. 64.

100: The agency (or agencies) has a budget sufficient to fulfill its basic mandate.

75:

50: The agency (or agencies) has limited budget, generally considered somewhat insufficient to fulfill its basic mandate.

25:

0: The agency (or agencies) has no budget or an obviously insufficient budget that hinders the agency's ability to fulfill its mandate.

83c. In practice, the law enforcement agency is protected from political interference.

100 | 75 | 50 | 25 | 0

Comments:

According to article 184 of the Egyptian constitution, the police are a regular civil authority. Its highest head is the president and the police are entrusted with serving people, securing peace and tranquility, preserving general security and applying all relevant laws and regulations.

But in practice, the police are no more than a political tool in the hands of those in power. This is demonstrated with treatment of ordinary citizens as well as during peaceful demonstrations calling for political reform. The police authority is simply a suppression tool of the political regime. It damages those who call for reform and often terrifies ordinary citizens.

References:

Law No. 109 issued in 1971 organizing the police authority.
Article 184 of the Egyptian constitution.

100: The agency (or agencies) operates independently of the political process and has operational independence from the government. All laws can be enforced regardless of the status of suspects or the sensitivity of the investigation.

75:

50: The agency (or agencies) is typically independent, yet is sometimes influenced in its investigations or enforcement actions by negative or positive political incentives. This may include favorable or unfavorable public criticism by the government or other forms of influence. The agency (or agencies) may not be provided with some information needed to carry out its investigations.

25:

0: The investigative and enforcement work of the agency (or agencies) is commonly influenced by political actors or the government. These may include conflicting family relationships, professional partnerships, or other personal loyalties. Negative incentives may include threats, harassment or other abuses of power by the government.

84. Can law enforcement officials be held accountable for their actions?

71

84a. In law, there is an independent mechanism for citizens to complain about police action.

YES | NO

Comments:

Articles 162 and 210 of the criminal procedures law gives all individuals the right to bring a legal case or complaint against any individual.

But article 232 of this law excludes two groups from this requirement: civil servants and judiciary arrest officials if the crime is committed while doing their job. This exclusion gives police officers room to commit crimes without being penalized. In addition, laws stipulate that when investigating police officers, it must be done through the office of the attorney general, which deprives members of the general prosecution from implementing law in these cases.

References:

Articles 162, 210 and 232 of the criminal procedures law.

YES: A YES score is earned if there is a formal process or mechanism by which citizens can complain about police actions. A YES score is earned if a broader mechanism such as the national ombudsman, human rights commission, or anti-corruption agency has jurisdiction over the police.

NO: A NO score is earned if there is no such mechanism

84b. In practice, the independent law enforcement complaint reporting mechanism responds to citizen's complaints within a reasonable time period.

100 | 75 | 50 | **25** | 0

Comments:

In practice, the attorney general responds to citizen's complaints within a time period determined by their high-level profile and political ramifications.

For example, alleged violations and rape attempts by police officers against female journalists during demonstrations that called for political reform on May 25, 2005, have been delayed and take longer. However, lawsuits against low-ranking officers for torturing people in police stations may be settled in a relatively reasonable time period.

References:

Media reports

100: The agency/entity responds to complaints quickly. While some backlog is expected and inevitable, complaints are acknowledged promptly and investigations into serious abuses move steadily towards resolution. Citizens with simple issues can expect a resolution within a month.

75:

50: The agency/entity responds to complaints quickly, with some exceptions. Some complaints may not be acknowledged, and simple issues may take more than two months to resolve.

25:

0: The agency/entity cannot resolve complaints quickly. Complaints may be unacknowledged for more than a month, and simple issues may take three to six months to resolve. Serious abuses are not investigated with any urgency.

84c. In law, there is an agency/entity to investigate and prosecute corruption committed by law enforcement officials.

YES | NO

Comments:

By virtue of Law No. 109 issued in 1971 organizing the police authority, there is a military judiciary council inside the ministry of interior. It serves as an internal disciplinary tool.

This council consists of high-ranking officers. The penalty rulings of this council are often administrative ones. Examples include deduction from salaries or suspension for limited time periods. This council does not convert these violations and crimes to courts.

Because of lack of converting violations into criminal acts, this is the main reason for the widespread torture in Egyptian police stations, not only prisons or the places where arrests have been detained without court decisions (according the law of the emergency state).

References:

Law No. 109 issued in 1971 organizing the police authority.

YES: A YES score is earned if there is an agency/entity specifically mandated to investigate corruption-related activity within law enforcement. This agency/entity may be internal to the police department (provided it has a degree of independence, such as an internal affairs unit) or part of a broader national mechanism such as the national ombudsman, human rights commission, or anti-corruption agency.

NO: A NO score is earned if no such agency/entity exists.

84d. In practice, when necessary, the agency/entity independently initiates investigations into allegations of corruption by law enforcement officials.

100 | 75 | **50** | 25 | 0

Comments:

In practice, the military judiciary council of the ministry of interior sometimes initiates investigations into allegations of corruption by law enforcement officials.

The penalty rulings of this council are often administrative ones. Examples include deduction from salaries or suspension for limited time periods. In cases when legal suits against enforcement officials — namely officers — appear in front of courts or the natural judge, the police authority represented in the military judiciary council hurries to issue a weak administrative decision before the ordinary court makes its decision. This is so that convicted, guilty officer benefits from a legal rule that prevents issuing two judgements one crime. And this way the first judgement of the military judiciary council must be implemented.

References:

Article 109 of Law No. 109 issued in 1971 organizing the police authority.

100: When irregularities are discovered, the agency/entity is aggressive in investigating government law enforcement officials or in cooperating with other investigative agencies.

75:

50: The agency/entity starts investigations, but is limited in its effectiveness or is reluctant to cooperate with other investigative agencies. The agency/entity may be slow to act, unwilling to take on politically powerful offenders, or occasionally unable to enforce its judgments.

25:

0: The agency/entity does not effectively investigate or does not cooperate with other investigative agencies. The agency may start investigations but not complete them, or may fail to detect offenders. The agency may be partisan in its application of power.

84e. In law, law enforcement officials are not immune from criminal proceedings.

YES | NO

Comments:

According to articles 162, 210 and 232 of the criminal procedures law, initiating investigations against law enforcement officials must be done through only the office of the attorney general. This acts as a kind of immunity from criminal proceedings.

References:

Articles 162, 210 and 232 of the criminal procedures law.
Article 109 of Law No. 109 issued in 1971 organizing the police authority.

YES: A YES score is earned if law enforcement officers are fully accountable for their actions under the law and can be investigated and prosecuted for their actions.

NO: A NO score is earned if law enforcement enjoys any special protection from criminal investigation or prosecution.

84f. In practice, law enforcement officials are not immune from criminal proceedings.

100 | 75 | **50** | 25 | 0

Comments:

Although law enforcement officials are not immune from criminal proceedings, Egyptian legislation puts obstacles in place that hamper claimants those who have been wronged from bringing lawsuits against officers.

Articles 162, 210 and 232 of the criminal procedures law exclude civil servants or judiciary arrest officials from being prosecuted for the crime they commit while doing their jobs. Laws also deprive wronged citizens from appealing to the natural judge if the convicted person is a law enforcement official. Although immunity from criminal proceedings are not clearly stated in laws for law enforcement officials, these exceptions provide law enforcement officials with immunity from criminal proceedings.

References:

Abd-Allah Khaleel, The laws restricting civil and political rights in Egyptian legislation, pp. 75 to 76.

100: Law enforcement officers are subject to criminal investigation for official misconduct. No crimes are exempt from prosecution.

75:

50: Law enforcement is generally subject to criminal investigation but exceptions may exist where criminal actions are overlooked by the police or prosecutors. Some crimes may be exempt from prosecution, such as actions taken in the line of duty.

25:

0: Law enforcement enjoys a general protection from most criminal investigation. This may be due to a formal immunity or an informal understanding that the law enforcement community protects itself.