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# PRE START-UP PERFORMANCE REPORT

January 1997

PREPARED BY: AOJS

Administration of Justice Support  
Contract 263-0243-00-C-5134-00

AMIDEAST

National Center for State Courts & Systems Research Egypt

January 12, 1997

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Mr. Asr Toson  
Legal Development Specialist  
Office of Institutional Development Support/USAID  
Cairo Center Bldg., 106 Kasr El Aini St.  
Cairo, Egypt

Dear Asr:

In accordance with Section F.4.b of our Contract, we hereby submit to you Quarterly Progress Reports for the period that has elapsed since March 1, 1996. As per our verbal agreement last week, I have collapsed the period from March 1 through August 31, 1996 into one report, essentially representing the project's pre-implementation phase, and entitled, "Pre-startup Performance Report." The 4th Quarter report, covers the first actual implementation period, from October 1 through December 31, 1996. Enclosed please find five copies each report.

If you have any comments on the report format or otherwise, please feel free to contact me or Janie Abdul Aziz.

Sincerely,



Judge Ronald Taylor  
Chief of Party

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attachment

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PRE-STARTUP PERFORMANCE REPORT  
AMIDEAST  
AOJS PROJECT  
(Contract No. 263-0243-C-00-5134-00)

SEVEN-MONTH PERIOD BEFORE START OF PROJECT (Mar. 1 -- Sept. 30, 1996)

1. BACKGROUND

The AOJS project is a joint enterprise between USAID and the Ministry of Justice, GOE. It is an effort to provide an improved civil legal system in Egypt by achieving two principal results: first; improved efficiency in two pilot court systems, and second; the improvement of judges' knowledge and application of Egyptian civil law. The results are to be reached through four principal objectives:

1. Demonstration of administrative procedures, both manual and automated in pilot courts
2. Assistance to the National Center for Judicial Studies in both administration and curriculum
3. Demonstration of Judicial access to national databases from in-home computers
4. Technical assistance to MOJ regarding regulatory reform to enhance project success

The end result should be both administrative and substantive improvements in the courts themselves and also in the National Center for Judicial Studies, the judicial educational body of the MOJ.

The project is organized around seven specific tasks which together are designed to achieve the principal goals. These tasks are:

1. Establishment of Project Office
2. Constituency Building
3. Strengthening NCJS research and Administration
4. Training courses for new and experienced judges
5. Automation and procedural reform in Pilot Courts
6. Home-based personal computers
7. Regulatory reform

Each of these tasks has been coordinated into the overall project design as a compatible phased-in part of the life of the project. In turn, the life of the project is broken down into yearly work plans, the first of which began on October 1, 1996.

The execution of these tasks is the responsibility of a team which consists of three working groups: 1) Court Administration; 2) Automation; 3) Judicial Education. Each of these groups is directed by a team consisting of both US expatriate and Egyptian experts.

This project resulted from an initial request by MOJ for assistance in automation of court operations and ultimately grew to encompass various court administrative improvements. The contract contemplates a five-year work effort commencing March 1, 1996, although the majority of the work did not commence until approximately October 1, the date of commencement of the first-year workplan. It should also be noted that early in the project circumstances dictated the replacement of one of the key team members which caused a significant reduction in available work effort in the area of court administration particularly initial progress in connection with Task 5. The budgeted cost of the five year duration of the project is \$17,300,000 USD.

## CONTRACTOR'S REPORT

### PRE-STARTUP PERIOD (MARCH 1 -- SEPTEMBER 30, 1996)

As is well-known to the parties involved, the startup of the AOJS project was significantly delayed beyond the effective contract date of March 1, 1996. This delay was primarily occasioned by the recruiting process which did not reach fruition with the deployment of key expatriate personnel until late summer. The first of these American court experts ultimately arrived in Cairo in late July, with the last, the Chief of Party, arriving on September 8. As a result, the actual substantive work of the project could not proceed until that time.

Recognizing this delay, it was agreed-to by all parties concerned (USAID, MOJ and AOJS staff) that the official starting point for project work effort and the commencement date of the First Annual Workplan would be October 1, 1996. Thereafter, the team developed, wrote and presented it's workplan against that schedule.

Notwithstanding the lack of key personnel and the existence of a specific workplan during the seven months between contract date and official startup a number of activities did take place. These activities were as follows:

#### PROJECT OFFICE

Work commenced in late March on the selection, acquisition and preparation of the project office. After investigating several sites, what became the project offices, the tenth floor of the Citibank Building in Garden City, Cairo, was selected. This provided a suite of eight offices plus common facilities which were designed in a manner to accommodate the AOJS "team" approach. Each of the project teams: Court Administration; Automation and Judicial Education, are housed in offices which accommodate both key team members for maximum professional contact. These team offices are serviced by the Office Manager, Accountant and Chief of Party from separate offices as well as staff from a central area. An office is also provided for the use of the Ministry of Justice liaison officer, as well as a large conference room. This office suite was extensively remodeled and fully equipped for occupancy, which ultimately took place September 1, 1996. During this period, the following activities occurred: survey of existing office locations; selection of appropriate location; negotiation of office lease and signing of contract; development of premises specifications; solicitation and negotiation of site preparation contract; oversight of renovations.

#### EQUIPMENT PROCUREMENT

With renovation of the selected office suite underway the next order of business was to determine office equipment needs and initiate procurement. This was accomplished during the July period. Such items as telephone systems, photocopy and fax machines, office furniture and computer equipment (see below) were specified, ordered, delivered and installed. Authorization was sought and obtained from USAID for local cost financing and procurement, exemptions from sales tax assessment were secured from the Ministry of Finance and all appropriate AID procurement procedures followed. The result was the establishment of a fully operational and functioning office in place prior to arrival of the expatriate experts and other staff. This successful enterprise is primarily due to the extraordinary efforts and dedication of the Office Manager, Ms Janie Abdul-Aziz for whom the AOJS project owes a significant debt of gratitude.

#### COMPUTER EQUIPMENT

Due to the nature of the work to be done by the AOJS project staff, the availability of reliable and up-to-date computer equipment is required. With that in mind, the contract and the technical proposal contemplate the acquisition of sophisticated equipment and office systems to facilitate the work of the project. Unfortunately, the procurement process was also delayed due to the late start of project activities. The result is that as this report is written in early January, while all necessary

procurement activities have been completed the necessary equipment has not yet been acquired. It is expected that this phase of office establishment will be completed during the first quarter of 1997.

In the interim period, computer equipment has been leased to allow staff to begin the work of the project. Although this has been helpful and has allowed the work of the project to proceed, the lack of communications systems within the office and outside and a significant recurring problem of downtime due to malfunctions has caused delay and confusion at times. It is hoped that with the addition of project-owned equipment set up to the specifications called for in the office design, these problems will end and efficiency will increase.

## STAFFING

With the beginning of the arrival of expatriate personnel in August, the pressure on local support staff increased markedly. A number of logistical matters had to be accomplished prior to their arrival including temporary and later permanent accommodations, transportation, orientation travel clearances, certification letters for a variety of purposes, residency and work permits and shipping and delivery of personal belongings and vehicles. In addition, it was necessary to develop orientation materials for the use of expatriates and their families upon arrival. Also, for those bringing children, arrangements had to be made for enrollment in school and all the necessary certifications, medical evaluations and payments arranged for. Finally, these families had to be met upon arrival, given escort to temporary housing and oriented to the city and culture.

In addition to key expatriate personnel, other activities were taking place regarding local administrative staff positions including the development of job descriptions, the creation of a local staff compensation plan, publishing of employment announcements, interviewing and hiring of key local staff including Project Accountant, Translator/Interpreter, Senior and second Administrative Assistants and other lower-level staff. Ultimately employment contracts were also prepared for these staff members.

## OFFICE SYSTEMS

The final necessity in the establishment of a working office for the project was the creation of office policies and procedures, an effort which continues as this report is written. Among those created in the pre-startup period were: internal and external office communications procedures; filing and documentation requirements; financial monitoring, accounting and reporting; procurement; in-country travel policy and work assignment procedure. These were all accomplished on-time for the beginning of actual staff work effort and were ready for operation as of October 1, 1996.

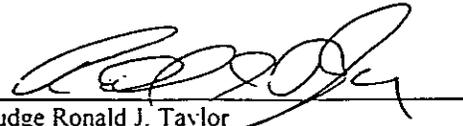
## CONSTITUENCY AND TEAM-BUILDING

One of the goals of the AOJS project revolves around the relationship of the principal partners in the project. These are USAID, MOJ, AMIDEAST, AOJS and its subcontractors, SRE and TranCentury Associates. In order to bring these players together and begin the process of unifying the goals and objectives of each of them in connection with the AOJS project, it was determined that a serious team-building effort should be undertaken. For that purpose Uniglobe Technologies, Inc. was retained to prepare and conduct a workshop bringing together all the key participants in the project for a three-day period. This workshop, under the able leadership of Mrs. Nadia Haridi of UTI, was an unqualified success which virtually complete attendance, including the top leadership of the Ministry of Justice, USAID and AMIDEAST. The result was a very high degree of agreement between all of the partners in the enterprise as to goals and objectives and, more importantly, a very strong beginning of those relationships which are essential to the long-term success of the project. One of the very important results of the workshop was the establishment of a regular schedule of meetings between the project Chief of Party and the Ministry officials to seek guidance and to keep the Ministry informed of progress. This schedule has since been strenuously maintained and has resulted in the continuation and growth of the strong relationship between project staff and the MOJ officials.

Dated:

Jan 12, 1997

Judge Ronald J. Taylor  
Chief of Party



**ADMINISTRATIVE INFORMATION**

**PROJECT OFFICER'S COMMENTS**

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Asr Tosen, Project Officer

Date

**CONTRACT OFFICER'S COMMENTS**

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Phillip Tresch, Contract Officer

Date

QUARTERLY PERFORMANCE REPORT  
AMIDEAST  
AOJS PROJECT  
(Contract No. 263-0243-C-00-5134-00)

FOURTH QUARTER, 1996 (Oct. 1 - Dec. 31)

**I. BACKGROUND**

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The execution of these tasks is the responsibility of a team which consists of three working groups: 1) Court Administration; 2) Automation; 3) Judicial Education. Each of these groups is directed by a team consisting of both US expatriate and Egyptian experts.

This project resulted from an initial request by MOJ for assistance in automation of court operations and ultimately grew to encompass various court administrative improvements. The contract contemplates a five-year work effort commencing March 1, 1996, although the majority of the work did not commence until approximately October 1, the date of commencement of the first-year workplan. It should also be noted that early in the project circumstances dictated the replacement of one of the key team members which caused a significant reduction in available work effort in the area of court administration particularly initial progress in connection with Task 5. The budgeted cost of the five year duration of the project is \$17,300,000 USD.

## CONTRACTOR'S REPORT

### I. CURRENT PROGRESS

During the fourth quarter of 1996 the project began the planning/implementation stage with the deployment of expatriate personnel, completion of phase I of office establishment and staff hiring, development of relationships between cooperating agencies and constituency building. Specifically, the various task activities were as follows:

#### I.A TASK 1. Establishment of Project Office

Completion of the physical facility which was largely accomplished during the pre-workplan startup period (see pre-startup report) continued with various refinements including permanent computer equipment acquisition activities, communications setup, integration of new staff and establishment of accounting mechanisms. During the period all but one of the permanent staff was hired and trained and related physical facilities provided. In addition, an outside consultant was brought in to prepare software accounting applications and to provide training to the in-house accountant.

Unfortunately, as of the end of the quarter, two major sub-contracts remain unsigned.

Systems Research Egypt, which will provide the Egyptian half of the Automation Team and will supply consulting personnel for software development and implementation still has not reached agreement with the project in regard to contract terms. Difficulty in providing necessary personnel and other data to both the principal contractor and USAID has resulted in significant delay in reaching contract agreement. In addition, agreement is still outstanding in regard to work done in the pre-startup period by the principal of SRE as a private consultant. It is anticipated that this contract will be approved and finally signed in the early part of the next quarter.

Likewise, a final contract for procurement services remains outstanding with Transcentury Associates, another Egyptian firm which was involved in the original project design. This contract has been written and approved by AMIDEAST HQ and the necessary final paperwork is in the process of delivery to USAID for approval. It is also expected that this contract will be executed early in 1997.

Finally, the major remaining component in task 1 is the procurement of equipment, namely project vehicles and permanent computer equipment and software. These are currently on order with delivery projected through the Spring.

#### I.B TASK 2 Constituency building

The primary components of this task were completed during this quarter. These are: Establishment of permanent and close relationships with the MOJ and hosting a study tour of top officials to expose them to innovative and important developments in court administration, automation and judicial education in the US.

As a direct result of the pre-project commencement team-building workshop (see pre-startup report) regular and systematic contact was established between the project and the MOJ. This took the form of the appointment of a project coordinator by the MOJ, the establishment of an office within the project facilities for the exclusive use of the MOJ coordinator and the development of regularly scheduled and conducted formal meetings between the COP and the top officials of the MOJ, hosted by the Ministry project counterpart, the First Deputy to the Minister of Justice. The result of these connections is very close coordination between the needs of the Ministry and the operations of the project team. As a result of this consultative process, various modifications to the initial project design were agreed to and incorporated into the project workplan. In addition consensus was achieved as to priorities and level of effort in various sectors of the project, specifically the Pilot Courts and the NCJS.

During this quarter final planning, logistical preparation, orientation and carrying out of the first projected constituency-building trip to the US took place. A team of five top MOJ officials, led by the project COP, visited the country for two weeks in early December, observing a number of sites and activities related to court development including the National Center for State Courts, the District of Columbia Superior Court, the JERRITT project, the National Judicial College and the California Judicial Institute. This trip not only forged the basis for additional constituency-building activities to take place in Egypt during the balance of the project year, but further cemented relationships between the project and the Ministry. This trip will be followed by a debriefing workshop and two forums for selected Egyptian judges to be hosted by the visitors during the first quarter of 1997.

#### I.C TASK 3. Strengthen NCJS research and administrative capacity

This task, which is long-term, has its major year-one work effort scheduled for the later months of the year. During this quarter, the primary focus was on completing a survey of the various functions of staff at the Center and of the administrative systems, all of which are manual. This survey has encompassed not only a review of the existing systems, but also a thorough review of automation needs and opportunities. Staff members, of SRE, the Egyptian software development sub-contractor have been assigned to the Center for substantial amounts of time and have produced a formal report detailing automation needs. These surveys have clearly demonstrated a need for significant organizational effort at the Center. The lack of generally accepted management practices and routine administrative procedures is a severe hindrance to moving forward with the Center's mission of quality education for the judiciary. Without administrative control of course content, teaching methodology, faculty and participant selection and many other similar needs, the business of providing meaningful professionally acceptable course material is hampered. Thus, the goal of Task 3 for the balance of the first year and for the life of the project is to greatly improve administrative control over all aspects of the business of the Center.

#### I.D TASK 4. Develop training courses for new judges

As in Task 3, the major emphasis under this task during this quarter has been the development of a needs assessment mechanism to analyze what will be necessary in the development of new curriculum and teaching methodology. In connection with this assessment, project staff will be assisting the Center staff in the development and presentation of several new programs during this project year including a Faculty Development program designed to raise the level of instruction at the center by bringing to the faculty the latest in teaching technology and technique. In addition, it is contemplated that the project will be directly involved in the development and implementation of a program built around the new Commercial Code, which is in the process of implementation through the Peoples Assembly and the MOJ.

#### I.E TASK 5. Automation and streamlining of procedures at Pilot Courts

In preparation for implementation of this task, a number of surveys and inquiries have been undertaken during this quarter. First, a significant amount of time has been spent by SRE staff at the Judicial Information Center to begin the process of determining the extent to which JIC will participate in the planning and execution of automated systems in the Pilot Courts and ultimately be responsible for ongoing support after project completion. Second, statistical record review and data gathering has been done by project staff in order to provide baseline data against which to measure project progress and also to analyze case management systems now in place for purposes of future planning for change. Finally, considerable advance planning has been done in connection with a needs determination as to the need for and pace of, automation in the Pilot Courts. By agreement with the MOJ, during the second quarter of the project two five-year Strategic Plans will be produced in regard to the Pilot Courts, one in connection with automation needs and one covering non-automated manual re-engineering. These plans will be the result of consultative efforts between project staff and the leadership at the MOJ. A three-day workshop is planned for late January to begin this consultative effort. Ultimately, it is anticipated that the resulting Strategic Plans will match realistic project goals

and activities with the realistic needs of the MOJ and will direct the development of the workplans for years two through five in the Pilot Court project.

#### 1.F TASK 6. Home-based personal computers for Judges

By agreement between project staff and MOJ, this task is to be accomplished in later years of the life of the project. Technological needs as well as MOJ priorities dictate a later time-frame for this aspect of the project. Accordingly the entire first-year activities in this area are largely consumed by advance survey and planning in regard to needs and abilities of existing systems to participate in this aspect of the project. Later in the first project year an alternative analysis will be conducted to determine which of various possible information sources will be utilized in providing access to national legal databases to judges as part of the development of this task. This determination will require a consultative process between the project, the MOJ and the JIC, among others. It will also require a re-evaluation of additional costs associated with this task which to date have not been anticipated in the project budget.

#### 1.G TASK 7. Regulatory reform

With the exception of the naming of members of the Task Force by the MOJ and some initial research among the team to identify various regulatory obstacles to the goals of the project, no activity was conducted under this task during this quarter. Per the adopted workplan, substantive activities in this area, including the establishment of regular meetings of the Task Force, will commence with the first quarter of 1997

#### 1.H Workplan Development

During the quarter, the team developed, wrote and presented it's first-year workplan which will carry the project forward during the period of October 1, 1996 through September 30, 1997. This plan development was carried out under self-imposed deadlines requiring that a first and second draft be prepared and presented to the MOJ and AID by October 17 and November 24, respectively. Both of these submissions were made on time and comments from both agencies were received and incorporated into later versions. The official USAID deadline for submission of the final plan was January 2, 1997. Anticipating this deadline, the team presented the final draft to the MOJ on December 24, 1996 and to USAID on December 26, 1996. Both agencies have now accepted the final plan as written.

#### 1.J Current Subcontracts

As above indicated, no subcontracts for services have yet been approved and executed. These are both expected in early 1997.

### 3. PERFORMANCE

#### 3.1 Actual vs. Planned Activities

Since the project workplan was developed during this period, planned activities were relatively few. It is anticipated that full implementation of the workplan will take place beginning with the first quarter of 1997 and thus that a significant number of developments will be noted with the presentation of the next quarterly report. Notwithstanding that the early activities are preliminary to the commencement of major implementation, they are extremely important and will form a firm foundation for work to come.

All of the projected activities during this period were accomplished as planned and on time. They include: workplan development and submission; conclusion of start-up activities in regard to the project office; constituency-building activities including the establishment of a very close working relationship between the project and the MOJ and the visit by senior officials to the US; the beginning of surveys of activities, systems and needs in both the NCJS and the Pilot Courts; the beginning of a complete systems survey at the NIC leading to the development of the Home Computer project; the naming of members and preliminary survey of law in connection with the Regulatory Reform Task Force and the gathering of significant amounts of data preliminary to establishing baselines for project performance.

Activities planned for the second quarter of project activity include; final office equipment procurement; completion of constituency-building activities which have resulted from the US visit; Strategic plan development, staff skills assessment and curriculum development at NCJS; conduct of workshops and beginning of development of strategic plans for automated and manual systems at the Pilot Courts; verification and independent data-gathering activities by project team members and the inauguration of formal proceedings in connection with the Regulatory Reform Task Force.

### 3.2 Project Monitoring & Evaluation Data

As earlier indicated, a substantial amount of data has been accumulated to date by project staff. The majority of this data has been provided by the MOJ through their data acquisition mechanisms and not by virtue of project activity. Accordingly the project cannot take responsibility at this time for the accuracy and completeness of this information. It is anticipated that this information will, however, provide some early baseline data of sufficient accuracy for early planning purposes. It is the intention of the project to initiate its own data-acquisition activities during the second project quarter and thus all data provided during the first quarter is subject to revision, amplification and correction. With regard to some planned project activities there simply is no pre-existing history and therefore the baseline in those areas will be zero and progress will be demonstrated by virtue of creating systems and activities where none existed before.

### 3. RECOMMENDATIONS

In view of the early stages of the project it would be premature to engage in significant recommendations as a part of these first-quarter report.

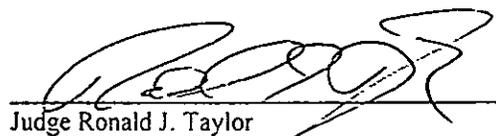
## ADMINISTRATIVE INFORMATION

### 1. LEVEL OF EFFORT - TRAINING/TECHNICAL ASSISTANCE (Planned vs. Actual)

Data to be furnished by AMIDEAST - Washington Headquarters. Not available at print date.

Date:

Jan 12, 1978

  
Judge Ronald J. Taylor  
Chief of Party

PROJECT OFFICER'S COMMENTS

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Asr Tosen, Project Officer

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Date

CONTRACT OFFICER'S COMMENTS

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Phillip Tresch, Contract Officer

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Date