

Safe Water: Currency for Peace Act of 2005

From Act to Implementation



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Executive Summary

Over the course of the summer and fall semesters, our workshop team explored the challenge of providing safe water and sanitation in developing nations. After offering a brief introduction to the problem, this final report provides a comprehensive summary of one policy approach to address the issue of a lack of access to clean water and sanitation in developing countries, with an emphasis on Southeast Asia and Sub-Saharan Africa. It begins with a summary and political analysis of the *Safe Water: Currency for Peace Act of 2005*. After this assessment is presented, the report continues under the assumption that the Act has been passed and is proceeding to the implementation stage. Building on a program options assessment, we find that the objectives of the Act are best achieved through the development of a new office within the U.S. Agency for International Development to create water infrastructure in a particular country as outlined by the Act. The report provides a budget, contracting and staffing plan, performance management system, and a master calendar outlining the first year tasks of this office, which we have given the name Safe Water Pilot Program Implementation Office, referred to by the acronym, SWaPPI.

Each year, as many as 5 million people throughout the world die because of lack of access to clean water, (Franzil, 2005). Every day thousands of people—most of whom are children—die from water-related diseases. In order to address the problem of lack of access to clean water, Senator Bill Frist introduced the *Safe Water: Currency for Peace Act of 2005* to the United States Senate in March of 2005. The Act amends the Foreign Assistance Act of 1961 to further the aims of the United States to promote global economic and social development by providing financial incentives to encourage the participation of the US private sector in developing water infrastructure in an impoverished country. To stimulate investment, as mandated by the Act, the US government will provide investment insurance up to 75% of the entire cost of a water project.

The primary solution proposed in the Act is for the US Agency for International Development (USAID) and the Overseas Private Investment Corporation (OPIC) to develop a 5-year pilot program, in a developing country chosen by Congress, that will stimulate private investment in water and sanitation infrastructure improvement projects. In order to carry out the mandate of creation of a pilot project, the establishment of an organization to oversee the program will be necessary. Our report details three options that we considered in choosing an organizational design. Ultimately, we settled upon the creation of the Safe Water Pilot Program Implementation Office (SWaPPI).

The SWaPPI Office will be located within the Washington, DC USAID facility and will include staff from other federal agencies, US non-governmental organizations, and international organizations as consultants. Staff will also be located externally in OPIC, as well as in the host country pilot communities and government. The Washington, DC SWaPPI headquarters will be divided into four offices: the Project Development Office (PDO), Office of Investor Relations (OIR), Office of Administration (OA), and the Office of Monitoring and Assessment (OMA). There will need to be considerable interaction with the private sector, and thus a plan for building public-private alliances is included in this report.

SWaPPI's first year budget totals \$2,717,000. This report presents an overall program budget assessment and line item budgets. Key assumptions, such as the level of pay, type and amount of equipment, and number of staff hired are addressed. Performance management will be integral to SWaPPI's success due to its exploratory nature. The five-year pilot program will serve as a test for the feasibility of developing water and sanitation infrastructure through private investment. A detailed performance management system for SWaPPI will monitor the progress, strengths, and weaknesses of the office in its first year of operation. The performance management system mandates periodic reporting and communication by each office to other offices and to the director general.

The final component of this report is a master calendar for SWaPPI, which encompasses Fiscal Year 2007, from October 1, 2006 to September 30, 2007. The first year milestones for SWaPPI's operation are to furnish the SWaPPI office, hire and train staff, implement a performance management system, and identify a host community and pilot investor. The administrative tasks of meeting these objectives are outlined in SWaPPI's first year master calendar. The accomplishment of these first-year tasks will put SWaPPI in an excellent position to begin actively improving safe water and infrastructure in year two of its operation, as projects in local communities are slated to begin at this time.

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The Problem of a Lack of Safe Water and Sanitation

Access to clean water and basic sanitation facilities is a universal human right that is unequally distributed worldwide. According to the World Water Development Report of 2003, 1.1 billion people globally lack access to safe drinking water and an additional 2.4 billion people are without adequate sanitation facilities (UN World Water Assessment Program, 2003). The vast majority of people lacking access to safe water and sanitation reside in developing nations. The incidence of water-borne illness that results from the contaminated water in these nations exacerbates problems of poverty. Approximately 80% of all diseases and over one-third of deaths in developing countries can be attributed to the consumption of contaminated water (Water Can/Eau Vive, 2003). Children are the most vulnerable population, as more than 6,000 children die every day from diseases associated with unsafe water and inadequate sanitation (Water Can/Eau Vive, 2003).

The problem of safe water and sanitation is a great burden to economic development. Individual productivity is greatly reduced by illness, and families experience diminished disposable income due to payments for medical treatment and valuable time and energy diverted to efforts to secure their water supply. Women and children may spend several hours fetching the household's water from far away sources, forcing many to forego basic education and more productive, income-generating activities. On a national scale, water-borne diseases and their consequences hinder economic activity. In some cases, debilitating illnesses like malaria slow the economic growth rate by 1.3% a year (World Bank Group, 2005).

Governments in developing nations are frequently unable to provide sufficient management or access to clean water due to a lack of natural and financial resources, a lack of expertise, government corruption, and civil wars. Thus, conditions of illness and poverty are further aggravated by the lack of proper water resource management (World Bank Group, 2005).

There is a consensus regarding the solution to the problems of water and sanitation and their impacts. The World Water Assessment program estimates that if improved water and basic sanitation were extended to currently un-served populations, the burden from diarrhoeal diseases could be reduced by 17 % annually. Furthermore, adverse health effects of contaminated water could be reduced by 70 % if full sanitation and well-regulated piped water were supplied. Since many water-related diseases can be prevented by sanitation initiatives such as hand-washing and boiling water, education plays a key factor in reducing the prevalence of disease (World Water Assessment Programme, 2003).

Legislative Summary

As highlighted above, the lack of access to safe drinking water and adequate sanitation is a critical problem in developing nations lacking sufficient infrastructure. In an attempt to address these issues, Tennessee Senator and Majority Leader of the Republican Party, Dr. William Frist, introduced Senate Bill 492, the *Safe Water: Currency for Peace Act of 2005* on March 2, 2005. The act proposes to amend Section 104 of the Foreign Assistance Act of 1961 by establishing programs for improved water and sanitation in the developing world, particularly in Sub-Saharan Africa and South Asia. The Act indicates specific findings by congress and suggests policy objectives, which are summarized below (USAID, 2005).

The *Safe Water: Currency for Peace Act of 2005* begins by recognizing that water-related diseases are a debilitating problem with serious global consequences. Diseases related to unsafe water and inadequate sanitation and hygiene include diarrheal illnesses, trachoma, schistosomiasis, and chronic intestinal infections. These diseases kill millions annually and adversely affect hundreds of millions more. Globally, as of 2002, 2.6 billion people lacked adequate sanitation (S.492 2005). By 2025, the United Nations estimates that two-thirds of the world may be subject to “moderate to high water stress” (S.492 2005). In addition to helping to curb or eliminate water-related diseases, improving water management could help control mosquito populations and mitigate the impacts of natural disasters such as floods and droughts.

The findings of Congress focus on the financial burdens associated with improving water quality and suggest that creating sustainable financing mechanisms will be critical in the mission to build water and sanitation infrastructure. Such mechanisms include legal environments conducive to the private sector and revolving funds for project financing. Congress recommends US policy work to promote private investment in water infrastructure in order to allow the private sector to provide the necessary financing for projects (S.492, 2005).

The Act calls for the creation of a five-year pilot program, coordinated by USAID and OPIC, in order to test the viability of its proposed solutions to the water and sanitation crisis. Primary strategies include providing eligible investors with investment insurance, guarantees, or direct investment. Preference will be given to projects involving small US businesses or cooperatives. Program activities will assess the water development needs of a country, design projects to address such needs, develop human and institutional capacity to carry out and maintain the projects, and provide long-term monitoring of the projects. Congress will have the authority to decide upon the location of the pilot program and the President will submit an annual report regarding the implementation of the program to Congress (S.492, 2005).

Through this Act, a strategy for attracting private investors and implementing the pilot project will be created by federal agencies in consultation with relevant foreign governments, international organizations, and US non-governmental organizations. Congress is authorized to appropriate the funds needed to carry out this Act (S.492 2005).

The major thrust of the *Safe Water: Currency for Peace Act of 2005* is the need for a clearer United States foreign policy towards aiding developing countries in creating water and sanitation infrastructure. The Act emphasizes policies that would create financial mechanisms and attract investment to fund such infrastructure, and then outlines a pilot program as a first step. After its introduction to the Senate on March 2, 2005, the Act was referred to the Committee on Foreign Relations for review (S.492 2005).

Issue and Political Analysis

Currently, more than 90% of the global population without safe water or adequate sanitation resides in Africa and Asia (World Water Assessment, 2005). Water-related diseases are responsible for 80% of deaths in developing countries worldwide. The introduction of the *Safe Water Currency for Peace Act* addresses the issues of a lack of sanitation and access to clean water in the developing world. It aims to develop infrastructure and improve resource distribution, which, in addition to improving health and wellness, can curtail the threat of social turbulence in these regions (Franzil, 2005).

The primary mechanism by which the Act proposes to create water and sanitation infrastructure is through encouraging private sector participation in infrastructure development. While water privatization has proved to be a politically controversial topic, there are indications that private sector involvement will be a critical element of any solution to this pressing problem. The World Health Organization projects that in order to achieve the Millennium Development Goals' targets of halving extreme poverty, reducing child mortality, and improving maternal health by 2015, an annual cost of \$49 billion will need to be spent to attain full water and sanitation coverage (WHO, 2005). A cost this large in a time span so short can only be covered if the public sector works hand in hand with the private sector. One justification for the support of private enterprise in alleviating the world's water burden is suggested by Swedish analyst Fredrik Segerfeldt in his book Water for Sale: How Business and the Market Can Resolve the World's Water Crisis (Bailey, 2005). Segerfeldt points out that public water systems in developing countries generally supply politically connected wealthy and middle-class people (Bailey, 2005). This leaves poor people paying more for their water. According to Segerfeldt, contractors often drive tankers to poor districts selling water by the can, in which case the very poorest people are being exposed to market forces on very unfair terms.

Private contracting of water may also be necessary to stabilize the fluctuations left by declining development assistance from the Organization of Economic Co-operation and Development and international financial institutions. In testimony to the Committee on House International Relations on June 29 2005, Peter Lochery noted that official investment from such countries declined from a peak of \$3.9 billion in 1995 to \$1.5 billion in 2002 and then rose to \$2.7 billion in 2003 (Lochery, 2005). Furthermore, there is paucity in data as to how developing country governments use their water and sanitation budgets, which makes it difficult to expose inefficiency and inequity (Lochery, House International Relations, 2005). In testimony given on June 29, 2005 to the House International Relations Committee, Jacqueline Schafer, Deputy

Assistant Administrator for USAID Bureau for Economic Growth, Agriculture and Trade, remarked that achieving the goals of clean drinking water and adequate sanitation will only become a reality through substantial private sector involvement and public-private investments (Schafer, 2005).

In recognizing that as many as 5 million people throughout the world die each year due to unclean water, this Act is specific in positing directives to combat the problem (Franzil, 2005). The primary solution proposed in the Act is for the US Government to act through USAID and OPIC to develop feasible water programs and encourage private investment in water and sanitation infrastructure improvement projects by providing 75% investment insurance as well as potentially providing additional capital through loans (S.492, 2005). Diverse funding sources, including private investment, will be important in ensuring a sustainable and secure supply of clean water for the world due to the high costs of water infrastructure.

Program Options and Design

From this point forward in this report, we make the assumption that the *Safe Water: Currency for Peace Act of 2005* has been passed by Congress and is proceeding to the implementation stage. The remainder of this report outlines the process and outcomes of turning the Safe Water Act into a workable program that will have a positive, recognizable impact on the challenges of providing safe water and adequate sanitation to the developing world. In order to make such an impact, the program designed will have to find ways to attract private investors capable of implementing projects and then ensure that these projects ultimately work towards helping the communities involved while still providing a return on investment to the private sector.

In the 1970s, 70% of resource flows from the US to the developing world came from the public sector through the US government and 30% were from private sector sources (USAID, 2005). Today, 85% of resource flows from the US to the developing world are private and 15% are public (USAID, 2005). The Global Development Alliance, the arm of USAID that works with the private sector, is responding to this changed environment, and will have a major role to play in making future development projects a reality. The Global Development Alliance extends USAID's reach by forging alliances with other prominent actors in development, such as guarantors like OPIC and the World Bank and private corporations. The resources brought together include technology and intellectual property rights, market creation, policy influence, in-country networks, and expertise in development programs—ranging from international trade to biodiversity protection. The *Safe Water Currency for Peace Act* also emphasizes the use of revolving funds¹ as a mechanism to secure the projects.

¹ Revolving funds are special financing bodies that make loans to many borrowers from an initial supply of lending capital, and then use the repayments from those borrowers to make additional loans, thus “revolving” or reusing their capital. International Association of Local and Regional Development Funds Website. Retrieved November 2005, from <http://72.14.207.104/search?q=cache:b9A2qljhDGoJ:www.sdp.gov/initiative/36595pf.htm+revolving+funds+water+USAID&hl=en>

While the Global Development Alliance is the most suitable existing organization to take on this project, it is a small office that does not traditionally work with outside organizations such as OPIC. Thus, it is not feasible for the Alliance to be responsible for this program. Therefore, we have developed three options for creating a new structure to implement the Safe Water Pilot Project, with each option incorporating USAID, OPIC, private investors, US non-governmental organizations, international organizations, and a particular foreign government in various ways. The option that we ultimately selected as program design is shown in bold.

1) Create an entirely new independent office with staff members hired as representatives of each stakeholder mentioned above (Appendix 1). This office would have oversight of the project in country and would be able to manage the public-private relationship. However, being independent, the office would not have any built-in oversight.

2) Host monthly conferences that will be attended by a representative from each stakeholder to make decisions and address the progress of the Act (Appendix 2). This option would bring together all of the key players without placing the burden on one of them to act as the overseer. However, this option minimizes the focus on the Act's goals because it becomes an additional duty to each stakeholder rather than a primary focus.

3) Create a new office under USAID (Appendix 3). This option maximizes USAID's established ability to negotiate public-private relationships and it allows for the concerns of all of the stakeholders to be centralized in one location. A few key employees can be located within stakeholders' organizations to ensure a focus on the goals of the Act.

Option 3, the creation of a new office, to be housed in USAID (as seen in Appendix 3), was chosen as the most appropriate way to implement the Safe Water Pilot Project. By locating the office within USAID, we take advantage of existing knowledge of the best ways to facilitate public-private alliances. Additionally, we make sure that the focus is not on a monthly meeting, but on the pilot project itself. This organization scheme ensures that the goals of the program are being met across organizations. This new office will be titled the Safe Water Pilot Project Implementation Office (SWaPPI). SWaPPI's staff members will encompass expertise from various non-governmental organizations, OPIC, international organizations, and the pilot project country and local community. USAID, however, will have overarching authority of the project.

SWaPPI will have control over the types of private projects ultimately pursued in developing communities and it will be important that the office establish a list of fixed criteria that the private investors bidding on the project must meet. Such criteria may include a record of socially responsible behavior, investment experience in developing nations, and an understanding of the unique characteristics of emerging markets. This policy is not meant to be discriminatory, but rather tries to minimize potential cross-cultural and investment misunderstandings that may arise from the private investor's presence in a community. For the same reason, SWaPPI will need to ensure that projects incorporate significant involvement of local communities. All of these considerations will be evaluated through the process of developing a Request for Proposals and evaluating potential alliances. This process is further outlined in the following section.

Organizational, Contracting, and Staffing Plan

In order to implement the *Safe Water: Currency for Peace Act of 2005*, the program design calls for the creation of the Safe Water Pilot Program Implementation Office (SWaPPI). The primary aim of the Act is the engagement of the private sector in the development of water and sanitation infrastructure in developing countries. SWaPPI's role is to facilitate this process as well as to oversee the eventual transition of the newly created infrastructure to local control.

SWaPPI will be headquartered in the Washington, DC USAID office, but will have consulting staff from other federal agencies, US non-governmental organizations, and international organizations. Furthermore, there will be staff located within OPIC, within the pilot program country's USAID office, within the host country national government, and in the communities where projects are underway. SWaPPI will consist of four offices that report to a director general. Despite the varied physical and organizational locations of staff, all staff will be paid through SWaPPI's congressional appropriations, which will help to ensure cohesiveness and effectiveness in achieving the goals of SWaPPI. Functional statements and a list of key positions are detailed below, by office. A functional map of SWaPPI can be seen in Appendix 4.

Director General: Responsible for overseeing all SWaPPI activities and setting strategic goals.

Project Development Office (PDO)

Functional Statement: The Project Development Office will be responsible for identifying a Pilot Program country location as well as 5 potential communities within the chosen country. The PDO will be responsible for performing needs assessments of these communities. The office will formulate a Request for Proposal for appropriate development projects to be marketed to private investors and oversee staff and work done in the pilot program country.

Key Positions: Director, Water Resource Expert (consultant), Health/Sanitation Expert (consultant), Development Economist (consultant), Cultural Anthropologist (consultant), Country Relations Director, Foreign Country Government Representative, Community Representatives

Office of Investor Relations (OIR)

Functional Statement: The Office of Investor Relations will be responsible for the marketing and distribution of the request for proposal as well as performing a critical review of received proposals. The office will negotiate formal alliances with business partners and continue contact with partners through private business SWaPPI liaisons. The OIR will be in charge of all public relations.

Key positions: Director of Investor Relations, Marketing and Public Relations Specialist, Staff Attorney

Office of Administration (OA)

Functional Statement: The Office of Administration will be responsible for managing organizational finances, administering the investment insurance program, coordinating activities of all SWaPPI offices, and preparing regular reports on SWaPPI's progress. Additionally, the SWaPPI revolving fund will be administered from this office.

Key positions: Director of Administration, Internal Financial Manager, OPIC SWaPPI Representative

Office of Monitoring and Assessment

Functional Statement: This office will be responsible for developing quantifiable goals and for creating a monitoring and assessment system that can measure SWaPPI's progress toward achieving these goals. The office will also have primary responsibility for assisting the Director General in the preparation of the annual Presidential Reports mandated by the Act.

Key Positions: Director of Monitoring and Assessment, Project Analyst

Partnership/Contracting Plan

SWaPPI is designed to facilitate the recruitment, contracting, and supervision of private investment projects in order to ensure that they will directly improve communities' access to improved water and sanitation and that the projects will have long-term sustainability and financial viability. This will be done through a multi-stage process of needs assessments, the development of a request for proposals, marketing of the request for proposals, evaluation of proposals received, and finally a formal contract of alliance with a private investor. Furthermore, SWaPPI will provide ongoing consultation and monitoring throughout the course of the 5-year pilot project in order to ensure its success.

Budget

The budget plan outlined here covers SWaPPI expenses for the first year of operation. A number of key assumptions outlined below have been incorporated into the SWaPPI budget request to be submitted to Congress. Two budgets are presented: an overall program budget and a more detailed line-item budget.

Program Budget

The main objective of the program budget for SWaPPI's first year is to establish and furnish an official location in the USAID Washington D.C. office and to initiate staffing. Having the Director General in place must be the first priority for SWaPPI. This position is federally-graded Senior Executive Service (SES) and, thus, is beyond the scope of typical general schedule (GS) pay. Please refer to Appendix 5 at the end of this report. An appropriate level of funding for the Director General is \$135,825 annual salary. Executive office support must rapidly be established and will be set at a pay scale of GS 13. Once these individuals are in place, each Program Director will be hired. These Program Directors have been assigned GS level 14 positions; with each of their support staff assigned GS level 11 positions. Based upon the first year goals of SWaPPI, positions underneath each Program Director will not be filled immediately but rather over the course of three to six months. Two additional elements of the Program budget will be travel expenditure and publications.

Line-item Budget

The line-item budget details the specific funding allocations in the first year of SWaPPI. This budget information includes salaries, benefits, general and administrative (G&A) costs, marketing, travel and a number of other lines. SWaPPI will lease office space from USAID.

Line-items for each position will include salary and benefits based upon the geographically adjusted federal GS pay scale for Washington D.C (Appendix 5)². The benefits rate has been determined to be 25 percent of salary. Also, the G&A (overhead) rate for SWaPPI has been set at 17 percent. These figures were based on consultation with current practitioners and represent percentages currently used in the federal government.

The budget, shown in Appendix 6, calculates base salary, benefits (factored at 25%), general and administrative costs (G&A, factored at 17%) as well as full-time equivalent (FTE) hours. The total budgetary cost for each employee is shown under the total cost in the highlighted column. For employees, the total budgetary cost for the first year is \$2,419,000. The budget for travel expenses for one person is \$3,565 per trip (assuming internationally) with a total of 12 trips for the first year. The total budgetary cost for travel during the first year is \$42,780. Publication also has a separate line-item for the first year budget, in order to indicate the importance of establishing a name and credibility for SWaPPI. Publication costs, including a special line-item for the Request for Proposal (RFP) advertising costs total \$8,650 for the first year.

Key Assumptions

As with the construction of any budget, a number of assumptions are made, relied upon and adjusted throughout the entire process. Key assumptions used in development of this budget include:

General Staffing:

- Salaries estimated using the General Schedule (GS) pay scale for Washington D.C. (Appendix 5)
- All positions excluding the Director General were budgeted for Step 10.
- The Director General is assumed to be a Senior Executive Service (SES) position.
- SWaPPI positions were assigned GS levels based upon job descriptions.
- Physical office space for SWaPPI will be established and operational by the first day of the fiscal year.
- The Director General and Executive Support Staff will be hired and prepared to begin working full-time on the first day of the fiscal year.
- Personnel will have already been pre-approved to be hired without the time and expense associated with obtaining security clearance.

G&A:

- 60 percent of the G&A money is allocated for paying rent to USAID for, but not limited to: office space, heating, air conditioning, and electricity.
- 25 percent of the G&A total is allocated for office equipment, such as computers, cell phones, and Blackberries. This figure was determined based upon standard procedure of having one computer for each FTE.
- A nominal 5 percent of the G&A total was allocated for telephone/internet service and 10 percent was allocated for general maintenance of the facility.

Project Development Office Staffing:

- Consultants will be paid hourly, based upon a flat rate of \$150/hour and will not receive the benefits offered through SWaPPI for full-time employees.

² Pay scale retrieved online November 2005 from <http://www.opm.gov/oca/05tables/html/dcb.asp>

- The Local Community Representative will be hired at GS level 9 and the Developing Nation Government Representative will be hired at GS level 11. This will occur in month 11, and these two representatives will work within the host country after their training is complete.

Travel:

- The same costs were used to estimate travel to locations within developing nations in Africa and Asia.
- Trips were assumed to last five days each.
- For the entire SWaPPI office, it is assumed that twelve trips will be taken in the first year.
- Transportation costs will account for a driver and/or interpreter in country, as necessary.

Budget Summary

Altogether, this information yields a budgetary subtotal of \$2,470,000 for the first year of SWaPPI. A contingency budget of 10% was added to this. Thus, the total budget of costs for SWaPPI for the first year of the pilot program is \$2,717,000.

Performance Management System

A crucial step in creating the office of SWaPPI is designing and implementing a performance management system. Without such a system in place, it is difficult to evaluate whether SWaPPI is functioning properly and efficiently. In addition, a management system will allow SWaPPI staff to identify areas needing attention and improvement. This system will also help USAID to evaluate the effectiveness of SWaPPI. The performance management system we have designed will survey the activity of both the SWaPPI office as a whole as well as each of the four SWaPPI offices individually. Appendix 7 lays out the specific details of the performance management system for each of the four SWaPPI offices. They are organized according to what must be measured to monitor and assess SWaPPI's progress; how and by whom these measurements will be collected; who will report the measurements to whom along with how and when; and who will interpret and assess the measurements and give feedback to whom. This specific performance management system has been created taking into account only those activities that SWaPPI will perform within the first year of its establishment. Therefore, it will need to be revised and expanded in order to accommodate for Year 2 and onward.

A. SWaPPI's First Year Goals

1. Have all offices completely furnished with all telephone and internet connections running;
2. Have all SWaPPI staff hired and trained; and,
3. Implement the performance management system.

The overall goals for SWaPPI's first year are largely structural and organizational. Accomplishment of these goals will prepare the organization for engagement with eligible private investors in the beginning of its second year. To monitor and assess the SWaPPI office the performance management system, the Director General is required to submit a progress

report to the director of USAID every 6 months. This report should be based on the reports the Director General receives from each SWaPPI office and should include the number of offices that are completely furnished, staffed, as well as a budget report. In addition, the Director General will prepare a report to present to the President of the US 180 days after the start of the program and annually thereafter, as a summary of SWaPPI's achievements and projections for future activity. While these reports are ultimately intended for the President, they must first pass through the Director of USAID and the Secretary of State prior to reaching the office of the President.

The performance management system also requires that SWaPPI, as a new office, hold a 3-day conference to begin Year 1. Every 6 months thereafter, a 1-day SWaPPI-wide conference will be held to integrate new staff members into the SWaPPI team and to discuss SWaPPI's progress. These conferences will develop and ensure continued progress towards SWaPPI's overall goals.

B. Project Development Office First Year Goals:

1. Have office completely furnished with all telephone and internet connections running;
2. Have all Project Development Office staff hired and trained;
3. Identify Pilot Project Country;
4. Accept 5 letters of request for projects from communities within this country to present as options to the chosen private investor;
5. Complete a needs assessments in each community; and,
6. Develop a request for proposal to market to private investors.

The performance management system will monitor and assess the progress of the Project Development Office (PDO) in achieving the above stated goals. A detailed description of the critical elements of PDO's performance management system is available in Appendix 7. During SWaPPI's first year in existence, in addition to setting up and furnishing the office and hiring the PDO staff, this office also has the task of developing a Request for Proposal (RFP), which must be accomplished by the end of Year 1. Several steps are required to do this and each must be monitored and assessed.

Once the Pilot Project Country is chosen by USAID, the Director of the PDO will determine which consultants are responsible for presenting the project to communities within the country. After the project is advertised, the Director of the PDO will collect letters of request for the project that individual communities submit. In cooperation with the PDO staff, the Director of the PDO will have the responsibility of reviewing each letter of request and evaluating each community for its economic standing, social organization, and development needs. While the ideal community would demonstrate a great need for a water and sanitation development project and have a social organization promising enthusiastic community participation, the most important qualification is that the community has a local economy conducive to establishing a profitable venture. If it will not be feasible for the project to return a profit, private investors will not be interested in participating. After evaluating the letter of request for project, the PDO will then choose five communities in which it is most feasible that a pilot project would be successful. In order to make the most informed decision, the Director of the PDO must gain feedback from all of the consultants in the office, and specifically those who have traveled to the

communities. It is also important that the Director General reviews the list of accepted communities and gives the PDO Director feedback.

C. Office of Investor Relations First Year Goals:

1. Have office completely furnished with all telephone and internet connections running;
2. Have all the Office of Investor Relations staff hired and trained, including the Staff Attorney; and,
3. Prepare and implement an effective marketing strategy to advertise the RFP and attract private investors.

The performance management system will monitor and assess the progress of the Office of Investor Relations (OIR) in achieving the above stated goals. Appendix 7 details the measurements, collection, reporting, and feedback mechanisms specific to this office. During SWaPPI's first year in existence, in addition to setting up and furnishing the office and hiring the OIR staff, which will include a staff attorney, the office will market the Request for Proposals (RFP) to private investors. By the end of the first year, the OIR will have prepared and implemented a marketing strategy to effectively advertise the RFP as well as have interviewed private investors whom have submitted proposals.

D. Office of Administration First Year Goals:

1. Have the Office of Administration completely furnished and wired for telephone and internet connection;
2. Hire and train all internal staff as approved by the Director General;
3. Identify the OPIC advisor;
4. Organize the internal budget for the fiscal year;
5. Prepare and implement a public relations campaign to publicize SWaPPI's mission and to attract potential investors; and,
6. Create a SWaPPI website separate from USAID.

Proper management of the Office of Administration (OA) is crucial to SWaPPI's success. A performance management system will help to ensure the above stated goals are reached. The details of the performance management system for this office can be viewed in Appendix 7.

E. Office of Monitoring and Assessment First Year Goals:

1. Have office completely furnished with all telephone and internet connections running;
2. Have all the Office of Monitoring and Assessment staff hired and trained; and,
3. Prepare performance management system for Pilot Project to be implemented in year 2.

It is important to note that the Office of Monitoring and Assessment (OMA) will not be fully functioning until the beginning of Year 2. However, it is still essential to include the office in the performance management system since its staff will be hired, the office set up, and the planning of a future monitoring and assessment program will occur in the first year. Appendix 7 details the performance management system that has been created to account for this activity.

The Master Calendar

In its first year, SWaPPI spans Fiscal Year 2007, from October 1, 2006 through September 30, 2007. As a newly created entity, the office's first year milestones include hiring and training staff and implementing a performance management system. These objectives support the broad goals of SWaPPI to create water and sanitation infrastructure through the selection of the country in which the pilot project will be carried out, the selection of five communities to offer to private investors as potential opportunities in the request for proposals, and the selection of a private investor to perform this project.

The Master Calendar begins day one minus six weeks, when a congressionally convened committee, led by the office of the Director of USAID, produces the critical outputs necessary for the newly created office to begin operations on day one. These committee tasks include hiring the Director General; hiring the directors of the four sub-offices; requesting and processing the facilities, including office space and equipment; releasing the job opening announcements for the remaining unfilled position; and planning the SWaPPI kick-off conference in its first week.

Appendix 8 displays the Master Calendar for Fiscal Year 2007.

Future of the Safe Water Pilot Program

At the start of its second year, we propose that SWaPPI will be ready to sign a formal alliance contract with a chosen private investor. At this point, much of SWaPPI's activity will become field-based as opposed to office-based. There will be more interaction between SWaPPI, the private investor, and the developing country and the local community in which the pilot project is underway. The Office of Investor Relations and the Office of Administration will be responsible for a significant portion of the organization's tasks, particularly maintaining and nurturing the public-private partnership with the private investor and managing relations with the Overseas Private Investment Corporation to ensure the provision of the investment insurance.

The addition of these new tasks will require the development of a new budget, as additional staff members will be hired, the travel budget will need to be increased, and fewer funds will be delegated to publicity. Also, the performance management system must be extended to monitor and assess the activity and progress of the private investor as it begins to pursue a water and sanitation development project in one of the five communities identified in the Request for Proposals. The Office of Monitoring and Assessment will be required to play a larger role in the organization in year two as it is responsible for overseeing this. A new master calendar must also be developed to keep the organization focused during year two.

The creation of SWaPPI and completion of its first year objectives will prepare the organization to begin achieving recognizable and tangible success in developing safe water and sanitation

infrastructure in the developing world. SWaPPI's work will harness the financial resources of the private sector in order to drastically improve peoples' health, livelihood, and quality of life. Through careful tracking of the pilot program by the performance management system, SWaPPI's pilot program should provide useful lessons in how to forge meaningful public-private alliances that encourage sustainable development.

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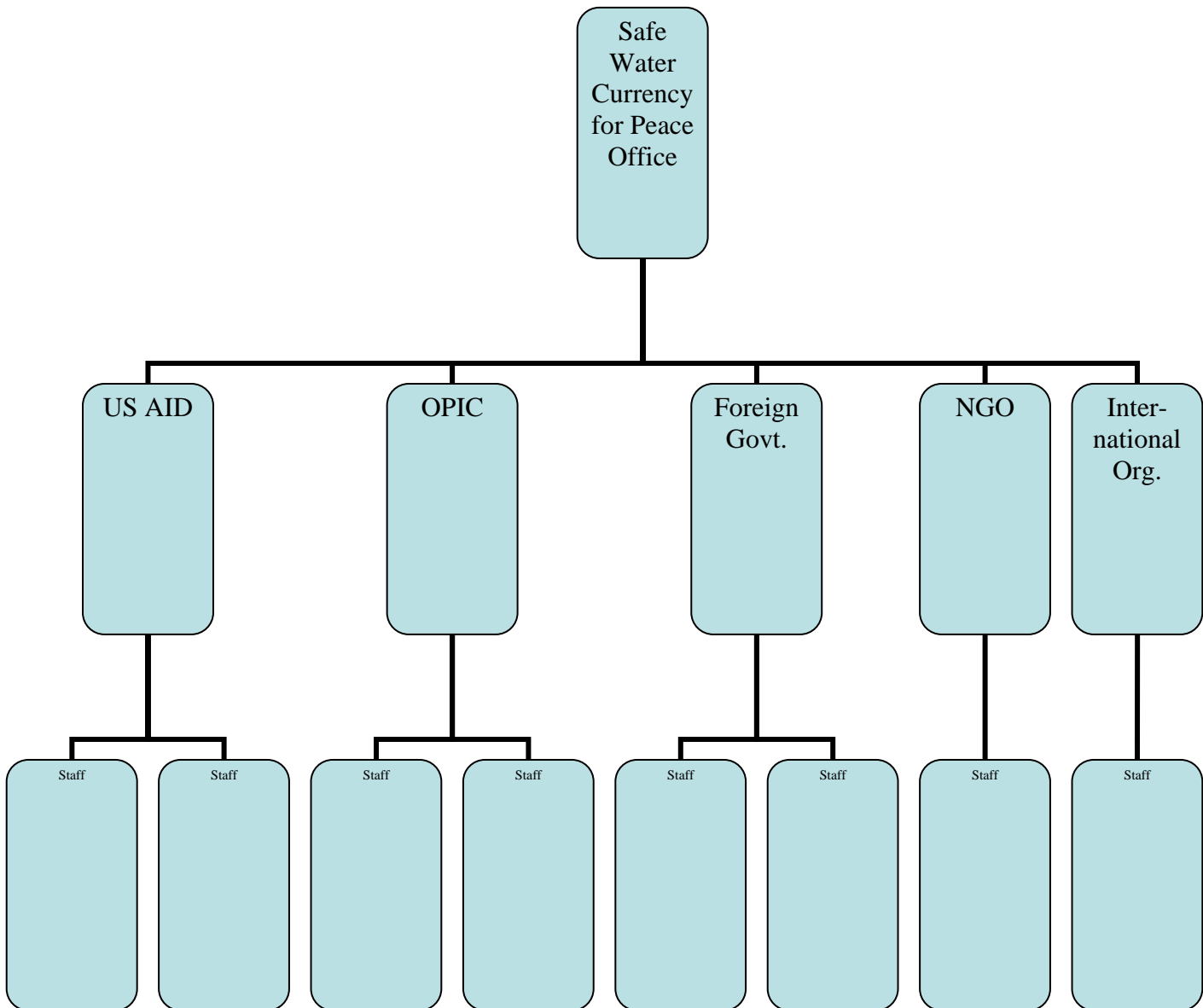
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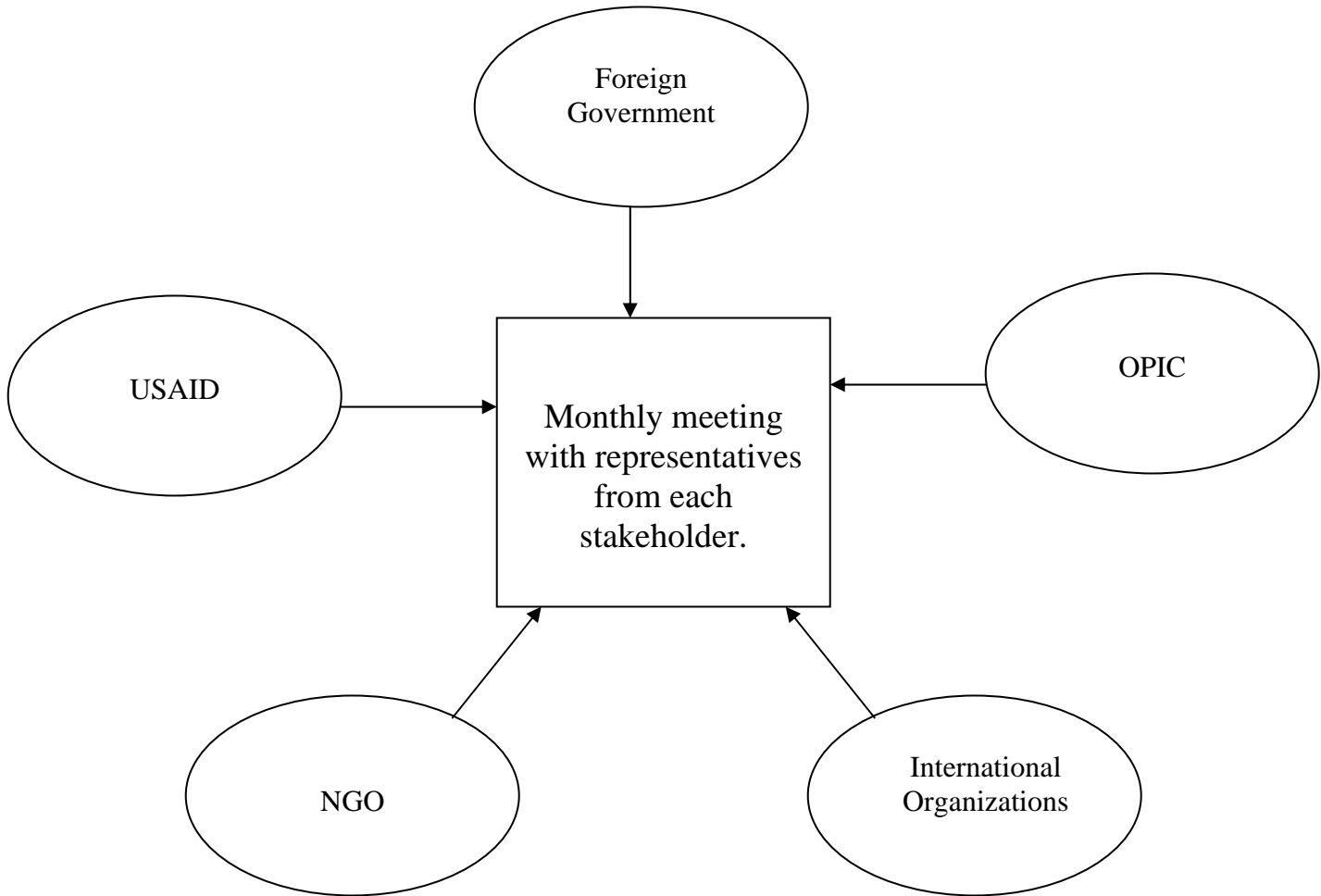
Cover photos courtesy of , http://www.aidindia.org.uk/images/safe_drinking_water_child.jpg, and www.ars.usda.gov/is/np/fnr/waterdrop0502.jpg

Appendix 1 – Program Design Option 1



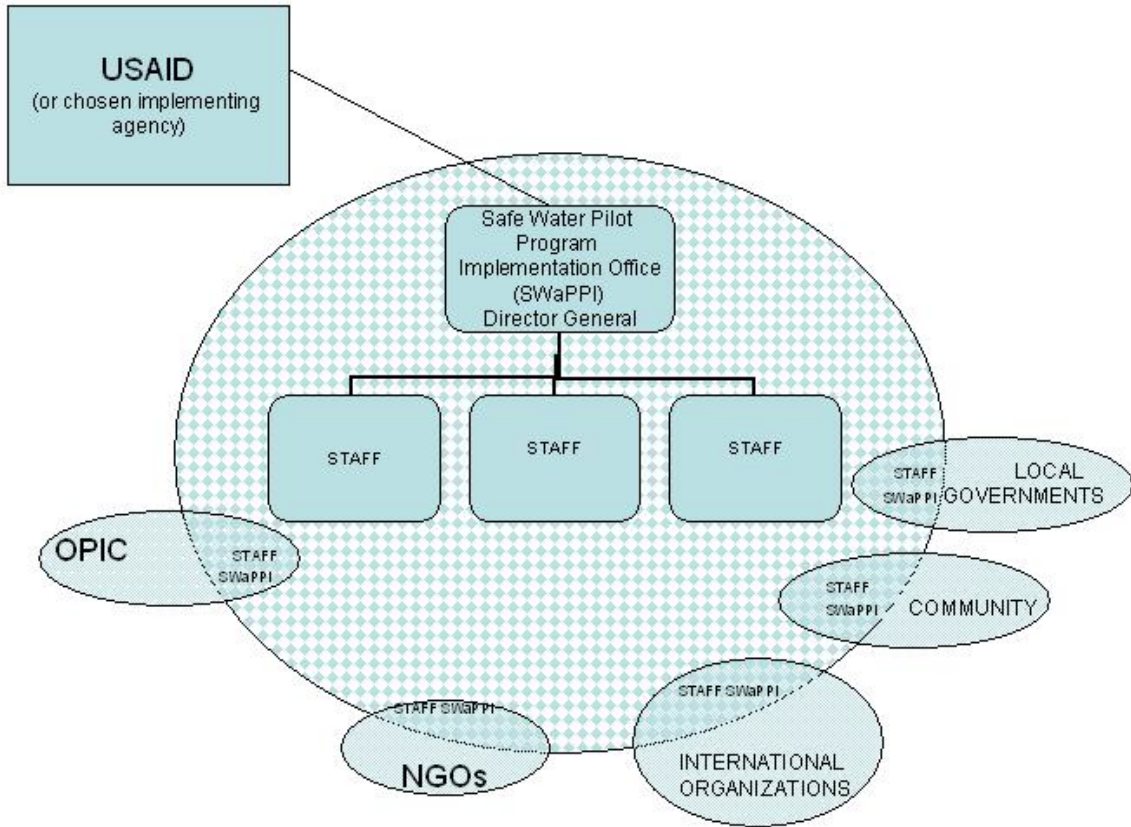
Note: In this option each stakeholder has equal authority in the development and implementation of the Pilot Program with each reporting to and being governed by an overarching office.

Appendix 2– Program Design Option 2

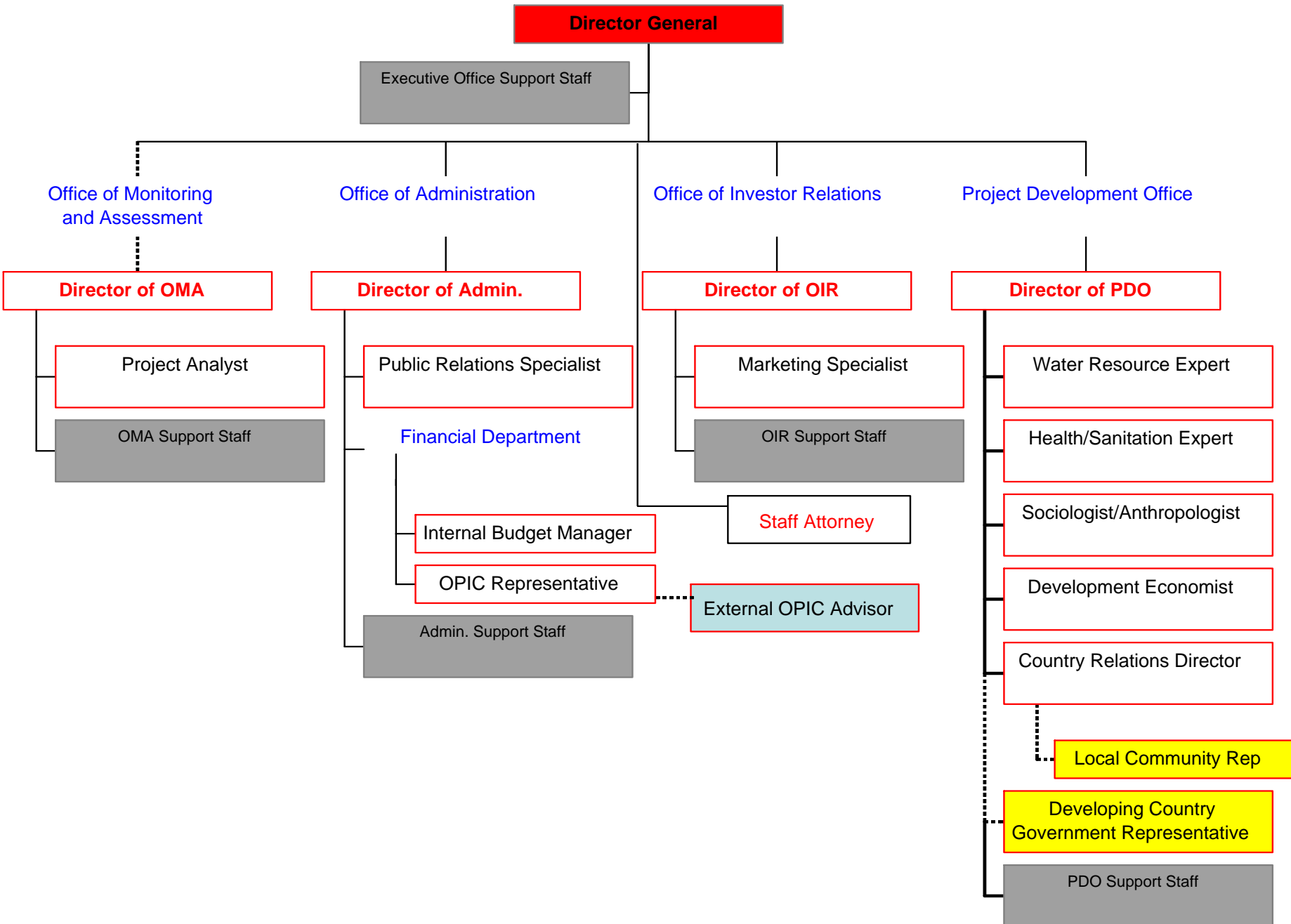


Note: In this option each stakeholder has equal authority in the development and implementation of the Pilot Program but there is no single governing body.

Appendix 3– Program Design Option 3



Appendix 4 – SWaPPI Functional Map



**Appendix 5 – 2005 General Schedule (GS)
Locality Pay Table for Washington D.C.**

Grade	Step 1	Step 2	Step 3	Step 4	Step 5	Step 6	Step 7	Step 8	Step 9	Step 10
1	18575	19195	19813	20428	21046	21409	22018	22633	22659	23238
2	20885	21381	22072	22659	22912	23586	24260	24933	25607	26281
3	22787	23546	24306	25066	25825	26585	27345	28104	28864	29624
4	25581	26433	27285	28138	28990	29843	30695	31548	32400	33253
5	28620	29575	30529	31484	32438	33393	34347	35302	36257	37211
6	31903	32966	34030	35093	36157	37220	38284	39347	40411	41474
7	35452	36633	37815	38997	40179	41361	42543	43724	44906	46088
8	39262	40570	41878	43186	44495	45803	47111	48419	49728	51036
9	43365	44810	46255	47700	49145	50590	52036	53481	54926	56371
10	47755	49347	50940	52532	54124	55717	57309	58902	60494	62086
11	52468	54217	55966	57715	59464	61213	62962	64711	66460	68209
12	62886	64981	67077	69173	71269	73364	75460	77556	79652	81747
13	74782	77274	79766	82259	84751	87244	89736	92228	94721	97213
14	88369	91315	94260	97206	100152	103098	106044	108990	111936	114882
15	103947	107413	110878	114344	117809	121274	124740	128205	131671	135136

Appendix 6 – SWaPPI Budget for First Fiscal Year

Staff Budget						
Job Title	Base Salary	Benefits	G&A	Total	FTE	Total
Director General SES	\$135,825	\$33,956	\$28,863	\$198,644	1.00	\$198,644
Executive Support GS13	\$97,213	\$24,303	\$20,658	\$142,174	1.00	\$142,174
Director OMA GS14	\$114,882	\$28,721	\$24,412	\$168,015	0.500	\$84,007
Project Analyst GS13	\$97,213	\$24,303	\$20,658	\$142,174	0.500	\$106,631
Support Staff GS11	\$68,209	\$17,052	\$14,494	\$99,756	0.500	\$49,878
Director Admin GS14	\$114,882	\$28,721	\$24,412	\$168,015	1.00	\$168,015
Internal Budget GS13	\$97,213	\$24,303	\$20,658	\$142,174	0.75	\$106,631
OPIC Representative GS13	\$97,213	\$24,303	\$20,658	\$142,174	0.75	\$106,631
Public Relations GS12	\$81,747	\$20,437	\$17,371	\$119,555	0.75	\$89,666
Support Staff GS11	\$68,209	\$17,052	\$14,494	\$99,756	1.00	\$99,756
Director OIR GS14	\$114,882	\$28,721	\$24,412	\$168,015	1.00	\$168,015
Staff Attorney GS13	\$97,213	\$24,303	\$20,658	\$142,174	0.75	\$106,631
Marketing Specialist GS12	\$81,747	\$20,437	\$17,371	\$119,555	0.75	\$89,666
Support Staff GS11	\$68,209	\$17,052	\$14,494	\$99,756	1.00	\$99,756
Director PDO GS14	\$114,882	\$28,721	\$24,412	\$168,015	1.00	\$168,015
Support Staff GS11	\$68,209	\$17,052	\$14,494	\$99,756	1.00	\$99,756
Water Resource Expert	\$150/hour		4 mo/year	1040 hours	0.33	\$102,960
Health/Sanitation Expert	\$150/hour		4 mo/year	1040 hours	0.33	\$102,960
Sociologist/Anthropologist	\$150/hour		4 mo/year	1040 hours	0.33	\$102,960
Development Economist	\$150/hour		4 mo/year	1040 hours	0.33	\$102,960
Country Relations Director	\$150/hour		4 mo/year	1040 hours	0.33	\$102,960
Dev. Nation Gov. Rep GS11	\$68,209	\$17,052	\$14,494	\$99,756	0.08	\$8,280
Local Community Rep GS9	\$56,371	\$14,093	\$11,979	\$82,443	0.08	\$6,843
			Total G&A		Total FTE	Total Staff
			\$348,995		15.07	\$2,413,792

G&A particulars						
Office Equipment (25%)	\$87,249					
Rents to USAID (60%)	\$209,397					
Telephone/Internet (5%)	\$17,450					Total G&A
Maintenance (10%)	\$34,899					\$348,995
Travel Expenses		5 day total				
Flights	\$1,600.00	\$1,600.00				
Hotel	\$200/night	\$1,000.00				
Rental Car	\$43/day	\$215.00				
Expenses	\$100/day	\$500.00				
Driver/Interpreter	\$50/day	\$250.00				Total Travel
Travel totals per trip		\$3,565.00	x 12 trips			\$42,780.00
Publication Expenses						
Booklets	\$3,500.00	\$3,500.00				
Pamphlets	\$1,000.00	\$1,000.00				
Small booklets	\$600.00	\$600.00				
Business Cards	\$50.00	\$550.00				
RFP expenses	\$2,500.00	\$3,000.00				Total publication
Total publication costs						\$8,650.00
SUBTOTAL						\$2,465,222.10
Contingency Funding (10%)						\$246,522.21
TOTAL						\$2,711,744.32

Appendix 7 – Performance Management System for Each SWaPPI Office

Project Development Office

Sequential First Year Goals: Have office completely furnished with all telephone and internet connections running; have all PDO staff hired and trained; identify Pilot Project Country through a needs assessment; accept no more than 5 letters of request for project from communities within this country; complete needs assessments in each community; develop a request for proposal (RFP) to advertise to

Measurements:

- Office inventory.
- Number of people hired.
- Number of training hours completed.
- Efficiency/productivity of staff.
- Number of advertisements for project communities distributed in the foreign country.
- Number of community letters of request for project received by Country Director.
- Number of baseline measurements of key indicators obtained in the 5 communities.
- Progress on the RFP

Collection:

- PDO Support Staff will take monthly inventory of office supplies. Status of services (telephone, internet etc.) should also be included. (After 6 month review period, this task can be done quarterly.)
- Director of PDO will keep a written record of who has been hired and when. Director will also maintain a spreadsheet with number of training hours completed and hours each staff member has worked.
- Every 6 months, Director of PDO will perform written evaluations of PDO staff. (Once a year, this will be an in-depth performance appraisal.)
- Consultants will keep a written record of to whom the Pilot Project has been verbally advertised to and to whom written memos of advertisement were distributed.
- Consultants will have a folder of all letters of request for project received from communities.
- Consultants will keep a record of their preliminary evaluations of communities requesting the project. Most importantly, the evaluation reports must include whether or not the community has economic standing to allow for a profitable venture.
- Consultants will record their measurements of key indicators from each site visit in spreadsheet form.
- Monthly progress reports on the status of the RFP.
- Each PDO staff member will maintain a spreadsheet of expenses (detailed).

Reporting:

- PDO Support Staff will send a weekly inventory report to Internal Budget Manager. (After 6 month review period, this task can be done quarterly.)
- Every 6 months, Director of PDO will give each PDO staff member a written evaluation.
- Every 6 months, Director of PDO will submit a memo to the Director General summarizing the PDO's activity, including who has been hired and trained.
- Once the Country Director is in-country, after 6 months, and every month thereafter, Country Relations Director will fax record of advertising activity in the foreign country to Director of PDO.
- After 8 months, the PDO must compile a list of 5 communities that requested the project and were accepted, based on SWaPPI's criteria, to Director General. This list should be accompanied by the records of discussions with community leaders and evaluation reports of the communities.
- Consultants will submit spreadsheets of baseline levels of key indicators in each of the 5 communities to Director of PDO along with an options memo suggesting to what levels the key indicators should be improved and potential options for achieving these levels.
- Director of PDO will submit a draft of the RFP to the Director General each month.
- Each PDO staff member will submit a weekly expense report to the Internal Budget Manager in the Office of Administration.

Feedback:

- Every 6 months, Director of PDO meets with each PDO staff member to verbally discuss performance.
- Director of PDO will correspond with consultants during trips to the field over phone or through email to discuss the list of communities and to decide whether other communities should be included on the list.
- Director of PDO will read reports submitted by experts. Meetings will be held if Director has questions interpreting the data on the key indicators and to discuss the suggested options, as they will be incorporated into the RFP.
- Director of PDO will facilitate a bi-monthly conference with the experts, to develop the RFP and provide peer-feedback. Once in place, the Country Relations Director will attend the conference in person every 6 months.
- Director General provides Director of PDO with written feedback on each draft of the RFP received, meeting in person to discuss when necessary.

Office of Investor Relations

Sequential First Year Goals: Have office completely furnished with all telephone and internet connections running; have all OIR staff hired and trained, including the Staff Attorney; prepare and implement an effective marketing strategy to advertise the RFP and attract private investors.

Measurements:

- Office inventory.
- Number of people hired.
- Number of training hours completed.
- Efficiency/productivity of staff.
- Number of options for marketing scheme.
- Stage of marketing strategy development and implementation.
- Number of advertisements publicized.
- Number of bids received from private investors.
- Number of interviews with private investors.

Collection:

- OIR Support Staff will take monthly inventory of office supplies. Status of services (telephone, internet etc.) should also be included. (After 6 month review period, this task can be done quarterly.)
- Director of OIR will keep a written record of who has been hired and when. Director will also maintain a spreadsheet with number of training hours completed and hours each staff member has worked.
- Every 6 months, Director of OIR will perform evaluations of OIR staff. (Once a year, this will be an in-depth performance appraisal.)
- Marketing Specialist will create a portfolio of potential marketing strategies containing detailed plans and drafts of written advertisements.
- Marketing Specialist will keep a journal of weekly activity including research on to whom and where RFP should be advertised.
- Director of OIR will keep a written record of how (verbally or written), where (TV, internet, newspaper, periodical), and when the RFP is advertised.
- All bids received by OIR will be filed and recorded in a spreadsheet.
- Each OIR staff member maintains a spreadsheet of expenses (detailed).

Reporting:

- OIR Support Staff will send a weekly inventory report to Internal Budget Manager. (After 6 month review period, this task can be done quarterly.)
- Every 6 months, Director of OIR will give each OIR staff member a written evaluation.
- Every 6 months, Director of OIR will submit a memo to Director General summarizing OIR's activity, including who has been hired and trained.
- Marketing Specialist briefs Director of OIR to present options for marketing strategies.
- At the end of each week, Marketing Specialist faxes Director of OIR list of activity, achievements, and problems that emerged (progress report).
- Director of OIR submits monthly written record of advertising activity to Director General.
- Marketing Specialist emails notes/minutes of interviews to Director of OIR and Staff Attorney.
- Director of OIR sends list of bidders and photocopies of their proposals to Director of PDO and Director General.
- Each OIR staff member will submit a weekly expense report to the Internal Budget Manager in the Office of Administration.

Feedback:

- Every 6 months, Director of OIR meets with each OIR staff member to verbally discuss performance.
- Director of OIR will meet with Marketing Specialist at the beginning of each week to verbally discuss the progress report received at the end of the past week.
- Director of OIR will give Marketing Specialist verbal feedback on the marketing strategies presented in the briefing at the briefing.
- Director of OIR facilitates meeting with Marketing Specialist and Staff Attorney to discuss interviews with private investors and to decide whether or not to accept proposals for further consideration.
- Director of OIR facilitates meeting with Director General and Director of PDO to verbally discuss all accepted proposals.

Office of Administration

Sequential First Year Goals: Have office completely furnished with all telephone and internet connections running; have all OA staff hired and trained and External OPIC Advisor identified; have internal budget organized; prepare and implement public relations campaign to publicize SWaPPI and the Pilot Project Program; create an informational website for SWaPPI.

Measurements:

- Office inventory.
- Number of people hired.
- Number of training hours completed.
- Efficiency/productivity of staff.
- Stage of public relations campaign development and implementation.
- Number of hits on website.
- Number of publications.
- Number of public inquiries.
- Evaluation of relationship between OPIC Representative and Director of Administration.
- Number and nature of budgetary inquiries received by OA from other SWaPPI offices.

Collection:

- OA Support Staff will take monthly inventory of office supplies. Status of services (telephone, internet etc.) should also be included. (After 6 month review period, this task can be done quarterly.)
- Director of OA will keep a written record of who has been hired and when. Director will also maintain a spreadsheet with number of training hours completed and hours each staff member has worked.
- Every 6 months, Director of OA will complete written evaluations of OA staff. (Once a year, this will be an in-depth performance appraisal.)
- Public Relations Specialist will create a layout of proposed public relations campaign and drafts of advertisements whether they are to be published or presented verbally to the media.
- Public Relations Specialist will keep a journal of weekly activity.
- OA Support Staff member will record in a chart the number of hits the website gets each day and the public comments received in response to the website.
- Director of OA will keep a written record of how (verbally or written), where (TV, internet, newspaper, periodical), and when SWaPPI is publicized.
- All inquiries received by OA will be documented and filed by OA Support Staff.
- Notes/minutes will be recorded for all meetings between OPIC and OA.
- Each OA staff member maintains a spreadsheet of expenses (detailed).
- Internal Budget Manager compiles all inquiries from within SWaPPI.

Reporting:

- OA Support Staff will send a weekly inventory report to Internal Budget Manager. (After 6 month review period, this task can be done quarterly.)
- Every 6 months, Director of OA will give each OA staff member a written evaluation.
- Every 6 months, Director of OA will submit a memo to the Director General summarizing the OA's activity, including who has been hired and trained.
- Public Relations Specialist briefs Director of OA to present proposed public relations campaign and plan for website.
- Public Relations Specialist faxes Director of OA a progress report at the end of each week.
- Director of OA submits monthly written record of all public appearances by SWaPPI staff members, articles, and interviews to Director General.
- OA Support Staff will submit a summarized list of public inquiries to Director of OA.
- Every 3 months director of OA will send a summary of the minutes from the OPIC/OA meetings to the Director General.
- Each OA staff member will submit a weekly expense report to the Internal Budget Manager in the Office of Administration.
- Internal Budget Manager will submit a cumulative SWaPPI budget report to Director General identifying any budget adjustments that need to be made.

Feedback:

- Every 6 months, Director of OA meets with each OA staff member to verbally discuss performance.
- Director of OA will meet with Public Relations Specialist at the beginning of each week to verbally discuss the progress report received at the end of the past week.
- Director of OA gives Public Relations Specialist verbal feedback on the proposed public relations campaign and website design.
- Public Comment link on website will provide written feedback on website and SWaPPI in general.
- Director of OA facilitates meeting with Internal Budget Manager, OPIC Representative and External OPIC Advisor to verbally discuss insurance and revolving funds arrangements.
- Director General will provide written feedback to Director of OA regarding relations with OPIC.
- Internal Budget Manager will distribute a bi-monthly written budget report to each SWaPPI office providing feedback on each office's current expenditure levels.

Office of Monitoring and Assessment

Sequential First Year Goals: Have office completely furnished with all telephone and internet connections running; have all OMA staff hired and trained; prepare performance management system for Pilot Project to be implemented in year 2.

Measurements:

- Office inventory.
- Number of people hired.
- Number of training hours completed.
- Efficiency/productivity of staff.
- Stage of performance management system development and implementation.

Collection:

- OMA Support Staff will take monthly inventory of office supplies. Status of services (telephone, internet etc.) should also be included. (After 6 month review period, this task can be done quarterly.)
- Director of OMA will keep a written record of who has been hired and when. Director will also maintain a spreadsheet with number of training hours completed and hours each staff member has worked.
- Every 6 months, Director of OMA will perform evaluations of OMA staff. (Once a year, this will be an in-depth performance appraisal.)
- Project Analyst will design a performance management system along with a chronological list of tasks to prepare system for implementation.
- Each OA staff member maintains a spreadsheet of expenses (detailed).

Reporting:

- PDO Support Staff will send a weekly inventory report to Internal Budget Manager. (After 6 month review period, this task can be done quarterly.)
- Every 6 months, Director of OMA will give each OMA staff member a written evaluation.
- Every 6 months, Director of OMA will submit a memo to the Director General summarizing the OMA's activity, including who has been hired and trained.
- Project Analyst briefs Director of OMA to present proposed performance management system and implementation timeline.
- Project Analyst submits weekly memo to Director of OMA indicating where along the timeline and in the list of tasks the office stands.
- Director of OMA sends final performance management system design to Director General.
- Each OMA staff member will submit a weekly expense report to the Internal Budget Manager in the Office of Administration.
- Each OA staff member will submit a weekly expense report to the Internal Budget Manager in the Office of Administration.

Feedback:

- Every 6 months, Director of OMA meets with each OMA staff member to verbally discuss performance.
- Director of OMA verbally discusses performance management system design and implementation timeline with Project Analyst after briefing.
- Director General meets with Director of OMA to give verbal feedback on performance management design.

Appendix 8 – Master Calendar

