**DEVELOPMENT PRACTICE AND PROGRAMME MANAGEMENT**

## Bemori – Water for Life

## Background

Bemori is a small fictional village (pop. 2,000) in the central highlands of East Timor, close to the (real) town of Laclubar (Lat. 8°44' S, Long. 125°54’ E). The villagers are mostly subsistence farmers, growing corn, root crops and vegetables and raising pigs and chicken. The only road leading to the village washed out some years ago and has not been repaired. There is no electricity, and no mobile phone coverage except limited coverage on a rocky outcrop above the village. Even though its only 80km by road from the capital, it takes six to eight hours in a 4WD to drive up roads in bad condition following the river course to get to the trailhead 1,000m above sea level, then another two or three hour climb of 300m by foot or pony to the village of Bemori.



The village has one small kiosk selling rice, instant noodles, candles, matches, cigarettes, tinned fish, phone credit, and single serve packets of washing powder and shampoo. The only water source for the village is about 1km walk down to a small river about 150m below the village. The primary school has a gross enrolment ratio of 130%, and the buildings are in need of serious repair, like the basic medical clinic where a doctor and nurse visit once a week. Typically they treat symptoms of malnourishment and wasting in the children (about 50% of children) compounded by frequent bouts of diarrhoea, skin infections, parasites as well as respiratory illnesses, including TB. Less than a quarter of houses have any toilet facilities. Over 60% of the villagers live below the poverty line, most people do not have or use money in their day-to-day lives.

There are no visible signs of central or local government in Bemori, and the euphoria when Independence was restored has been forgotten – as well as the promises of the politicians it seems. The Village Chief does as best as he can with few resources or supports, other than his four sub-village Chiefs, who similarity lacks any resources other than their moral authority.

Many houses were burnt down in the final violent phase of the struggle for independence and many villagers were forcibly removed from the village at that time. Now that things seem stable again, many villagers want to return to their ancestral lands. The Government want to support this, and has called on the international community working in country to support this policy.

## Water for Life

The ‘Water for Life’ programme is part of the reconstruction effort. It aims to encourage resettlement in rural areas by providing reliable, clean, piped water to 200 villages all across the country. Its main funders, the EU and Irish Are, are major donors in the country and is using UNDP as its implementing partner. Due to the large number of villages spread all over the country UNDP is partnering with local and international NGOs to implement the individual projects in the villages. Some will also be contracted out to local firms so as to create employment in the local economy and develop the private sector. Local communities are expected to provide an in-kind contribution through unskilled labour and local materials such as sand and gravel.

In line with best International Development practice, the donors work closely with the Ministry of Infrastructure on the programme design, specification and procurement, and local government to assist with delivery on the ground and liaison with local communities. The programme has €4 million over a three-year lifespan, but still will only address a small fraction of the villages that need water. Irish Aid has managed to get the European Union on board, who bring significantly more funding – €11.237 million – to the project, which should increase the reach to 800 villages. However, negotiating the financial agreement of ‘Delegated Authority’ from the EU to Irish Aid took eight long months of tedious paperwork. This has delayed the planned start from July 2017 to February 2018.

The Government’s Rural Water and Sanitation Strategy (RWSS) states that local government is primarily responsible for delivery of WASH services, and should develop a District WATSAN Master Plan which must follow the guidelines developed by the Ministry of Infrastructure. Before the RWSS, there were many water systems implemented more or less at random by NGOs, bilateral and UN agencies (Five agencies under the UN umbrella – UNICEF, WHO, UNCDF, FAO and IOM all had different programmes) using different technologies and systems, including a mix of metric and imperial dimension pipes. The RWSS now defines standards for all WASH projects, and manages procurement centrally to ensure interoperability and leverage improved mercantile terms through institutional purchasing arrangements. As such they also decide on what water sources are used, and where the water gets piped to.

A typical project involves identifying a water source, piping it to the village, putting in the distribution system within the village, providing a couple of stand pipes and setting up a Water Committee to manage the water system and over time extend it into villagers’ homes.

# Bemori Simulation Goals

Overall goal: Water and sanitation project up and running in Bemori village.

Sub goals:

1. Define location of water source
2. Form Village Water Committee to facilitate interaction between the villagers and the project
   1. Donors have stipulated that there should be LGBTQ+ representation on the committee
3. Conduct field visit to Bemori with UNDP– Head of Environment and Energy section, UNDPWater Project Manager (United Nations Volunteer), Local International Implementing NGO program officer with Oxfam GB, Bilateral Aid Agency Programme Officer – Irish Aid and European Union[[1]](#footnote-1) Programme Officer to discuss the project and overall funding mechanisms
   1. Improve interpersonal relations between the field visit participants
4. Jointly develop and agree an overall project plan
   1. Formally adopt and sign off the plan at the interim steering committee meeting
5. Go through the correct steps to get the funding approved and released for Bemori project.
6. Get the necessary materials (water pipes and fitting, water tanks, machinery, sand and gravel) on site
   1. Do this before the onset of the rainy season
7. Do the engineering work to implement the water and sanitation project in Bemori
   1. Deliver the “soft skills” around the water and sanitation project – good hand hygiene, sustainable supply of soap
   2. Develop mechanism through the Village Water Committee for the villagers to pool small amounts of money for ongoing maintenance of the water and sanitation system
8. Hold an opening ceremony and celebration of the new water and sanitation system
9. Conduct a final steering committee meeting, reporting on the project progress, including successes, failures and setbacks, and work still to be completed.

## Roles in the Simulation

1. **UNDP– Head of Environment and Energy section**
2. **UNDPWater Project Manager (United Nations Volunteer)**
3. **Local Government Official – District Water Engineer**
4. **Local NGO Programme Officer**
5. **International Implementing NGO program officer with Oxfam GB**
6. **Bilateral Aid Agency Programme Officer – Irish Aid**
7. **European Union[[2]](#footnote-2) Programme Officer**
8. **Village Chief**
9. **District women’s group representative for OPMT (The Popular Organisation of East Timorese Women)**
10. **Director of the Water Division in the Ministry of Infrastructure**

# UNDP[[3]](#footnote-3) – Head of Environment and Energy section

Objective: To plan for and oversee the delivery of a range of infrastructure projects designed to address a variety of infrastructural weaknesses in the Timorese economy and society.

## Responsibilities

Supported by a project manager you have ultimate responsibility for the delivery of the overall Rural Village water programme, of which Bemori is the pilot scheme. Within UNDP you have a number of roles:

* Supporting the day-to-day management of a portfolio of projects on environmental enhancement, including water and energy.
* Conducting / commissioning research and support drafting of strategic policies, programmes, and preparation of financial mechanisms such projects;
* Working with UNDP Regional Technical Advisors in identifying technical support to be provided to the Timor Leste with the aim of assisting with the development of strategic programmes and projects;
* Acting as the main point of contact between UNDP and the Government of Timor Leste on environmental and energy issues.
* Supporting the preparation, implementation and monitoring of a gender assessment and gender action plan as part of the formulation and delivery of projects.

## Public Information

You are a male from India and have worked for the UN system for 18 years across a range of areas. Having had a background in human rights you spent 13 years working on Governance issues in a number of different countries, including Timor Leste. However, for the last five years, you have taken responsibility for the environment and energy section in UNDP.

While you are responsible for energy and environment projects you are not a technical specialist in these areas, instead being a generalist who has amassed considerable knowledge over a period of years. However, you are strongly committed to the environment elements of your portfolio in particular.

You generally get on well with people, though you struggle between a desire to return to India on one hand and the continued attractiveness albeit frustrations of a well-paid UN position on the other. Being one of the longest serving international staff members in Dili you have seen many changes in staff over the years, not least a succession on increasingly ambitious project managers.

## Languages

Hindi, Urdu, English, some Tetum

Funding mechanism: As your Resident Country Representative (RER) is actually resident in the Regional Centre in Bangkok, you are not considered a full county office, so all transactions need to be signed off through the RER in the Regional Centre, which can take weeks or longer. This also means that you don’t have access to your financial reporting system, and you cannot see your own financial reports or respond to any donor queries – these all have to be routed through the Regional Centre. Because of this, you report any progress as early as possible, to allow you to draw down more funding into your local bank account, so you have a buffer when the inevitable delays happen. It is quite a juggling act to get the right amount of funding to the Ministry of Infrastructure, the Local NGOs and the International NGOs. If the timing goes wrong you end up with either ten times more than the approved amount in your local bank account, or not enough to pay some of your local suppliers – this creates huge stress for you and your finance officer.

Private objective: Try and make the project work as best as possible within the strangling bureaucracy of UNDP, and make the agency look as good as possible while delivering results as much as is practical. You are not averse to bending the rules to make things work, but you know the limits. Your Resident Country Representative negotiated this agreement with the donors and ignored your protests that it was completely over-ambitious and under-funded. It would be practically impossible to deliver 800 WASH systems – notwithstanding the capacity of the central and local government plus NGOs and local contractors. However, your boss has committed to the donors that UNDP can do it, and you cannot come out now and point this out to donors. You will need to carefully manage expectations, while maintaining the fiction that you can deliver what your organisation has signed up to in the document. You are aiming to get about 300-400 of the ‘easy wins’ up and running, especially the Bemori pilot programme.

You know the Minister of Infrastructure is woefully out of his depth, and has no interest in water & sanitation, but you must be seen to support him publicly if you are to have his trust and get him to sign off when necessary. You are not unaware of some ‘unusual’ decisions around procurement in the Ministry – but this is not your fight. There will always be some leakage on a project this size, which just has to be tolerated – as long as there is no evidence created that funds you are responsible for are being misappropriated.

Private Information: You are a workaholic – but rapidly approaching burnout. While you know how to game the system, you are becoming increasingly impatient and frustrated with the silly games you have to play to keep the money moving, and deliver on the project.

Some mornings, when you have a particularly bad hangover, you fell like giving up on the whole thing and going back to India. You never do give up, but sometimes you lash out at your staff in frustration.

# UNDP[[4]](#footnote-4) Water Project Manager (United Nations Volunteer)

Objective: Assist the Head of the Environment and Energy section in implementing environmental projects, with particular responsibility for community water projects, including monitoring and evaluation.

## Responsibilities

1. Management of the overall Rural Village Water Project, with particular emphasis on the Bemori pilot scheme.
2. Management of the project budget.
3. Facilitating the selection of project sub-contractors in a transparent way ensuring best value for money in accordance with the technical specifications and rules of UNDP and the Government.
4. Check all technical specifications, certificates, results of ground tests and their conformity to national construction standards and requirements and ensuring that technical specifications and procedures are in accordance with best practice and existing international standards
5. Ensure that all costs are in conformance with UNDP and Government rules.
6. Prepare all required documents, the final reports and fulfil other duties as may be required within the framework of the agreement with the Government of Timor Leste
7. To resource and act as the secretariat for the project steering committee.

## Public Information

You are a young female civil engineer, with just three years’ experience in water supply in ‘developing countries’. This is your first role as a project manager and, having worked previously for Water for Life (a US NGO) you are now grappling with the structures, norms and bureaucracy of UNDP. You are working as a UN Volunteer (UNV) in the hope that it can be the beginning of a more lucrative career in the UN System.

You are enjoying your new role, though you find the lack of specialist technical capacity in your section head somewhat strange, leading you to question some of his outlooks and attitudes.

## Languages

English and limited French. You work with the support of an assistant project manager who also acts as an interpreter.

Funding mechanism:

Private objective:

While you do have some desire to help people, being honest, your main desire is to help yourself. You see working for the UN as a good career and a good way to see the world. Your family back home seem well impressed that you are working for the UN but are wondering why, with your qualifications, you are volunteering – even though as a ‘volunteer’ you earn four times more than the Timorese civil servants you work with. Getting a full time UN contract is a priority.

Private Information:

You like Timor Leste but as a young woman find yourself uncomfortable on the one hand with too much attention from your male colleagues and men in general and, on the other, with getting too little attention paid to you when expressing professional opinions. You’re not sure if this is because you are relatively young, a woman or both. At least working with the INGO contact point is interesting, someone a bit knowledgeable, with whom you have started to socialise a bit. As for your section chief, he’s ok but prone to occasional outbursts. He’s not an engineer so doesn’t always grasp finer technical details and seems resentful when you point these out. But hey, that’s not going to stop you.

# Local Government Official – District Water Engineer

Objective: To coordinate all development actors providing water & sanitation infrastructure at a village level. Develop a District WATSAN Master Plan.

Responsibilities:

1. Local level implementation of the pilot phase of the Rural Villages Water Project in Bemori.
2. Develop local level implementation plans and report monthly on infrastructure completed and quarterly on planned projects to central government.
3. Work with the local and international NGOs to deliver the project.
4. Approve payments up to $5,000 and release of material on receipt of correct documentation.
5. Sign contracts with smaller area based NGOs for implementation of small scale activities (max three months in duration).
6. Ensure that an evidence based approach is taken to allocating resources, equitably across the community.

Public Information: You are well known and respected around all the villages of the district as a fixer and for your technical skills, that you gained when you studied to be an engineer at a university overseas. However, given the dire condition of water and sanitation – not to mention road – infrastructure throughout the district you are known to be completely overworked. People say the important thing is to get you to visit their village, and when you see the conditions people face, you will make sure something gets done. Your family are nobles in your home village, and from this everyone can guess your politics.

Languages: Galoli (mother tongue), good Mambai, good ‘street’ Tetum, good Indonesia (this is the language you are most comfortable for technical, complex or precise communication), reasonable English, Portuguese is improving quickly due to compulsory classes for Civil Servants.

Funding mechanism: You are funded directly from Ministry of Infrastructure’s WATSAN budget. This is turn is funded by UNDP Irish Aid and EU funding. Irish Aid are happy to use the Local Government procurement guidelines and reporting, as long as the District Government maintains a minimum score on their bi-annual Public Financial Management assessment (conducted by International Bank for Development). However you must also report to UNDP quarterly in their format, and annually to EU in their format.

You are authorised to approve payments up to $5,000 and release materials with the right papers. Anything above $5,000 must be approved by Finance Department of the Ministry of Infrastructure.

Private objective: Keep your secure government job. Travel to capital as frequently as possible to collect per-diem and travel allowances. Cover for your Director if necessary – he is from the same political party and he can get you promoted if they win the next election.

Private Information: You still owe your powerful uncle money from the time you studied overseas, and he expects it to be repaid. Now that your eighth child has arrived, the per-diems for your trips to the capital are not enough. You were offered money by one village chief to prioritise completion of the water scheme in their village. Since then you’ve found this is handy extra cash on top of your pitiful government salary – and you feel you earn it as you do all the difficult travel to your distant villages that other District Water Engineers avoid.

It’s useful to have that person from the International NGO to do some of the work – especially the more technical stuff. At university overseas your language skills were not good enough to keep up, and you spent half your time living it up anyway instead of attending lectures. But you resent that this young foreigner earns ten times what you do, and gets a 4WD for personal use.

They talk some nonsense about “equitable norm-based resource allocation to vulnerable groups” – what are they talking about? But you need to keep the foreigner onside to do the hard work (like that WATSAN Master Plan beast that scares you) – and to make sure they suspect nothing about your little side earner.

# Local NGO Programme Officer Fundacão Haburas

Objective: Work with the District water engineer and the International NGO to get the systems up and running in a minimum 12 of the 15 villages in your area or responsibility, especially in the Bemori area.

Develop a plan for the NGO to access more funding so as to grow you outreach. This will require renting a proper office, getting computers and transport and more staff.

Responsibilities:

1. Manage equipment and staff budget of projects (procurement is done through government systems).
2. Provide information to and mobilise the local community to positively engage with the project
3. Report monthly on progress to programme office in the capital. Partner with international NGO to develop institutional capacity. Maintain project vehicle in good working order.

Public Information: You have been a dedicated staff member in a number of NGOs since independence, and you have a good network with civil society and some civil servants. Your impeccable credentials from the independence struggle (when you were a child messenger for the freedom fighters in the mountains) are useful when you need a favour from someone higher up.

You are passionate about human rights and equity, but also pragmatic and sensible. Even better you are still fun to hang around with – unlike some people like you who have taken on airs and graces – and you still enjoy some *tua mutin* and pool on a Friday night.

You had to leave the capital as you could not support your spouse and seven kids, and have come back to the sub-district capital where you have access to land to grow food and better family support.

Languages: Fataluku (mother tongue), good Tetum, good English, reasonable Bahasa Indonesian, basic Portuguese

Funding mechanism: You are funded by the local government District Water Engineer (who can approve payments up to $5,000) from the Ministry of Infrastructure’s WATSAN budget. This is turn is funded by UNDP using Irish Aid and EU funding.

Private objective: There is a huge need for WASH facilities in the villages, but even with the power of Irish Aid and The EU behind it, the project seems very ambitious. The only way to achieve this goal is to have women strongly represented in all the water committees, and empower them to mobilise the community contribution in kind.

Private Information: Your real passion is gender equality, which in your view in East Timor is only about women’s rights. You took this job with the WASH NGO as it was the only thing you could find here, but it’s not really your thing. But your main frustration is having to work with the international NGO as their staff have only a vague understanding of how and why things work here. And for all their talk, they still don’t get some of the basics – if they were serious about equity they would offer the same terms and conditions to local and international NGO staff.

# International Implementing NGO program officer with Oxfam GB[[5]](#footnote-5)

Objective: Get water systems up and running in a minimum 8 of your 10 villages, especially in the Bemori Pilot scheme, and, in the process, build local capacity.

## Responsibilities:

1. Support the development of a clear planning framework for your component of the Rural Village Water Scheme.
2. In the process, build the capacity of local government and local NGO counterparts to maintain this system, design new systems and develop a hydrographical GPS map of the district, showing river braiding and watersheds.
3. Develop a strategic plan for the local NGO you are partnering with, and develop the local staff capacity
4. Manage equipment and staff budget of projects (procurement is done through government systems).
5. Report monthly on progress to programme office in the capital.
6. Maintain project equipment, especially project vehicles are good working order.

Public Information:

You are male and have a degree in Civil Engineering and a MA in Development Studies and this is your first assignment in a developing country. You are based in the district capital and have 10 villages in your portfolio, most pretty straightforward gravity feed water systems, but others requiring pumps, plus a small village main pipe network.

Your counterpart in the local government office and local Ngo seems very friendly. Part of the assignment is capacity building of local staff and as you have already established good rapport,. You have already picked up some basics of the local language, and plan to find a local language teacher. You view yourself as a guest in this great and proud country, and it behoves you to learn their language so you can communicate, not to mention the practicalities of life.

Languages: Swedish (mother tongue), Excellent English, good German, basic Tetum

Funding mechanism: You are funded directly by UNDP (who can approve payments up to $50,000) through Water for Life using Irish Aid and EU funding. You must also report to UNDP quarterly in their format, and annually to EU in their format. Irish Aid require annual reports and are happy to use the UNDP procurement guidelines and reporting (which are sent directly to Irish Aid HQ).

Private objective: Help poor people in developing country. Gain experience so you can get a UN job with status and good pay. Escape from personal problems back home.

Private Information: Your initial concern that your counterpart was very vague about the details of each project has faded once you realised he has almost no technical knowledge about water supply, even though his job title is ‘District Water Engineer’.

Your accommodation is pretty basic, but the first class view makes up for it, and as you are allowed to use the work 4WD pickup truck on the weekends, you plan to be out exploring in your free time, and not sitting around at home. One of the reasons you were able to take up this job at short notice is your relationship of over six years suddenly fell apart.

You hold a strong personal belief that all people are equal.

# Bilateral Aid Agency Programme Officer – Irish Aid[[6]](#footnote-6)

Objective: Implement Irish Aid’s Country Strategy and manage your implementing partners (including due diligence) to deliver the results you have committed to in the Country Strategy, and ensure proper accounting of funds. Promote the values and interests of your home country.

Responsibilities:

1. Within the context of the Rural Village Water Programme, maintain oversight of the implementation of the programme and especially the Bemori pilot.
2. Sit on the project steering committee to monitor progress and ensure accountability.
3. Conduct field visits to project sites, review reports of implement partners including accounts (for grants over $100,000 they must be audited) and report to HQ on progress or any problems.
4. Liaise closely with other programme funders, especially the EU.

## Public Information:

As a small agency the entire staff comprises your Head of Mission, yourself, three local program staff and a driver, so you are also responsible for office administration and IT systems, security and emergency preparedness, consular duties and recently your Head of Mission has made you both ‘cultural attaché’ and ‘military attaché’.

Though you are a small development partner, or maybe because of that, you have a great relationship with the host government, who view you as “mostly harmless”[[7]](#footnote-7). You punch above your weight, sometimes to the annoyance of development partners with 50 times your budget. The delay caused by the EU in signing off on Delegated Authority has really frustrated you, and you have made no secret of this.

You took a minor in Anthropology at university, and your study of the local peoples and cultures gives you added insight into how things work (or don’t) here.

Irish Aid is a bit disorganised, and as you like it here, nobody has though of posting you elsewhere. Now in your fifth year, you are the longest serving diplomat in the country (excepting the Papal Nuncio, seven years into an eight year posting). You are fluent in the local language, and have an institutional memory far longer than any other aid agency, so your views are often sought and respected.

Languages: Excellent English, good German, good Tetum

**Private Information**

Funding mechanism: The Irish Aid country office sweated bricks to compile your multi-year Country Strategy and get it approved at HQ. Your budget is now approved for the next four years, and your Ambassador can sign off on any commitments within each budget line. The Ambassador also has authority to move up to 10% of any budget line to under a different heading in a given year.

Private objective: You aspire to be the Head of Mission on your next posting, and you work all the hours in the day to make sure the projects under your watch deliver optimum results, without any mishaps (like funding going missing).

Private Information: Your criticism of the EU delays in signing the Delegated Authority agreement has not gone unnoticed by the EU, and has in fact contributed to the delay in getting the agreement signed. The EU Head of Delegation has had words privately with your boss about this, and the EU Desk Officer at HQ has raised this with your Desk Officer in your capital. Your Ambassador has told you not to rock the boat unnecessarily, to operate professionally – noting that that includes accounting for your taxpayers funds, maximising project delivery and upholding the principle of “Do no harm”.

# European Union[[8]](#footnote-8) Programme Officer

Objective: Spend €5.12 million by end of financial year on the provision of water to villages in rural Timor Leste. In the process, promote the values of the European Union (EU) of a norms based society, especially human rights and gender equality.

## Responsibilities:

* Ensure that the Village Water Project is effectively and efficiently implemented and that all EU procedures are followed to the letter.
* Liaise closely with UNDP as the main implementing body and with Irish Aid as co-funder of the programme.
* Conduct due diligence for all funding partners and contracted bodies.
* Report to HQ quarterly on progress, and annually provide a detailed financial report.
* You are focal point for Gender Equality within the EU delegation so have a responsibility to promote gender equality wherever possible.

Public Information: You are keenly aware of the privilege to work for the EU, and to promote the unique values that underpin this great experiment in human organisation, international solidarity and individual freedom of expression and creativity. Having worked for 3 years in the Rules & Regulations Compliance department in HQ, covering four African counties, not only do you know the regulations inside out, but you’ve seen every trick in the book on how to misappropriate funds. You make it well know you have zero tolerance for this.

You are an active participant in the monthly Gender Working Group meetings (of government, donors, and civil society), and a strong advocate of positive discrimination in favour of women, given the severe restrictions in Timor Leste on their equality of opportunity and exposure to Gender Based Violence. This inequality is particularly unjust considering that women tend to do all household and childrearing activities. Women’s role in the independence struggle, and subsequent peace-building activities needs much greater recognition and support.

Languages: Spanish (mother tongue), excellent French, good Portuguese, some English.

**Private Information**

Funding mechanism: Your financial allocation for the 8-year Development Fund has been approved by each individual member state of the BU. This took so long, there is only 6 years left to spend (or commit) the 8 years of funding, so you are already 25% (€ 2 million) behind on you CBP KPI (Cash Burn Profile Key Performance Indicator). This is on top of the money from the previous Development Fund profile that was not spent on time. If you succeed in recovering the €1.12 from the Government Implementation Unit (GIU), you will also need to spend this before the end of the financial year.

In theory, all your funds are transferred to the GIU in a lump sum, and they are then responsible for disbursing it through their systems, but using your rules. In practice you have to contract every transaction and get the GIU to carry it out – you frequently end up writing letters to the GIU, when they then send back to you for you to draft a response to send to yourself – this seems crazy, but it’s the only way to move the funds.

You are not allowed to channel ODA through private contractors (though that would really help with your CBP KPI), so instead you have contracted UNIMAG to do so, even though they take 14% ‘management fee’ to do this.

Also, to try and move some money, you have a ‘Delegated Authority’ agreement with Irish Aid to spend your ODA through their project mechanism. You transfer the estimated annual budget in one tranche to Irish Aid, who then manage the money following their rules.

Private objective: Demonstrate solid progress back to HQ, as your Head of Delegation is pitching for an increase in the country’s ODA allocation. Maximise the number of reported beneficiaries, particularly women, children, LGBTI and persons with disabilities. Cover your ass or kick the can down the road and ensure nothing blows up in the final 12 months of your 4-year assignment in country. Anything in the too-hard basket, your successor can deal with.

Private Information: As Spanish is your first language and you speak fluent French, its been easy to pick up Portuguese, and as is one of the two official languages, there is no need to learn Tetun, the lingua franca, which really is a Mickey Mouse language anyway, unsuitable for precise communication.

As you are not comfortable speaking English (and others struggle to understand your heavy accent), you use Portuguese as much as possible in meetings. Socially you naturally gravitate to the Portuguese speaking groups and hangouts.

You are looking forward to leaving this unbearably hot dusty broken backward place, and plan to avoid any travel to the districts in your last 12 months. At least in the capital, you can pretend there is some semblance of civilisation.

# Village Chief

Objective: Get water system up and running for your village only.

Responsibilities:

1. To interface with local government and development agencies and communicate their objectives to the villagers
2. To mobilise community in-kind contribution,
3. To set-up water committee, mediate disputes,.

Public Information: You status of chief is respected in the village, as was your father before you, even though you come from Lowtown. Everyone agreed the elections for village chief four years ago were a fairly pointless exercise, but the foreigners who came and talked about them though they were very important. You patient and calm demeanour is a valuable skill when you bring people together on the woven mat to resolve disputes. It seems more and more of your time is being spent on dispute resolution and managing tensions between the ‘blow-ins’ – even though many of them were settled in the part of your village called ‘Newtown’ 25 years ago – and the ‘locals’. Your extended family ties with the locals help you manage that side, and speaking the local language of the ‘blow-ins’ helps you broker peace with them.

You know you need to somehow get the District Water Engineer to visit your village – he’s a reliable guy, and if he sees how badly you need the water system, he will include it in this year’s plan.

The $5 a month allowance you get as village chief does not stretch far, and there are more and more demands on the chiefs nowadays. Everyone understands (but says nothing) that you are not much good at running meetings or managing official stuff. Your authority as ‘father of the village’ derives from your deceased father’s spirit, stretching back to his grandfather and brothers who emerged from the scared rocks above the water source. There has been much upheaval during the Indonesian occupation and subsequent independence, but a reliance on traditional values is why the dead ancestors ensure the continued prosperity of the village, the health of the people and fertility of the fields.

Languages: Fataluku and Tetum, some Bahasa Indonesian

Private Information

Private objective: Get access to enough cash from this project to pay kids school fees, get water piped into your own house and build an outside toilet. Get re-elected in next-year’s elections.

Private information: The new water supply and the government resettlement programme will create demand for new houses. There is not enough budget to bring water to the whole village. If you can influence the project so that the houses and families in Oldtown get the water supply, you will benefit financially and with more support to get re-elected next year.

Your wife is the only one in the village who knows you are illiterate – because she reads everything for you

District women’s group representative for OPMT (The Popular Organisation of EastTimorese Women)

## Objective

To advance the role of women in Timorese society and to ensure that women are fully involved in and benefiting from development projects

## Responsibilities

* To mobilise the participation of women in development projects, including the Village Rural Water Programme
* To monitor the implementation of such projects and report nationally to OPMT leadership.
* To raise awareness of the importance of gender equality, not least within traditional decision making structures.

## Public Information

You are 29 years old and from Bemori, where you continue to live. Having been initially involved in a youth organisation you became aware of the importance of challenging gender inequality in Timorese society, leading you to become involved in OPMT, initially at district level and in the last two years at national level. You are now part time employed to further the work of OPMT in the district.

You enjoy the status that this national role has given you, but notice that for some in the village there is evidence of distrust and resentment. You are committed to ensure that the pilot water project in Bemori will benefit all, but most especially women and young people. You are prepared to challenge some of the old ways on thinking in order to bring this about.

You are a member of the steering committee by virtue of your OPMT role but don’t have a formal, direct role in project implementation and delivery.

Languages:

Fataluku, Tetum, good Bahasa Indonesian and reasonable English

Funding mechanism: N/A as you don’t have a formal role in the project implementation, though you are seeking support from the project to fund travel costs and are trying to secure access to a vehicle to allow you to support your involvement.

Private objective: To challenge the traditional power of the Chief in Bemori who has paid little if any attention to the advancement of women during his 25 year period as chief.

Private Information: You harbour a desire to advance yourself and to have a greater degree of power to advance your aims. To this end you are becoming more involved in politics and aim to secure nomination for the next election, with a view to eventually being elected as a member of parliament, and possibly becoming a minister.

# Director of the Water Division in the Ministry of Infrastructure

## Objective

To oversee the provision of clean water and sanitation services throughout Timor Leste and, in particular, the delivery of the high profile and politically sensitive Rural Village Water Programme.

## Responsibilities

* To oversee and liase with UNDP as the implementing body and with the EU and Irish Aid as the main funders.
* To ensure that the Bemori pilot project successfully delivers in an efficient and effective ways.
* To be mindful of and ensure that the concerns of the minister regarding the location of water services are attended to.
* To provide quarterly reports to the Minister and onwards to the strategic infrastructure subcommittee of the Cabinet
* To maintain oversight of project expenditure .
* To support the operation of the project steering committee

## Public Information

You have been director of the Water Division for 5 years, before which you were assistant director. Having spent many years in asylum in Melbourne, where you eventually received Australian citizenship, you returned to Timor Leste to play your part in the rebuilding of the nation in 2000. While in Australia you managed to attend university, eventually completing a Masters in Business Administration. On your return to Timor Leste and based on your Australian citizenship, you were first recruited as an international staff member working in the ministry and paid by the UN. However, following reductions in the level of UN involvement you are now paid as part of the Government payroll. You recognise the political sensitivity of this project and remain keenly conscious of its potential to enhance or damage your public sector career.

Funding Mechanism [TBC]

You are funded directly from the UNDP WATSAN (the Head of Environment and Energy section can approve payments up to $500,000 – anything bigger has to go to the Resident Country Representative, based in Bangkok) through Water for Life using Irish Aid and EU funding. You must also report to UNDP quarterly in their format, and annually to EU in their format. Irish Aid require annual reports and are happy to use the UNDP procurement guidelines and reporting (which are sent directly to Irish Aid HQ).

The new GoTL (Government of Timor Leste) policy is that all donor funding must be managed by the Ministry of Finance (in the past, donors had signed project documents directly with line ministries, leading to increased fragmentation and overlap of development projects). However, in practice, this system is unworkable, as it takes so long for the Ministry of Finance to process requests to draw down funding. So you are still asking UNDP to transfer funds to the Ministry of Infrastructure bank account. The Minster has the ultimate sign-off on the account, and this allows you to access funds more easily.

## Private objectives

To ensure that your career isn’t damaged by the possible fallout from delayed or non delivery of the project.

## Private Information

This project is seen as politically very important and it is making you nervous. While you know your UNDP counterpart well, you are a bit uncertain of the somewhat prickly project manager that has been appointed. She’s young and you have not had to work much with female engineers. You wonder who she will be accepted in the Timorese culture. On the other hand you are familiar with the Irish Aid and EU members of the steering committee and know that they there seems to be some tension between them. There just seems to be so many people involved in the project, not to mention the OPMT rep. Having another civil society politico looking over your shoulder makes you distinctly nervous.

### Funding requirement for different simulation actors

### Local Government Official – District Water Engineer

Funding mechanism: You are funded directly from Ministry of Infrastructure’s WATSAN budget. This is turn is funded by UNIMAG through Water for Life using BAA and BU funding. BAA are happy to use the Local Government procurement guidelines and reporting, as long as the District Government maintains a minimum score on their bi-annual Public Financial Management assessment (conducted by International Bank for Development). However you must also report to UNIMAG quarterly in their format, and annually to BU in their format.

You are authorised to approve payments up to $5,000 and release materials with the right papers. Anything above $5,000 must be approved by Finance Department of the Ministry of Infrastructure.

### Local NGO Programme Officer

Funding mechanism: You are funded by the local government District Water Engineer (who can approve payments up to $5,000) from the Ministry of Infrastructure’s WATSAN budget. This is turn is funded by UNIMAG through Water for Life using BAA and BU funding. BAA are happy to use the Local Government procurement guidelines and reporting, as long as the District Government maintains a minimum score on their bi-annual Public Financial Management assessment (conducted by International Bank for Development). However you must also report to UNIMAG quarterly in their format, and annually to BU in their format.

### International Implementing NGO program officer

Funding mechanism: You are funded directly by UNIMAG (who can approve payments up to $50,000) through Water for Life using BAA and BU funding. You must also report to UNIMAG quarterly in their format, and annually to BU in their format. BAA require annual reports and are happy to use the UNIMAG procurement guidelines and reporting (which are sent directly to BAA HQ).

### Bilateral Aid Agency Programme Officer

Funding mechanism: BAA country office sweated bricks to compile your multi-year Country Strategy and get it approved at HQ. Your budget is now approved for the next four years, and your Ambassador can sign off on any commitments within each budget line. The Ambassador also has authority to move up to 10% of any budget line to under a different heading in a given year.

### Bureaucratic Union Programme Officer

Funding mechanism: Your financial allocation for the 8-year Development Fund has been approved by each individual member state of the BU. This took so long, there is only 6 years left to spend (or commit) the 8 years of funding, so you are already 25% (€ 2 million) behind on you CBP KPI (Cash Burn Profile Key Performance Indicator). This is on top of the money from the previous Development Fund profile that was not spent on time. If you succeed in recovering the €1.12 from the Government Implementation Unit (GIU), you will also need to spend this before the end of the financial year.

In theory, all your funds are transferred to the GIU in a lump sum, and they are then responsible for disbursing it through their systems, but using your rules. In practice you have to contract every transaction and get the GIU to carry it out – you frequently end up writing letters to the GIU, when they then send back to you for you to draft a response to send to yourself – this seems crazy, but it’s the only way to move the funds.

You are not allowed to channel ODA through private contractors (though that would really help with your CBP KPI), so instead you have contracted UNIMAG to do so, even though they take 14% ‘management fee’ to do this.

Also, to try and move some money, you have a ‘Delegated Authority’ agreement with BAA to spend your ODA through their project mechanism.

### UNIMAG Chief Technical Advisor

Funding mechanism: As your Resident Country Representative (RER) is actually resident in the Regional Centre, you are not considered a full county office, so all transactions need to be signed off through the RER in the Regional Centre, which can take weeks or longer. This also means that you don’t have access to your financial reporting system, and you cannot see your own financial reports or respond to any donor queries – these all have to be routed through the Regional Centre. Because of this, you report any progress as early as possible, to allow you to draw down more funding into your local bank account, so you have a buffer when the inevitable delays happen. It is quite a juggling act to get the right amount of funding to the Ministry of Infrastructure, the Local NGOs and the International NGOs. If the timing goes wrong you end up with either ten times more than the approved amount in your local bank account, or not enough to pay some of your local suppliers – this creates huge stress for you and your finance officer.

1. Reference to actual organisations is made only to aid students to more effectively contextualise their roles. No element of the simulation information should be seen in any way to reflect on the values, principles or philosophies of the organisations. [↑](#footnote-ref-1)
2. Reference to actual organisations is made only to aid students to more effectively contextualise their roles. No element of the simulation information should be seen in any way to reflect on the values, principles or philosophies of the organisations. [↑](#footnote-ref-2)
3. Reference to actual organisations is made only to aid students to more effectively contextualise their roles. No element of the simulation information should be seen in any way to reflect on the values, principles or philosophies of the organisations. [↑](#footnote-ref-3)
4. Reference to actual organisations is made only to aid students to more effectively contextualise their roles. No element of the simulation information should be seen in any way to reflect on the values, principles or philosophies of the organisations. [↑](#footnote-ref-4)
5. Reference to actual organisations is made only to aid students to more effectively contextualise their roles. No element of the simulation information should be seen in any way to reflect on the values, principles or philosophies of the organisations. [↑](#footnote-ref-5)
6. Reference to actual organisations is made only to aid students to more effectively contextualise their roles. No element of the simulation information should be seen in any way to reflect on the values, principles or philosophies of the organisations. [↑](#footnote-ref-6)
7. <https://en.wikipedia.org/wiki/Phrases_from_The_Hitchhiker's_Guide_to_the_Galaxy#Mostly_Harmless> [↑](#footnote-ref-7)
8. Reference to actual organisations is made only to aid students to more effectively contextualise their roles. No element of the simulation information should be seen in any way to reflect on the values, principles or philosophies of the organisations. [↑](#footnote-ref-8)