

# USAID

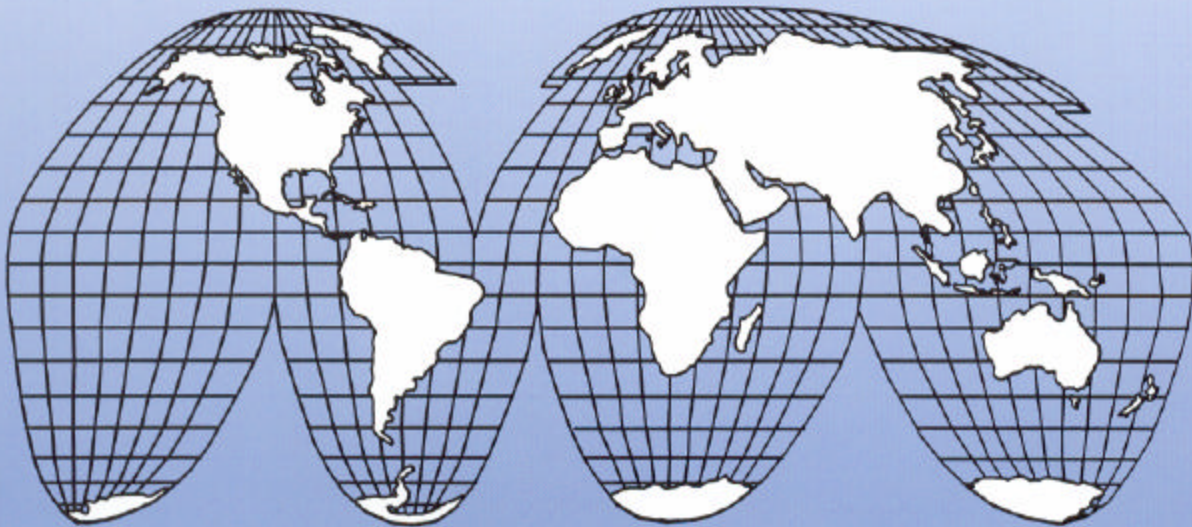
## OFFICE OF INSPECTOR GENERAL

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### **Audit of USAID-Financed Democracy and Governance Activities in Egypt**

**Audit Report No. 6-263-04-006-P**

**July 12, 2004**



**Cairo, Egypt**

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July 12, 2004

## MEMORANDUM

**FOR:** Director, USAID/Egypt, Kenneth C. Ellis

**FROM:** Acting Regional Inspector General/Cairo, Lloyd J. Miller /s/

**SUBJECT:** Audit of USAID-Financed Democracy and Governance Activities in Egypt (Report No. 6-263-04-006-P)

This memorandum transmits our final report on the subject audit. We considered your comments to the draft report and have included them in their entirety as Appendix II.

The report contains two recommendations to improve the accuracy of performance data in the Mission's Annual Report and one recommendation to correct inaccurate performance results from fiscal year 2002. Based on your comments to the draft report, we consider management decisions to have been made on all three recommendations and final action on Recommendation No. 1 and Recommendations No. 3. USAID/Egypt should coordinate final action on Recommendation No. 2 with USAID's Office of Management Planning and Innovation (M/MPI).

I appreciate the cooperation and courtesy extended to my staff during the audit.

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## Summary of Results

The Regional Inspector General/Cairo performed this audit to (1) determine the status of USAID-financed democracy and governance activities in Egypt and (2) determine if the activities had progressed towards their intended results. (See page 6.)

In regard to the status of the activities, the following summarizes the status of the Mission's four democracy and governance activities as of September 30, 2003:

1. Administration of Justice Support Project - The Ministry of Justice had accepted USAID's model court system, but the average case processing time for civil cases was 17.5 months versus a planned target of 15 months.
2. Non-Governmental Organization Service Center Project - All 35 targeted non-governmental organizations receiving large grants had increased their organizational capacity by a targeted percentage, however, several milestones related to the establishment of the Service Center had not yet been met, including the legal registration of the Service Center as an Egyptian institution.
3. Collaboration for Community-Level Services Project - The Project had relatively succeeded in one community and had achieved some successes in three other pilot communities. However, it had not succeeded in producing a model that could be replicated in other communities.
4. Participating Agency Service Agreement with the Department of State - The U.S. Embassy in Cairo had issued \$435,000 in grants during fiscal year 2003. Reasons for each grant varied. (See pages 7 and 8.)

In regard to progress towards intended results, USAID/Egypt's democracy and governance activities had mixed success. In fiscal year 2002, these activities did not meet four of five performance targets. In fiscal year 2003, the activities performed better by meeting or exceeding three of six performance targets. (See page 9.)

USAID/Egypt reported accurate results, except for some reporting errors in the Mission's Annual Report and performance management plan for fiscal year 2002. To address these errors, we recommended that the Mission (1) establish a procedure to confirm that results included in the Mission's Annual Report have had data quality assessments at least once every three years, and (2) require strategic objective team leaders to attest that they have verified annual results reported in performance management plans. We also recommended that the Mission revise its performance management plan to correct the errors identified in this report. (See pages 9 through 13.)

USAID/Egypt issued Mission Order No. 203-1 to address Recommendation No. 1 and Recommendation No. 2 and revised the performance management plan to address Recommendation No. 3.

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## **Background**

Democracy programs impact all the main areas of the development agenda, such as poverty alleviation, private-sector led growth, and the delivery of basic human services through governmental organizations. The objectives of USAID's democracy activities include: 1) strengthening the rule of law and human rights, 2) promoting more genuine and competitive political processes, 3) increasing the development of a politically active civil society, and 4) encouraging more transparent and accountable government institutions.

USAID/Egypt's democracy and governance activities have supported objectives 1, 3, and 4 above. The activities included improvements in the administration of justice (objective 1), a stronger role for civil society (objective 3), and participatory models of service delivery to promote decentralization efforts (objective 4). USAID/Egypt implemented these activities through four projects during fiscal years 2002 and 2003:

- Administration of Justice Support
- Non-Governmental Organization Service Center
- Collaboration for Community-Level Services
- Interagency agreement with the Department of State

As of September 30, 2003, the total value of the Mission's active democracy and governance activities totaled \$56.6 million with cumulative expenditures of \$37.4 million.

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## **Audit Objectives**

As part of our fiscal year 2003 audit plan, our audit aimed to answer the following two questions:

- What is the status of USAID-financed democracy and governance activities in Egypt?
- Had USAID/Egypt's democracy and governance activities progressed towards their intended results?

Appendix I contains a discussion of the audit's scope and methodology.



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## Audit Findings

### What is the status of USAID-financed democracy and governance activities in Egypt?

USAID/Egypt's democracy and governance activities fall under Mission Strategic Objective No. 21 titled, "Egyptian Initiatives in Governance and Participation Strengthened." In support of this strategic objective, the Mission aimed to accomplish the following results: improve selected areas of administration of justice, improve the capacity of civil society organizations to participate in development, and increase stakeholder collaboration for community level services.

During fiscal years 2002 and 2003, USAID/Egypt had the following projects to achieve these results:

- Administration of Justice Support: This \$18.4 million project began in 1996 with a goal to modernize and automate commercial courts, and make the judicial system more efficient and transparent. Cumulative expenditures as of September 30, 2003, were \$17.6 million. The project is scheduled to end in June 2004.

USAID/Egypt aimed to (1) have a model court system tested and accepted for replication by the Ministry of Justice and (2) reduce the average number of months from case filing to case completion at two pilot courts. As of September 30, 2003, the Ministry had accepted the court system, but the average case processing time was 17.5 months versus a planned 15 months. Mission officials explained that the 15 month target was not met because the project had encouraged judges to close older cases and reduce a backlog of these cases. That is, the officials said that because the judges had closed a large number of older cases during the year, the average case processing time had not decreased to the extent that the Mission had planned.

- Non-Governmental Organization Service Center: This \$30.6 million project began in 2000 with a goal to assist non-governmental organizations to have more of a voice in Egypt's development decisions. Cumulative expenditures as of September 30, 2003, were \$15.5 million. The project is scheduled to end in May 2005.

Through training, technical assistance and grants, USAID/Egypt focused on improving the institutional capabilities of Egyptian non-governmental organizations; strengthening the networking and exchange of information between the organizations, the government, and the private sector; and leaving behind a sustainable non-governmental organization-support facility. As of September 30, 2003, all 35 targeted non-governmental organizations in receipt of large grants had increased their organizational

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capacity<sup>1</sup> by a targeted percentage, and 33 organizations (versus a planned 21) receiving small grants had completed a designed activity in public-private dialogue or a specified organizational improvement. However, as of September 30, 2003, several milestones related to the establishment of the Service Center had not yet been met, including the legal registration of the Service Center as an Egyptian institution. Mission and project officials planned to continue their efforts to work with Egyptian governmental officials to meet this milestone.

- Collaboration for Community-Level Services: This \$5.2 million project began in 2000 with a goal to produce a model for capturing citizen participation to improve service delivery in their communities. Cumulative expenditures as of September 30, 2003, were \$2.3 million. The project ended in February 2004.

To foster citizen participation and improved governance, the Mission implemented a small-scale, experimental effort to work in four pilot communities. As of September 30, 2003, the project had succeeded in one community, Dumyat, where furniture makers were acting collectively to articulate their needs to the local government, and had achieved some successes in the three other communities, where stakeholders from different groups had participated in meetings to address community needs. However, the project had not succeeded in producing a model that could be replicated in other communities. As a result, the Mission decided not to pursue the project's second phase and planned to deobligate unused project funds of approximately \$1.8 million.

- An interagency agreement with the Department of State: This \$2.4 million agreement with the Public Affairs Section of the U.S. Embassy in Cairo began in 1996 and supported public diplomacy. Specifically, the agreement provided support to the Embassy in the performance of citizen education activities to promote social and economic development in Egypt. Cumulative expenditures as of September 30, 2003, were \$2 million. The estimated completion date for the agreement is June 2004.

As of September 30, 2003, the U.S. Embassy awarded 24 grants totaling \$435,000. Specific purposes of the grants varied.

Appendix IV lists the Mission's fiscal year 2003 performance indicators and results for the above activities.

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<sup>1</sup> As measured by improvements to the organization's internal governance, general management, financial management, and advocacy abilities.

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## **Had USAID/Egypt's democracy and governance activities progressed towards their intended results?**

USAID/Egypt's democracy and governance activities had mixed success in progressing towards their intended results as measured by the Mission's six primary performance indicators.

In fiscal year 2002, USAID/Egypt met 1 of 5 democracy-related performance targets and fell short of 4 targets by more than 10 percent.<sup>2</sup> Hence, as shown in Appendix III, the Mission's democracy and governance activities did not achieve their intended results that year.

In fiscal year 2003, USAID/Egypt's democracy and governance activities performed better. The Mission exceeded 1 of 6 performance targets by 57 percent, met 2 targets, and fell short of 3 targets by more than 10 percent. Hence, as shown in Appendix IV, having met or exceeded 3 of 6 performance targets, the Mission's activities had achieved one-half of their intended results that year.

In addition to the above six indicators, the Mission measured success of its democracy and governance activities, in part, based on the number of completed effective actions in public-private dialogue, such as an awareness campaign. During 2003, non-governmental organizations well surpassed their target by completing 72 planned effective actions versus a target of 44.

In regard to the reporting of the above performance results, USAID/Egypt reported accurate results, except for some reporting errors in the Mission's Annual Report and performance management plan for fiscal year 2002. These issues are discussed below.

### **USAID/Egypt Needs To Strengthen Its Monitoring of Reported Results**

USAID policy requires that data quality assessments be performed at least every three years on data to be reported externally on USAID's performance. Contrary to this policy, USAID/Egypt reported some data that had not been verified in its 2003 Annual Report.<sup>3</sup> Consequently, in some cases the Mission's Annual Report and performance management plan contained inaccurate information on the Mission's democracy and governance activities. The inaccurate reporting occurred because (1) the Mission did not have controls to ensure that externally reported data contained in the Mission's Annual Report had received data quality assessments, and (2) controls over results reported in performance management plans were weak. These two issues are discussed below.

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<sup>2</sup> A sixth indicator did not have a target for fiscal year 2002.

<sup>3</sup> The 2003 Annual Report contained the performance results from fiscal year 2002.

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**Controls Over Data Quality Assessments** - USAID's Automated Directives System Chapter 203.3.5.2 states that data reported to USAID/Washington for reporting externally on USAID's performance must have had a data quality assessment within the three years before submission. It also says that the purpose of a data quality assessment is to ensure that the operating unit and strategic objective team are aware of the strengths and weaknesses of the data being reported and are aware of the extent to which the data can be trusted to influence management decisions. Chapter 203.3.5.1 adds that a data quality assessment involves applying five data quality standards to performance data: validity, integrity, precision, reliability, and timeliness.

Contrary to the above requirements, USAID/Egypt had not ensured that data quality assessments had been performed on results reported for the Mission's democracy and governance activities. Consequently, it reported the following inaccurate fiscal year 2002 results:

- The Ministry of Justice accepted the pilot court model for nationwide replication.
- A 50 percent reduction in case processing time occurred in the USAID-supported pilot courts.
- A total of 33 (versus a planned 21) effective advocacy actions/campaigns in public-private dialogue, such as awareness campaigns, conferences and petitions were carried out by large and small sub-grantees covering a wide range of areas such as women civil and legal rights, child labor, street children, and environmental awareness.

Regarding the Ministry of Justice's acceptance of the pilot court model, USAID/Egypt did not have evidence to support the Ministry of Justice's acceptance in fiscal year 2002. However, the Mission did have evidence of the Ministry's acceptance in fiscal year 2003.

Regarding the 50 percent reduction in case processing time, the methodology used to calculate the 1997 baseline average case processing time of 22.4 months was not comparable to the methodology used to calculate the average case processing time in years 1998 through 2003. Using the 1998 average case processing time of 12.8 months as a more reliable baseline amount, there had been a 46 percent increase in the average case processing time in fiscal year 2002. Table 1 below shows the percentage change in average case processing time for years 2000 through 2002.

**Table 1: Percentage Change in Average Case Processing Time**

<b>Year</b>	<b>Average Case Processing Time</b>	<b>Percentage Change from Baseline</b>
1998 (Revised Baseline)	12.8 months	----
2000	11.4 months	11 % decrease
2001	12.7 months	0.7 % decrease
2002	18.7 months	46% increase

Regarding the reported total of 33 effective advocacy actions/campaigns, USAID/Egypt had calculated the 33 effective actions by adding 7 actions completed by small grantees and 26 actions completed by large grantees. However, Non-Governmental Organization Service Center officials said that, although the indicator's performance monitoring plan said that the indicator was supposed to count both large and small grantees, the Center had established performance targets based only on effective actions planned for large grantees. Thus, only the 26 effective actions completed by large grantees should have been counted and reported against the planned target.

However, 10 of these 26 effective actions were unplanned actions (e.g., media coverage/newspaper article of a completed effective action) that had occurred. By including the 10 unplanned actions in its reported total, USAID/Egypt reported that it had surpassed its target. However, it would have been more accurate to state that although it had fallen short of its target (16 of 21 planned effective actions had been completed), the shortfall was offset by 10 unplanned actions that had occurred.

Data quality assessments had not been performed on the above fiscal year 2002 results because USAID/Egypt had not implemented controls to ensure that such assessments had been done. Had data quality assessments been performed on the above indicators, the errors likely would have been discovered and corrected.

**Controls Over Performance Management Plans** - Per Automated Directives System Chapter 200.6, a performance management plan is a tool used by strategic objective teams to plan and manage the process of assessing and reporting progress towards achieving a strategic objective. If the plan includes inaccurate results, strategic objective teams and other mission officials are at risk of making incorrect conclusions on the success of an activity.

To illustrate, Table 2 below shows two errors contained in the democracy and governance team's performance management plan for fiscal year 2002:

**Table 2: Unmet FY 2002 Performance Indicators**

<b>Performance Indicator</b>	<b>FY 2002 Result Per Performance Management Plan</b>	<b>FY 2002 Result Per Audit</b>
Strategic objective level indicator	Met	Not Met
Milestones in the establishment and functioning of the Non-Governmental Organization Service Center (the Center): <ul style="list-style-type: none"> <li>• Milestone 5: Three-year plan for the Center’s organizational development and financing plan drafted.</li> </ul>	Met	Not Met

In regards to the strategic objective level indicator, USAID/Egypt reported that targets and expectations for the 2002 reporting period had been “met.” However, as illustrated in Appendix III, 4 of 5 performance indicators for fiscal year 2002 had missed their targets by more than 10 percent. Hence, contrary to what the Mission had reported, the Mission’s democracy and governance activities had not met their targets.

USAID’s Annual Report Guidance says that to qualify for a “met,” a strategic objective did not have to achieve all of its targets for the year. However, the Guidance explains that an unbiased observer, looking at the target/achievement records, would conclude that the strategic objective was making sufficient progress.

In reaching the conclusion that its democracy and governance activities had met targets and expectations, USAID/Egypt cited the 50 percent reduction in average court case processing time, the Ministry of Justice’s acceptance of a model court system, and the 33 effective actions (versus a planned 21) that had been completed by civil society organizations. However, as mentioned previously in this report, each of these fiscal year 2002 statements were incorrect.

In regards to Milestone 5, USAID/Egypt reported the milestone as having been met, but the Mission’s technical assistance contractor reported in its September 30, 2002 Semiannual Activity Report that it had not been met. Mission officials said the mistake occurred because they had incorrectly transcribed the results for Milestone 5 from the contractor’s report.

The inaccuracies in the performance management plan occurred because although the cognizant technical officer, strategic objective team leader, and program office officials had reviewed results contained in the plans for their reasonableness, they did not perform a detailed review or verification of the reported results. Consequently, the plan contained inaccuracies, which led Mission managers to

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reach an incorrect conclusion on the success of their democracy and governance activities in fiscal year 2002.

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The reporting of unverified results in USAID/Egypt's Annual Report and performance management plans could have led managers at USAID/Washington, as well as decision makers outside of USAID, to make improper conclusions and programmatic decisions about the Mission's democracy and governance program. To help prevent future reporting errors, USAID/Egypt needs to strengthen its monitoring of reported results to ensure that required data quality assessments have been performed and that performance management plans contain accurate performance information.

**Recommendation No. 1: We recommend that the Director, USAID/Egypt, establish a procedure to confirm that results included in the Mission's Annual Report have had data quality assessments at least once every three years.**

**Recommendation No. 2: We recommend that the Director, USAID/Egypt, require strategic objective team leaders to attest in writing that they have verified annual results reported in performance management plans.**

**Recommendation No. 3: We recommend that the Director, USAID/Egypt, require the democracy and governance team to revise its performance monitoring plan to correct the errors contained in this audit report.**

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**Management  
Comments and  
Our Evaluation**

USAID/Egypt issued Mission Order No. 203-1 to address Recommendation No. 1 and Recommendation No. 2. USAID/Egypt also revised the Democracy and Governance's performance management plan to address Recommendation No. 3. Appendix II contains the full text of USAID/Egypt's comments.

Based on USAID/Egypt's management comments, we consider that management decisions have been made for all three recommendations. In addition, final actions have been taken for Recommendation No. 1 and Recommendation No. 3. For Recommendation No. 2, USAID/Egypt stated that Annual Report guidance will include the requirement that Associate Directors and/or Division Chiefs of technical offices attest in writing through a memo to the program office that the performance annual data/results reported in their performance monitoring plan was verified by their Strategic Objective Teams. When these actions have been completed, please coordinate final action on Recommendation No. 2 with USAID's Office of Management Planning and Innovation (M/MPI).



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**Scope and  
Methodology****Scope**

We performed our audit in accordance with generally accepted government auditing standards and determined the status of USAID/Egypt's democracy and governance activities as of September 30, 2003. The audit also determined whether the Mission's democracy and governance activities had progressed towards their intended results in fiscal years 2002 and 2003.

We performed our fieldwork at USAID/Egypt and at the offices of the Mission's three implementing partners: American-Mideast Educational and Training Services, Inc., Save the Children, and Development Associates in Cairo, Egypt. In addition, we performed fieldwork at the North Cairo Court in Cairo and at project sites in Dumyat and Nagada, Egypt. Fieldwork was performed from September 21, 2003, to April 13, 2004.

The audit scope included assessing management controls over the reporting of performance results. Such controls included how implementing partners collected, verified, and reported performance data and how USAID/Egypt collected, verified, and reported those results in its Annual Report. It also included reviews of the Mission's Annual Reports, performance management plans, and contractor performance reports, as well as interviews with USAID, implementing partners, and Government of Egypt officials. There were no prior audit findings affecting the Mission's democracy and governance activities.

In addition, the audit included tests on reported fiscal year 2002 and 2003 results for the six primary performance indicators that USAID/Egypt used for its democracy and governance activities. Our tests included reviewing USAID/Egypt's Annual Reports and performance management plans and tracing reported data back to a variety of source documents. We also assessed the quality of reported data.

**Methodology**

At the beginning of the audit fieldwork, we interviewed the Mission's democracy and governance team to gain an understanding of their activities and to determine which performance indicators were the most important or significant to the team. In collaboration with the officials, we then selected 5 of 6 democracy-related indicators at the intermediate result level to test.

1. "Number of targeted civil society organizations (in receipt of large grants) achieving a target percentage change on the organizational capacity index."

To test the reported number of targeted civil society organizations (in receipt of large grants) achieving a target percentage change on the organizational capacity

index, we used a random number generator to select 8 of 16 organizations (50 percent) for fiscal year 2002. Because we found the reported results for fiscal year 2002 to be accurate, for fiscal year 2003 we reduced our testing to 25 percent and tested results for 9 of 35 organizations. During our testing we reviewed supporting organizational capacity surveys and verified that the claimed percentage changes were accurately computed.

2. “Number of targeted civil society organizations (in receipt of small grants) completing a designed activity.”

Mission officials said this was not one of the most significant performance indicators to them. Accordingly, we did not test reported results for this performance indicator.

3. “Milestones (1-9) in the establishment and function of the Non-Governmental Organization Service Center.

We tested milestones 4, 5, and 6. To assess the accuracy of these reported milestones, we reviewed minutes from the Non-Governmental Organization Service Center’s Advisory Board, organizational plans, and job descriptions to determine whether each milestone had been met.

4. “Milestones and percentage of achievement in the establishment and implementation of mechanisms for stakeholders collaboration to improve public services at the community level.”

To assess the accuracy of reported milestones, we reviewed a mid-term evaluation of the Collaboration for Community Level Services Project and conducted interviews with project officials and beneficiaries in Dumyat and Nagada, Egypt.

5. “Selected court system tested and accepted for replication by the Ministry of Justice in all civil courts nationwide.”

To determine whether the court system had been accepted, we reviewed the Project Grant Agreement for the follow on Administration of Justice II Project, which confirmed that the court system had been accepted.

6. “Average number of months from case filing to case completion in two pilot courts.”

To assess the accuracy of reported results for the average case processing time for civil cases, we chose a 95 percent confidence level and assumed an error rate of 5 percent. We then randomly selected 95 of 530 case processing times from fiscal year 2003 to test. We tested case processing times by reviewing cases at the

North Cairo Court. We did not test the reported average for fiscal year 2002 because we had determined that the fiscal year 2003 average was correct.

In addition to the above intermediate level performance indicators, we also tested the following indicator that the Mission used to report results at the strategic objective level:

- “Number of effective civil society actions in public-private dialogue.”

To test the reported number of effective civil society actions, we used a random number generator to select 13 of 26 reported actions (50 percent) for fiscal year 2002. Because we found the reported results for fiscal year 2002 to be accurate, for fiscal year 2003 we reduced our testing to 25 percent and tested 24 of 94 reported actions. During our testing we reviewed supporting documents, such as newspaper articles, evidencing the reported actions and assessed whether the actions met the Non-Governmental Organization Service Center’s definition of an effective action.

To determine whether performance results were accurately reported, we used a five percent accuracy threshold between reported results and the results attested by our audit. To determine whether a performance indicator achieved its intended result, we used a reportable condition threshold of 10 percent. That is, if the actual (not reported) performance result was within 10 percent of its annual target, we concluded that the performance indicator had met its target and that the project had achieved its intended result for that year.

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**Management  
Comments**

[JUNE 24, 2004]

**MEMORANDUM**

**TO:** RIG/Cairo, David H. Pritchard

**FROM:** D/DIR, Mary C. Ott [SIGNED]

**SUBJECT:** Audit of USAID/Egypt-Financed Democracy and Governance  
Activities in Egypt – Draft Audit Report

Following is the Mission’s response to Recommendations No. 1, 2 and 3 under the subject draft audit report.

**Recommendation No. 1:**

Recommendation No. 1: We recommend that the Director, USAID/Egypt, establish a procedure to confirm that results included in the Mission’s Annual Report have had data quality assessments at least once every three years.

**USAID/Egypt Response to Recommendation No. 1:**

USAID/Egypt Mission has recently issued the “Performance Management and Evaluation” Mission Order No. 203-1 (Attachment 1). The Mission order was cleared and approved by the Mission Director on June 7, 2004 and is effective as of June 30, 2004. Sections IV “RESPONSIBILITY” and V “PROCEDURES” specifies the responsibilities and procedures to confirm that results included in the Annual Report have had data quality assessments at least once every three years.

In view of the above, the Mission believes that action has been made to address Recommendation No. 1 and requests closure of Recommendation No. 1 upon issuance of the final audit report.

**Recommendation No. 2:**

Recommendation No. 2: We recommend that the Director, USAID/Egypt, require strategic objective team leaders to attest that they have verified annual results reported in performance management plans.

**USAID/Egypt Response to Recommendation No. 2:**

In the above cited Mission Order No. 203-1, procedures are specified in section V that the PMP describe quality assessment procedures to be used to verify annual results reported. Annual Report guidance will include the requirement that Associate Directors and/or Division Chiefs of technical offices attest in writing through a memo to the program office that the performance annual data/results reported in their PMPs was verified by their Strategic Objectives Teams. Those memos will be kept in the Program Office as part of the official Annual Report files.

In view of the above, the Mission believes that action has been made to address Recommendation No. 2 and requests closure of Recommendation No. 2 upon issuance of the final audit report.

**Recommendation No. 3:**

Recommendation No. 3: We recommend that the Director, USAID/Egypt, require the democracy and governance team to revise its performance management plans to correct the errors reported in this report.

**USAID/Egypt Response to Recommendation No. 3:**

The Democracy and Governance team revised their performance management plans (PMPs), correcting the errors that were identified and reported in the subject draft audit report (Attachments 2 and 3).

Therefore, the Mission believes that action has been made addressing Recommendation 3, and requests closure of recommendation No. 3 upon issuance of the final audit report.

**Fiscal Year 2002 Democracy and Governance  
Performance Indicators and Performance Results**

<b>Performance Indicator</b>	<b>Planned</b>	<b>Reported</b>	<b>Actual</b>	<b>Difference (Planned – Actual)</b>	<b>Percentage Below or Above Target</b>
1. Number of Targeted Civil Society Organizations (in receipt of large grants) achieving a target percentage change in improvement on the Organizational Capacity Index.	18	16	16	-2	11% Below Target
2. Number of Targeted Civil Society Organizations (in receipt of small grants) completing a designed activity.	20	19	Not Tested	-1	5% Below Target
3. Milestones (1-9) in the establishment and functioning of the Non-Governmental Organization Service Center.	Milestones 4, 5, and 6	Milestones 4, 5, and 6	Milestones 4 and 6	Milestone 5	33% Below Target
4. Milestones in the achievement and implementation of mechanisms for stakeholders collaboration to improve public services at the community level.	Milestones 4, 5, and 6	Milestones 4, 5, & 6	Partially Met	Partially Met	50% Below Target <sup>4</sup>
5. Selected court system tested and accepted for replication by Ministry of Justice in all civil courts nationwide.	N/A <sup>5</sup>	Accepted	Not Accepted	N/A	N/A
6. Average number of months from case filing to case completion in two pilot courts.	13.3 months	18.7 months	Not Tested	+5.4 months	41% Below Target

<sup>4</sup> Milestones 4, 5, and 6 had been met in two of the project's four villages (i.e., 50 percent).

<sup>5</sup> Acceptance was planned for fiscal year 2003.



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**Fiscal Year 2003 Democracy and Governance  
Performance Indicators and Performance Results**

<b>Performance Indicator</b>	<b>Planned</b>	<b>Reported</b>	<b>Actual</b>	<b>Difference (Planned – Actual)</b>	<b>Percentage Below or Above Target</b>
1. Number of Targeted Civil Society Organizations (in receipt of large grants) achieving a target percentage change in improvement on the Organizational Capacity Index.	35	35	35	0	Met Target
2. Number of Targeted Civil Society Organizations (in receipt of small grants) completing a designed activity.	21	33	Not Tested	+12	57% Above Target
3. Milestones (1-9) in the establishment and functioning of the Non-Governmental Organization Service Center.	Milestones 7, 8, and 9	Not Completed	Not Completed	Milestones 7, 8, and 9	100% Below Target
4. Milestones in the achievement and implementation of mechanisms for stakeholders collaboration to improve public services at the community level.	Milestone 7	Not Completed	Not Completed	Milestone 7	100% Below Target
5. Selected court system tested and accepted for replication by Ministry of Justice in all civil courts nationwide.	Accepted	Accepted	Accepted	0	Met Target
6. Average number of months from case filing to case completion in two pilot courts.	15 months	17.5 months	17.5 months	-2.5 months	17% Below Target