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CIVIC ADVOCACY FOR DEMOCRATIC RESILIENCE IN EGYPT PROGRAM (CADRE)

Quarterly Report

Period: July 1 – September 30, 2015

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هذا التقرير مقدم كمساعدة سخية من قبل الشعب الأمريكي من خلال الوكالة الأمريكية للتنمية الدولية (USAID)، و بموجب اتفاقية التعاون رقم-DFD-A-00-09-00141-00 لمشروع "الدعم المدني للديمقراطية الفاعلة في مصر (كادري)" المبرمة مع منظمة كاونتر بارت العالمية كمنظمة غير حكومية منفذة للمشروع بموجب هذه الاتفاقية. إن جميع المحتويات والآراء المطروحة في هذا المشروع لا تعبر بالضرورة عن وجهة نظر الوكالة الأمريكية للتنمية الدولية أو الحكومة الأمريكية.



October 29, 2015

Amira Radwan
Agreement Officer's Representative
USAID/Egypt

Subject: CADRE Quarterly Report (Yr1 Q4)

Ref: Cooperative Agreement No. AID-263-LA-14-00003
LWA #DFD-A-00-09-00141-00

Dear Ms. Radwan,

On behalf of the Civic Advocacy for Democratic Resilience in Egypt (CADRE), and its implementer, Counterpart International, I am pleased to provide you with our Quarterly Report for the period July 1 – September 30, 2015.

Should you have any questions regarding this Quarterly Report, please do not hesitate to contact me for further information.

Sincerely,

A handwritten signature in blue ink, appearing to read "Youssef A. Khalick". The signature is fluid and cursive, with some loops and flourishes.

Youssef A. Khalick
Acting Chief of Party
Civic Advocacy for Democratic Resilience in Egypt (CADRE)

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ACRONYMS

ACOP	Acting Chief of Party
CADRE	Civic Advocacy for Democratic Resilience in Egypt
CPI	Counterpart International
CSSC	Civil Society Support Centers
CSO	Civil Society Organizations
FO	Field Office
GOE	Government of Egypt
HEC	High Elections Commission
HOC	House of Representatives
ICNL	International Center for Not-for-Profit Law
IFES	International Foundation for Electoral Systems
IP	Implementing Partner
LERP	Law of Exercising Political Rights
LOA	Letter of Authorization
LWA	Leader with Associates
MIC	Ministry of International Cooperation
MOFA	Ministry of Foreign Affairs
MOSS	Ministry of Social Solidarity
MSI	Management Systems International
NGO	Non-Governmental Organization
SCC	Supreme Constitutional Court
STTA	Short Term Technical Assistance
USAID	United States Agency for International Development
USG	United States Government

I. Executive Summary

The Ministry of Social Solidarity (MOSS) denied CPI registration in Egypt. After consultation with USAID, CPI submitted on September 6, 2015, an Appeal Letter to the Coordination Committee requesting that the Committee reconsiders its decision regarding CPI registration and provided detailed explanation of how the CADRE program could help contribute to the Egyptian Government's efforts in achieving its priorities as stipulated by the Egyptian Constitution. In addition, CPI submitted a request to meet with MOSS' Minister to explain the project in more detail and to discuss in person the views of MOSS and the Coordination Committee.

On September 8, 2015, the Minister's office from the Ministry of Social Solidarity responded to the request to meet with the Minister and indicated that the decision regarding CPI registration "has been taken by a multi-sectorial committee that looks at all the themes and geographic distribution of all the interventions proposed or implemented by the international and national donors or execution agencies in Egypt to coordinate among them in an attempt to avoid repeating the same activities. The Committee sees that the interventions that Counterpart proposing are already covered and handled effectively by many other organizations in Egypt." the Minister' Office further offered, in case CPI still want to meet with the Ministry team, to fix a meeting between CPI representative in Egypt and Dr. Issam El Adawi, NGOs Advisor to the Minister of Social Solidarity, who oversees international organizations in Egypt.

Political Background and Developments

In July 2015, the Ministry of Social Solidarity announced that it had finalized a new draft NGO law to replace Law No. 84 of 2002 on Associations and Foundations, and sent it to the Council of Ministers for review. The draft has not been made public. The NGO law is expected to be addressed by the incoming Parliament following parliamentary elections planned for October and November 2015. In the meantime, NGOs in Egypt remain subject to a Ministry Order issued in the summer of 2014, under which "all entities conducting civil society activities" in Egypt were instructed to register under the Law 84 or be subject to investigation or possible prosecution.

In August 2015, President Sisi signed into law new counterterrorism provisions that establish harsher penalties for terrorist crimes.

On August 6, 2015, exactly one year from the inception of the work on the new Canal Suez project (a Government of Egypt mega-economic project), the Government of Egypt celebrated in a large ceremony the inauguration of the new Canal. The impact of opening the new Suez Canal on maritime traffic aims to support Egypt's political and economic goals. Nonetheless, work will continue to develop the region around the canal, and most notably East Port Said. The development of the canal area includes establishing an international economic zone with several ports, new cities, logistical and trading hubs that will increase commerce between Egypt and the world. Celebrations were attended by many dignitaries from around the world, including the monarchs, presidents and heads of government of Jordan, Bahrain, Saudi Arabia, Kuwait, Sudan, France, Russia, Ethiopia, Angola, Lesotho, Niger, Democratic Republic of Congo, Tanzania, China, Switzerland and North Korea.

On August 30, 2015, the Egyptian High Elections Commission (HEC) announced the schedule for the new parliamentary elections. Beginning in mid-October, Egypt will hold a series of votes for the country's House

of Representatives over a several-week period. Parliamentary elections have been a pillar of the post-Morsi roadmap promised by President Sisi, along with passing a new constitution and holding presidential elections. These elections will be a critical step to demonstrate the Sisi government's effectiveness, and will be an event watched closely by foreign governments, security analysts, and private-sector organizations with operations or interests in Egypt. There will be 350 main polling stations across the country, and an estimated 30,000 auxiliary stations; more than 11,000 of those will be schools. Voting will take place from 9am to 9pm, although in some cases hours may be extended in order to reach the maximum number of voters possible. Voting will be phased out between governorates. The first phase will see voting in 14 governorates (Giza, Fayoum, Beni Suef, Minya, Asyut, New Valley, Sohag, Qena, Luxor, Aswan, Red Sea, Alexandria, Beheira, and Matruh) during the period September 29 to October 29, 2015. The second phase will see voting in the remaining 13 governorates (Cairo, Qalyubia, Dakahlia, Monufia, Gharbia, Kafr el-Sheikh, Sharqia, Damietta, Port Said, Ismailia, Suez, North Sinai, and South Sinai) during the period November 2 to December 3, 2015.

On September 19, 2015, a new Cabinet was sworn in, led by Prime Minister Sherif Ismail. In the letter of appointment of the new Cabinet it stressed the need to complete the democratic structure of the Egyptian state; improve the people's living standard and social justice; pay interest for the first categories of care; increase the efficiency of the government's work; achieve greater transparency and integrity; preservation of Egypt's national security; and promote the leading role of Egypt at the Arab, African and international levels. The new Cabinet includes 33 ministers, of which 16 new ministers and 17 ministers from the previous Cabinet.

II. CADRE Program Strategy

CADRE intends to lend ongoing support to Egypt's historically vibrant civil society sector. In Upper Egypt, Lower Egypt, and Greater Cairo, CADRE's primary objective is to support Egypt's ongoing political transition through technical assistance, organizational capacity development, and grant making opportunities for CSOs that are working to raise public awareness around upcoming electoral events through voter and civic education; to promote inclusive dialogue that elevates the role of women and youth, the protection of minority rights, and religious tolerance; to combat gender-based violence; and to promote human rights and transitional justice.

The key "theory of change" behind this primary objective is that if CADRE strengthens Egyptian civil society leaders, organizations, their members and networks while improving the enabling environment for civil society actors, then Egyptian citizens will more actively participate in and influence the ongoing political process.

Building on this theory of change, its underlying assumptions, and to better link the program's components to its primary objective, CADRE has developed three sub-objectives to capture the program's theory of change. These include:

(1) **Strengthened Egyptian Civil Society Organizations and Networks:** Under this objective, CADRE intends to assist approximately 220 civil society organizations increase their capacity, 70% of which will increase their overall organizational capacity, 35% (or 75 organizations) will demonstrate improved financial accounting practices, and 50% will demonstrate an increased capacity in advocacy. In addition, target Civil Society Support Organizations (CSSCs) and their target CSOs will increase the representation of women and youth on their boards of directors, increasing their decision-making authority in their communities and their

overall civic participation. Target organizations will receive grants that include institutional support and also enable organizations to apply their learning (gained via training, technical assistance, and mentoring) in their work. In addition, the program will create and strengthen networks among target organizations to encourage collaboration and a further resilience in the civil society sector. This objective will be achieved through the program's 4 Components outlined below.

(2) **Improved Civil Society Enabling Environment.** A restrictive legal environment can negatively impact the ability of civil society to meet its objectives or positively and constructively influence government decision-making. As a result, the second sub-objective focuses on improving the enabling environment for civil society actors by:

- a. Providing technical assistance to government officials, CSO leaders, and other stakeholders to inform the drafting of laws and policies to establish an enabling legal and regulatory framework for civil society;
- b. Advocacy support to CSOs to facilitate campaigns for more enabling constitutional provisions, laws, and regulations governing civil society;
- c. Implementation assistance to government officials and CSOs to support the fair, effective, and enabling implementation of a new CSO legal framework; and
- d. Capacity building technical support to strengthen the ability of CSOs in Egypt to benefit from, and comply with, a new CSO legal framework, including compliance with standards of good governance. As a result of these investments, at least 5 public policies will be introduced, adopted, repealed, changed, or implemented with citizen input supported under the program. This objective will be achieved via Components 2 and 4 as outlined below.

(3) **Increased Civic Participation of Egyptian Citizens, particularly women.** Stronger organizations will be better able to engage local constituents, improve their civic participation programming, and engage with the government directly about issues of concern, including the enabling environment discussed under objective 2. While this objective focuses on the civic participation of all, it is particularly focused on increasing women's civic participation and will support at least 15 activities designed to promote or strengthen the civic participation of women while also improving women's advocacy skills and networks to influence gender-related policies. In addition, in their grant implementation, CSO grantees will provide voter and civic education activities and increase civic participation among all segments of society, particularly women and youth. This objective will be achieved via Components 2, 3, and 4 as outlined below.

While not necessarily explicit in the theory of change, gender sensitivity is a primary strategy of the program. Gender considerations will be integrated into the practices, programs and policy advocacy of our partner organizations, at least 25% of the targeted CSOs will focus on issues of concern to women, and the program will work to involve men and boys in support of women's issues and greater inclusion in society.

To help this program vision become a reality, CADRE will focus on four, inter-related program components:

Component 1: Capacity Building for Egyptian Civil Society Organizations

Component 2: Support to Improve the Civil Society Enabling Environment

Component 3: Women's Empowerment in Political Processes

Component 4: Grant-making targeting women, youth and marginalized groups in support of Components 1-3

III. Accomplishments

Overview:

On March 31, 2015, CPI submitted to USAID a Partial Suspension Plan for its current CADRE operations as well as partner operations during this interim period until CPI registration is received. On April 15, 2015, CPI received USAID concurrence to its partial suspension plan and quickly notified all implementing partners with timelines to wind down any of their operations and placing restrictions on allowability of their expenses during the partial suspension of their sub-awards. Currently CPI and MSI have one point-person supporting any administrative activities but mainly focused on advocating on behalf of the program on registration related actions.

Furthermore, implementing partner's IFES and ICNL have stopped all work as of April 10, 2015 due to partial suspension and will resume work under their sub-awards once CPI registration is received. On June 17, 2015, CPI additionally requested for an extension of CADRE's partial suspension through October 31, 2015 in order to remain compliant under Egyptian registration laws to remain present with a field office and office representative in order to receive its registration. CPI further requested an extension of the partial suspension through January 31, 2016.

Follow-up actions for CPI Registration:

A letter from MOSS' Technical Trust for the Coordination Committee for Non-Governmental Organizations Affairs was issued on July 13, 2015, and received by CPI on July 21, 2015. MOSS informed CPI that its registration in Egypt is denied and therefore, CPI is not allowed to perform any specific activities in Egypt.

CPI's ACOP called Councilor Nermin Affifi of MOFA who explained that the Coordination Committee for Non-Governmental Organizations Affairs represents the GOE as to the decisions regarding approval/disapproval of registration of INGOs in Egypt.

ACOP also met with the Head of the Technical Trust to inquire about the reasons behind denying CPI registration in Egypt. He indicated that the Technical Trust was instructed to pass the decision of the Coordination Committee to the respected INGO and therefore the reasons behind rejecting CPI request for registration are not available to the Technical Trust. He also stated that the mandate of the Coordination Committee, headed by MOSS Minister, is to study each request for registration in line with how the proposed activities would support the needs of the society and the Egyptian citizens. He further explained that if the coordination committee felt that the new proposed activities are being provided through other projects or such activities are not currently needed, then the Committee doesn't approve the proposed activities and hence the registration of the respected INGO. Based on the fact that: (1) CPI submitted the application for registration to MOFA and CPI was not given the opportunity to discuss the project in details with the Coordination Committee; (2) neither the application documents, nor the description of the CADRE program that was provided to MOFA, had sufficient details of how CADRE program will benefit the Egyptian Society and the Egyptian Citizen; (3) Approximately 50% of the CADRE program will be provided to support Egyptian NGOs in the form of grants which will ultimately benefit the Egyptian Citizens. The Head of the Technical Trust advised that the NGO law gives the right to NGOs to appeal the decision of the Coordination Committee. He recommended that CPI submit an appeal in response to the letter that he sent with a copy to MOFA (Councilor Nermin Affifi). He also suggested that CPI's appeal should emphasize the following points:

1. CPI is keen to work in Egypt with the Egyptian Government and the Egyptian Civil Society to support the needs of the civil society and the Egyptian Citizen.
2. CPI will consider revising any activity that conflicts with the needs of the society.
3. CPI provide the Coordination Committee with explanation of how the proposed activities would support the needs of the society and how those activities fits with the mandates of the Egyptian Governments (Egyptian Constitution).
4. CPI could mention in the appeal to the need to meet with MOSS and the Committee to explain the project in more details, and to discuss in person with MOSS and the Committee their views.

After consultation with USAID, CPI submitted on September 6, 2015, an appeal document to the Coordination Committee requesting that the Committee reconsiders its decision regarding CPI registration and provided detailed explanation of how CADRE would help contribute to the Egyptian Government's efforts to achieve its priorities as stipulated by the Egyptian Constitution. In addition, CPI submitted a request to meet with MOSS' Minister to explain the project in more detail and to discuss in person the views of MOSS and the Coordination Committee.

On September 8, 2015, the MOSS' Minister Office responded to the request to meet with the Minister and indicated that the decision regarding CPI registration "has been taken by a multi-sectorial committee that looks at all the themes and geographic distribution of all the interventions proposed or implemented by the international and national donors or execution agencies in Egypt to coordinate among them in an attempt to avoid repeating the same activities. The Committee sees that the interventions that Counterpart proposing are already covered and handled effectively by many other organizations in Egypt." the Minister' Office further offered, in case CPI still want to meet with the Ministry team, to fix a meeting between CPI representative in Egypt and Dr. Issam El Adawi NGOs Advisor to the Minister of Social Solidarity, who oversees the international organizations in Egypt.

IV. Challenges

- In its response regarding the Appeal letter and CPI request for a meeting with the Minister, MOSS indicated that duplication of activities is the reason for rejecting CPI registration request. Neither the Minister nor the Coordination Committee allowed CPI the opportunity to explain how CADRE's activities differ from other existing implemented programs.

V. Planned Activities for Next Quarter

HQ/Field Office and Staff:

CPI will retain the services of the ACOP (hired as a local consultant) to act as CPI's registration and local point-person through January 31, 2016 on the CADRE program. He will serve as focal point for all advisory and facilitation work related to CPI's registration and communications with USAID.

CPI HQ-staff will limit time on CADRE to that required to communicate between parties (field consultant, USAID, implementing partners, and Government of Egypt) or actively pursue registration procedures, until the registration is complete.

With regards to the local office, CPI has retained its current lease agreement and inventory, so that CPI meets all registration requirements under Egyptian law, and to allow, upon completion of registration, the authorized activities to be launched quickly and with minimal costs.

Implementing Partners:

CPI has informed the programs implementing partners regarding its partial suspension and CPI will not undertake any activities until receipt of the registration. Below is a summary of partner actions moving forward:

1. MSI has reduced its staff to one point-person in the field supporting any administrative actions for CADRE purposes through January 31, 2016, and sub-lease cost of two rooms within CPI office.

All work under Component One (CSO Capacity Building) has been placed on hold until CPI receives its registration.

2. ICNL has no active staff or ongoing work on CADRE. All work under Component Two (Improved Civil Society Enabling Environment) has been suspended until CPI registration is received.
3. IFES has no active staff or ongoing work on CADRE. All work under Component Three (Women's Empowerment in Political Process) has been suspended/on hold until CPI registration is received.

Upon receiving official registration and work permit, CPI will submit a revised timeline to return CADRE to full operation.