



**REGIONAL FISHERIES LIVELIHOODS PROGRAMME  
FOR SOUTH AND SOUTHEAST ASIA (RFLP)**

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**HUMAN RESOURCES DEVELOPMENT  
PLAN (HRDP) FOR  
THE NATIONAL DIRECTORATE OF  
FISHERIES AND AQUACULTURE  
TIMOR LESTE**

**(Activity Code (2011): 1.1.4 Human Resources Development Plan Phase II)**

**For the Regional Fisheries Livelihoods Programme for South and Southeast Asia**



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Our special gratitude to everybody at the National Directorate of Fisheries and Aquaculture (hereinafter referred as the NDFA), who helped us during our time in Timor Leste. To Mr. Alberto Viegas, Chief of Human Resources, who was the focal point during our weeks of work at Dili, as well as the RFLP Timor Leste staff Mr. Pedro Rodrigues and Mr. Abrani Manuel; special thanks to Enrique Alonso, who accompanied and advised us from his direct experience of working with the NDFA, and who made our stay in Dili a first-class experience.

## SUMMARY OF THE PROJECT

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This project report and the proposals it contains are the result of consulting work done in the NDFA's Dili offices (belonging to the Ministry of Agriculture and Fisheries), as well as a visit to the district office in Bobonaro (at Malina), between 27 June and the end of July 2011.



Photograph of the visit to the Bobonaro office.

During the consultancy field work was conducted at the NDFA headquarters, organising several workshops and interviews with the members of the different departments in which some 50 professionals took part. We also held personal interviews with members of the Advisory Board and several Directors from the NDFA and other Ministerial Departments. Finally, we facilitated several workshops on the project at both the beginning of our stay and at the end of this phase in which we explained the project thoughts and scope and received the impressions, feedback and comments of the NDFA Directors and Chiefs of Department.



Photographs of presentations given to NDFA managers

Although this proposal is specifically directed at the NDFA, we cannot forget that, in order to get the most successful implementation, its scope may require commitments from other Ministerial institutions; the NDFA is not a self-governed, independent institution, but is part of the state institution and as such shares its regulations and management styles. Thus, it would be convenient to analyse the project scope from this perspective and to consider sharing the work in those areas the Ministry considers appropriate.

## **PROJECT BASE**

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The project takes as a reference the contributions made in Phase I of the project when NDFA's human resource needs (organisational, legislative, selection process and personnel training aspects) communications aspects and management issues focussed on planning and monitoring were all analysed.

In order to follow a logical sequence, this proposal is divided into chapters, each one related to the above aspects. As an introductory chapter, an analysis of the NDFA has been added, which acts as a project starting point.

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## **LIST OF ACRONYMS**

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**COM:** Communication

**CSU:** Coordination and Supervision Unit

**DFO:** District Fisheries Officer

**HR:** Human Resources

**MAF:** Ministry of Agriculture and Fisheries

**NDFA:** National Directorate of Fisheries and Aquaculture

**PME:** Programs Monitoring and Evaluation

**SMS:** Short Message Service

# 1. GENERAL ANALYSIS OF THE NDFA

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## MISSION AND TASKS OF NDFA

Following the Decree-Law No. 18/2008 of the Government of the Timor Leste the mission of the NDFA is to draw up, coordinate, schedule, execute and enforce policies, plans, programs and projects for fishing, aquaculture, the post-harvest industry and others allied with it, as the service invested with authority over fisheries at the national level.

The responsibilities and duties of this institution are:

1. Provide support in defining the national policy for fisheries, at the internal and regional levels and in terms of international cooperation, and guarantee its implementation;
2. Encourage the sustained development of the fishing industry aimed at internal and foreign markets;
3. Define, together with the National Directorate of Policy and Planning the adoption of legislation for the fishery sector;
4. Ensure, through management and regulation, the proper exploitation of live marine resources available within the areas of national jurisdiction and bodies of water amenable to the development of aquaculture;
5. Implement protective and conservationist measures in relation to marine species, in cooperation with other services, agencies and entities;
6. In conjunction with the Ministry having oversight of the environment, define and designate parks and marine reserves and follow through on their implementation;
7. Define the principal fishing areas in the country and maximum authorized catch limits;
8. Promote the technical education of personnel in new and modern techniques for fishing activities;
9. Develop sanitary conditions for the handling, transport, warehousing, processing and marketing of fish and seafood;
10. Grant fishing licenses in accordance with the provisions of law;
11. Comply with and enforce compliance with the principle of caution in the exploitation of fishery resources;
12. Implement a system for exploitation of fishery resources that benefits both commercial fishing and subsistence and artisanal fishing;
13. Guarantee the involvement of fishing communities in the drafting of policy for and management of fishery resources;
14. Encourage the aquaculture industry in freshwaters, brackish waters and seawater, with the aim of increasing food safety and the achievement of export revenues;
15. In collaboration with the other services involved, ensure the definition of quality standards for fishery products;
16. In conjunction with the Ministry of Foreign Business, support the process of negotiating international covenants with respect to the fisheries sector, as well as relationships with international organizations in the fisheries sector;

17. Together with the NDPP, manage the fisheries statistics system, within the context of the national statistical system, so as to ensure the expansion and development of a National Fisheries Database;
18. Perform the functions of spokesperson for the fisheries sector, whether at the national or international level;
19. Carry out the inspection of fishing vessels and fishing practices, as well as catches, in accordance with the law;
20. Enforce compliance with standards governing the use and management of fishing practices;
21. Determine and designate fishing ports for the inspection and unloading of catches;
22. Enforce compliance with standards on health conditions, both on board fishing boats and at seafood markets and fishing ports, as well as enforcing quality standards for fish and seafood;
23. Control catches and apply practical and effective measures to guarantee compliance with maximum catch limits;
24. Provide technical opinions, implement and enforce the rules and standards applicable to parks and marine reserves;
25. Oversee the inspection of fishing activities, coordinating the activities of fishing inspectors;
26. Impose or provide for the imposing of fines for violations of the applicable fishing laws and regulations and document the respective legal proceedings;
27. Manage the system for on-going monitoring and information on fishing vessels (SIMOCEP) as regards national coverage and liaison with other authorized national and international agencies in the field of fishing;
28. Gather, handle and keep statistical data up to date, in coordination with the other services having jurisdiction, specifically in relation to licensed fishing vessels, catches, types of fishing carried out, species caught and methods and equipment utilized for fishing in the country's maritime waters;
29. Perform other tasks that derive from the Ministry's incumbencies in the area of fisheries and the inspection of fishing activities; and,
30. Present an annual report on activities.

## **1.1 GENERAL ORGANIZATIONAL ASPECTS**

The National Directorate of Fisheries and Aquaculture (NDFA) belongs to the Ministry of Fishery and Agriculture of the Timor Leste Government. Under the ultimate responsibility and representation of the Minister of Agriculture and Fisheries, the state institution's responsibilities are split into sectors of specialization (Secretary of State of Fisheries and Aquaculture, Secretary of State of Livestock, and Secretary of State of Agriculture and Forestry). Under the Secretaries of State, the Director General is in charge of the direct supervision of thirteen National Directorates. On the technical side, the Ministry relies on Advisory Bodies formed by national and sometimes international staff that advise the Minister and Secretaries of State on each sector.

Each National Directorate has its own Departments and Sections structured according to the tasks the Directorate carries out. There are several posts in each Directorate, some of which are Staff and some Line. The Line posts correspond to Chiefs of Department and Section Heads. The remaining civil servants occupy the various technical and



supporting roles; which are analyzed in more detail later in this report. The NDFA also has advisory council responsibilities, with a select few staff members elected to the advisory council because of their seniority and/or educational background level.

During 2011 the NDFA has been going through a restructuring process. The new organisational chart has recently been modified with the creation of the Administration Department. This has been located at the same level as the “Technical” Departments (Industry, Inspection, Aquaculture and Fisheries Resource Management), all of which are under the responsibility of the National Director of Fisheries and Aquaculture. The newly created Administration Department has theoretically gained importance and presence through its creation and reorganization under a new Chief of Department. Instead of the previous administrative duties being spread among the departments, the new department has responsibility for several cross-cutting functions, such as Human Resources, Finance, Logistics and IT, in all areas that support the other technical departments.

The NDFA has 113 permanently employed officials at the time of the consultancy mission. Until mid-2011, some of these were on temporary contracts, but a recently enacted legal provision has upgraded these into full-time permanent positions. From 2011, the previously temporary officials will join the Ministry on a six months’ probationary period, which can be extended a further six months, after which they will become full-time permanent staff members.

33 of 113 (29.2 percent) NDFA staff have university graduates, while 2 of 113 (1.7 percent) have a Master’s degree. 12 of 113 (10.6 percent) have 3 years’ study or a Diploma (studies in Indonesia at the “Fishery School” or similar) and 60 of 113 (53.1 percent) have Primary or Secondary school education from Timor Leste. 86.7 percent of the staff are men, and 13.3 percent women, who mostly occupy secretarial type positions supporting Unit Heads.

The Distribution of the workforce by Department and location is as follows:

#### LOCATION

DEPARTMENT	DILI	DISTRICT	PORT	TOTAL
DEPARTMENT OF ADMINISTRATION AND FINANCE	14	0	0	14
DEPARTMENT OF FISHERIES RESOURCE MANAGEMENT	14	3	0	17
DEPARTMENT OF INDUSTRY	26	4	1	35
DEPARTMENT OF FISHERY INSPECTION	18	4	1	23
DEPARTMENT OF AQUACULTURE	9	7	0	16
DISTRICT TECHNICAL OFFICIALS	0	8	0	8
<b>TOTAL</b>	<b>81</b>	<b>26</b>	<b>6</b>	<b>113</b>

DEPARTMENT	MEN	WOMEN	TOTAL
DEPARTMENT OF ADMINISTRATION AND FINANCE	14	0	14
DEPARTMENT OF FISHERIES RESOURCE MANAGEMENT	15	2	17
DEPARTMENT OF INDUSTRY	28	7	35
DEPARTMENT OF FISHERY INSPECTION	21	2	23
DEPARTMENT OF AQUACULTURE	12	4	16
DISTRICT TECHNICAL OFFICIALS	8	0	8
<b>TOTAL</b>	<b>98</b>	<b>15</b>	<b>113</b>

The educational level of the workforce is:

DEPARTMENT	MASTER	DEGREE (1)	DIPLOMA (2)	SECON. (3)	PRIMARY	OTHERS	TOTAL
ADMINISTRATION AND FINANCE		4		3	3	4	14
FISHERIES RESOURCE MANAGEMENT	1	10	1	5			17
INDUSTRY	1	7	3	21	3		35
FISHERY INSPECTION		5	5	12	1		23
AQUACULTURE		5	2	7	1	1	16
DISTRICT TECHNICAL OFFICIALS		2	1	4		1	8
TOTAL	2	33	12	52	8	6	113
	1.8%	29.2%	10.6%	46.0%	7.1%	5.3%	

(1) Degree (5 years)

(2) University Studies or Diploma (3 years)

(3) Secondary School

## Department of Administration and Finance

The Department is structured in five sections: i) Human Resources, ii) Planning, iii) IT, iv) Finance, and v) Logistics and Transport. This Department has become recently the centre of change and improvement in the organisation, and has recently appointed new Unit Heads as well as several Section Heads.

The consultants' experience in this department shows a need for improving technical capacity in all areas, with priority in Human Resources and Planning, both basic fields for driving and developing the NDFA's performance. This reinforcement does not necessarily mean more staff are needed, but rather an investment in improving the technical competencies and capacities of existing staff members. The Training Plan is therefore a strategic tool for achieving this capacity.

On the other hand, the Department has too many administrative and auxiliary staff for the current daily workload. Functions might be re-assigned, and staff could support new tasks derived from applying new Human Resource Management tools, the Training Plan and so on.

## General Fisheries Inspection Department

This department aims to prevent illegal, unregulated and unreported (IUU) fishing activities. It is responsible for the control, monitoring and surveillance of the fishing activity. While the enforcement of the Fisheries Law is the responsibility of the NDFA as a whole, the Department of Inspection is meant to take a lead role in enforcing the Fisheries rules. It has a role not only in the identification of infringements and the issuance of appropriate fines, but is also meant to be involved in the investigation of potential violations and in liaison with both community leaders (for the infringements in the coastal areas) and the maritime police (for the enforcement in the national waters). It also has a crucial role in the management of data related with fisheries infractions, but also in collecting data on fishers and boats operating in the country. This data are those encoded and boat registration markings and management of the census database.

## **Department of Fishing Resources Management**

This department has a role in promoting and supporting sustainable fishing practices. It focuses on initiatives, most of them linked with external assistance, to develop and implement management plans for the key fisheries methods outlined below:

- i. Inshore reef, coastal and continental shelf fisheries for demersal fish (hook and line, fish trap), small pelagic species;
- ii. The pelagic tuna fishery including yellow fin and bigeye; and,
- iii. Reef species of the Sahul Bank in the southern region.

The Department is additionally meant to provide guidance and support to village level endeavours to conserve and manage coastal and marine resources. The staff are charged with the encouragement and facilitation of community based fisheries management initiatives.

## **Department of Fishing Industry**

The Department of Fishing Industry is in charge of improving fish quality, effective marketing, and supporting small-scale fishing enterprises. It is comprised of several sections including fish processing and laboratory services. The Department of Fishing Industry also performs primary roles in fisheries management. Although the licensing process involves primarily the Fisheries Inspection Department (for all areas related to boat inspection, registration and census, fisheries and boats database management, code numbering and boat marking) the actual issuance of the licenses is conducted by the licensing section, under the Department of Fishing Industry. Additionally this department manages all areas and issues related to large-scale fisheries (although there was no industrial fleet operating in Timor Leste at the time of the mission), including the fishing port and auction management, the development of which has been prioritized by the Government of Timor Leste for the coming years.

## **Aquaculture Department**

The Department of Aquaculture is responsible for the management of the aquaculture sector, including freshwater aquaculture, brackishwater aquaculture and mariculture. Aquaculture is a potential sector for development in the country and international development actors and the Ministry's policy are promoting the sector as a potential source for protein supply and economic development

There are currently no established procedures for licensing, site selection or zoning. A draft policy for aquaculture is being prepared by the NDFA with external consultant input provided by the WorldFish Centre funded by RFLP Timor Leste and the Coral Triangle Support Programme. The draft aquaculture development strategy for Timor Leste will be presented to key stakeholders in a meeting scheduled for 13 February 2012.

### **1.2 NDFA WORKING CONDITIONS AND SCOPE**

The NDFA's work is carried out at several levels: the national level is at the Ministry's headquarters and the local level through the MAF's District Offices. These are generally located far from the capital, except for the nearby districts of Dili or Manatuto. Generally, the installations have few materials and equipment for work, and particularly

have limited office and IT equipment and materials. There is no network system connecting the various work-centres and no Internet connections in most; some staff have private Internet access, but nothing has been implemented as a communications and information system. Cell phones and paper reporting are the most common means used for communications purposes.

In general, the office lay-out arrangements, equipment and materials in the Dili offices are far from ideal for efficient organizational and work activity implementation, with frequent power-cuts, no back-up electrical generators, furniture in poor condition, with some items broken or useless, few computers and printers and other essential office equipment material and supplies.

The situation in the district offices is worse and is a constraint to effective operation and work performance. The most basic transportation and communications means are unavailable, as are computers and proper working space for staff. While the Liquica and Baucau districts have a more reliable electrical supply than the Dili offices, many other districts either have extremely unreliable electricity supplies or no electricity at all. The situation will however improve over time with most northern coastal districts due to be connected to the electricity grid in 2012.

The office and work space arrangements within the NDFA in Dili are dispersed, with no apparent thought as to the daily planned work activities. It seems that issues and/or problems that arise are dealt with on an ad hoc basis as they appear, thus generating a dynamic that is not conducive to achieving normative objectives and functions of the organization or to improving organizational performance. As a consequence, as arising problems and issues become a priority the structure of staff responsibilities can break down, with some staff becoming overloaded by ad hoc orders. The blurring of individual responsibilities, the lack of clear direct orders and the limited availability of appropriate functioning equipment are used by some staff as an excuse for poor work performance and output delivery, and on occasions for not performing at all.

In summary, the institution has a formal structure, but suffers from a lack of defined management systems, material resources and leadership that can drive and direct the common efforts. Additionally and more important, despite the existence of a formal lineal structure of command, the structure of responsibilities is both unclear and not formalized. This weakness is specifically the case at the level below the Chiefs of Departments.

### **1.3 THE FUNCTION OF HUMAN RESOURCES IN THE NDFA**

The Human Resource Section is within the Administration Department of the NDFA. Its functions are clearly oriented towards day-to-day practical aspects and there was no evidence of a clear policy on training, human resource development, etc. Instead, it acts as an operational unit that responds to (an ad hoc) demand to aspects related to the daily working life of NDFA officials. The Head of the Unit has had no specific training on Human Resources and he is assisted in his duties.

There is also a central Human Resources Department at the Ministry of Fisheries and Agriculture level (which is under the National Directorate of Finance and Administration). This provides support to the other National Directorates, but with the same practical (organizational and management) approach as described above.

## **1.4 MAIN PROBLEMS DETECTED IN THE NDFA**

1. Activity plans are made, but there are no suitable procedures in place to monitor and evaluate the accomplishment of the activities, as well as to guarantee their fulfilment and efficacy. Plans are also constrained by limited budget, which leads to discouragement and lack of interest in achieving the goal of promoting the growth and improvement of fisheries and aquaculture in the country. Moreover routine maintenance and repairs costs of equipment and general operating expenses are not included in activity plans.

2. Generally, staff show a general lack of motivation and commitment and this causes absenteeism and a general lack of punctuality. There are no suitable control and reinforcement mechanisms to increase staff motivation and commitment at work or to limit inappropriate behaviour. Government staff as public servants, have already achieved a certain social status; however the lack of staff motivation within the work and office environment arises mainly from the perception that there will not be additional career improvements in working conditions, responsibilities and salary.

3. There is no sense of belonging to a team that shares common aims and goals. Leadership capable of plotting a course and driving the organisation towards the challenges it faces must be fostered. Staff and officials need stimulation to improve their performance and clear operating guidelines need to be drawn up and agreed.

4. There is currently no system that rewards staff that perform well. As an example, the government policy pays staff 40 US\$ for each night spent working outside of Dili. With many technicians earning only 225 US\$ per month the DSA system doesn't reward better job performance, but rather field visits. The DSA system could actually encourage NDFA technicians to work less efficiently and more slowly in the field in order to increase their DSA payments. The DSA system also makes travelling to the districts an end in itself, and it uses scarce budget resources which might be better used for other purposes.

5. There is not a clear division of tasks. ToRs are not specific and there are common overlaps in duties and responsibilities within departments and between the national and the district level.

6. Communications and relations between the NDFA headquarters and the District Fisheries officers at the district level are weak. The lack of means to control the work in the districts means that in effect the DFOs have almost become an autonomous body which does not always work in the same direction as the National Directorate. The lack of control and monitoring measures for district level work and activities means that full advantage is not being taken of the ability of DFO staff to influence local level opinion and to facilitate compliance with national level legislation, policy and standardized procedures.

7. There is no clear NDFA policy on development and updating of employee capacity. Currently this is limited to staff attending individual training courses or seminars on an ad hoc basis, but without the guidelines provided by a Training Plan or a clear policy.

There is a clear need for the majority of NDFA officials to be trained in the use of computers and IT-based filing, as well as documentary procedures and language skills.

8. Internal rotation is very common, and is mostly caused by officials leaving the Directorate and occupying positions in external bodies and cooperation agencies that offer higher wages and better opportunities for professional staff development. This is becoming a problem, as there is a drain of knowledge and technical expertise.

9. The NDFA has no defined communications policy, and no plan outlining general working methods. While there are more or less established procedures for operational issues, these are poorly documented and because of material limitations, are poorly disseminated because of important internal and external communication constraints. The lack of communications procedures results in poor coordination and reduced working efficiency, especially between Districts and Departments where communications are essential for developing fisheries and aquaculture projects.

10. There is a severe shortage of equipment resources, and especially IT resources, and this constrains and limits all aspects of NDFA management, especially communications and information support.

## **1.5 PROPOSED SOLUTION FOR THE MAIN DETECTED PROBLEMS**

After analyzing the previous problems the following solutions are proposed:

1. Development of a long term (three to five years) **NDFA Training Plan** is proposed to provide direction and to prioritize updating and development of NDFA staff capacity. The plan will propose courses and collective objectives that correspond with the various Departments' needs and which are fully aligned to the agreed common goals and objectives of the NDFA. Special attention will be given to training on computer literacy and in the use of IT tools, and documentation systems, as well as information filing.

2. To solve the shortcomings in activity work plan and budget monitoring and evaluation systems, we propose **training of NDFA staff and developing appropriate tools** that allow managers and people in charge to improve planning and work performance within the NDFA. We suggest drawing up and monitoring precise plans composed of clearly defined elements that can be suitably monitored and used to facilitate the evaluation of goal achievement.

3. To raise motivation and commitment of NDFA staff a **weekly monitoring and evaluation system** is proposed that identifies and specifies the individual tasks and duties to be carried out by each professional NDFA officer. A **results-based incentive system is also proposed** that rewards personal effort (measured by activity work plan targets reached) through annually defined economic modules.

4. To improve collective behaviour and develop leadership: **reinforcing and developing the Administration Department** is proposed; this department should act as a link between the various Departments and the National Director, driving communications and coordination between the Directorate and the Technical Units, and to and from the national and district NDFA offices and officers.

5. To avoid de-capitalising NDFA, a **series of step-wise targets and objectives** should be established that reward staff and encourages them to achieve their targets through results-based incentives, plus training for professional development, attendance at external courses and other measures. It is also essential that people proposed for training should be staff identified as having high potential for development, through established staff performance monitoring procedures, and that procedures for promotion within the NDFA system are agreed and established within the organisation.

6. To organise and institutionalize external and internal NDFA communications, a clear **NDFA Communications Plan** should be developed and the resources (human, equipment, and financial) required to conduct it should be included within the plan.

7. To alleviate the current chronic shortage of equipment and materials, it is proposed that a **prioritized minimum equipment list necessary** be drawn up for conducting the main functions of each NDFA department and especially in the areas of communications and training.

Each of the above points will be further developed in the following chapters.

## **2. ORGANISATIONAL IMPROVEMENT PROPOSAL**

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### **2.1 DEFINITION OF RESPONSIBILITIES**

Priority areas for the NDFA which need strengthening include developing and fostering Human Resources management, communications, and work performance evaluation. The first stage of this strengthening process will require a re-definition of the responsibilities of the people managing the different areas and departments within the NDFA and the drafting and agreement of clear job descriptions and terms of reference (TOR) for all work positions, all departments and all locations. This process will cut out overlap, while promoting efficiency and synergy between NDFA departments and between the national and district level. Some current tasks may need to be cut, but others will not, but may be complemented by other new tasks, because of new areas of work arising from this HRD project.

#### **Chief of Human Resources**

- ✓ Maintenance of the NDFA Work Position Inventory;
- ✓ Supervision of weekly control and evaluation system;
- ✓ Maintenance of the NDFA databases (staff, control and evaluation system);
- ✓ Responsible for the development and monitoring of the NDFA Training Plan;
- ✓ Monitoring and supervision of workers attendance and drawing up of periodic reports; and,
- ✓ Support for the results-based incentive system, in collaboration with the person responsible for programme monitoring and evaluation.

#### **Chief of Monitoring and Evaluation programmes**

- ✓ Drawing up monitoring forms and establishment of monitoring tools and methods;
- ✓ Provide support to the field and headquarters technical units in the regular updating of indicators and project verification sources;
- ✓ Consolidation and updating technical and economic data of the projects under way;
- ✓ Preparation of monitoring reports and evaluation activities database; and,
- ✓ Provide support to the Chiefs of Departments for internal and external evaluation processes.

#### **Chief of Communications**

- ✓ Development and supervision of the internal and external communications procedures;
- ✓ Coordination of communications and information flows among the various Departments and District Offices;



- ✓ Coordination of contacts with other internal and external bodies and institutions;
- ✓ Preparation or supervision or both of any information or communications material created within the NDFA; and,
- ✓ Supervision of the proper dispatch, filing and documentation of the various instruments generated by communications activities.

## 2.2 LOCATION ON THE ORGANISATIONAL CHART

Two alternatives are proposed for consideration by the Ministry’s representatives for the organization chart:

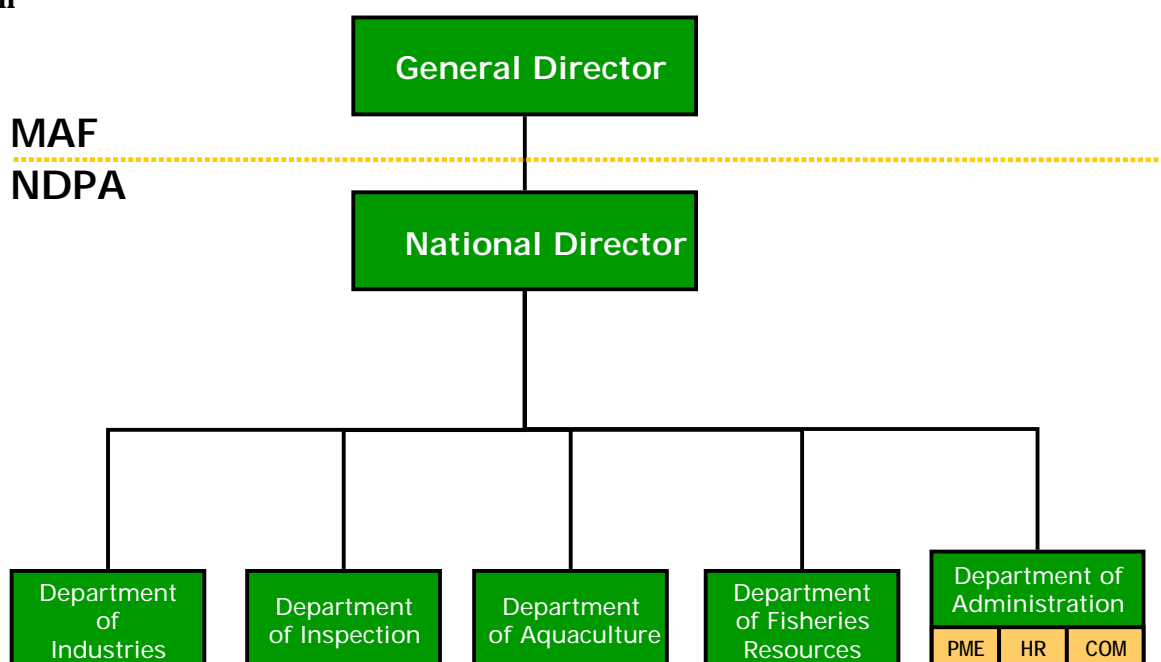
### ***OPTION A: Keep the current organisational chart, and strengthen the role of the Administration Department***

Recently, a new Administration and Planning Department Chief was nominated to strengthen the administrative functions within the NDFA.

Proposal A is based on the idea of strengthening three key areas namely i) Human Resources, ii) Communications, and iii) Planning and Monitoring, by nominating a person to be responsible for communications and redefining the functions of the people responsible for Human Resources, and Planning and Monitoring. This would require revising their functions slightly in line with the responsibilities described above and which will be further developed in this document.

#### Diagram of Option A

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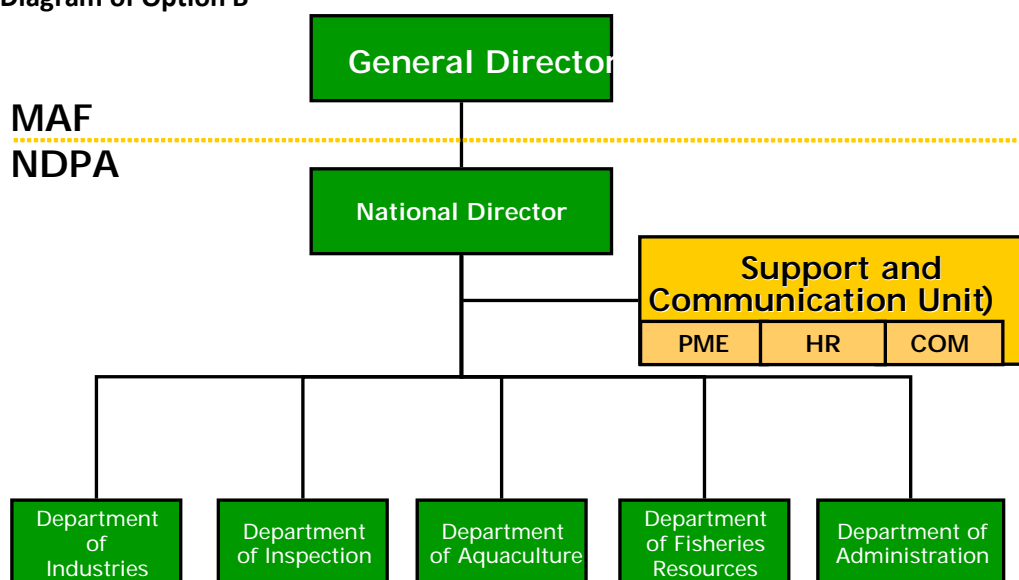
PME: Responsible for Planning and Monitoring

HR: Responsible for Human Resources  
COM: Responsible for Communications

### **OPTION B: Creation of a Support and Communications Unit (CSU)**

This option proposes creating a new Unit within the NDFA organisational chart; this would be under the National Director level, subordinated to him/her, but at the same hierarchical level with other Departments. This unit would not supervise the department chiefs, but rather would support them to better control their staff, the implementation of projects and the monitoring of work activity plans and budgets. In addition, if this option were chosen this unit would also support the National Director in supervision and evaluation of tasks. This unit would comprise people responsible for the three above mentioned functions namely i) Human resources, ii) Communications, and iii) Planning, and Monitoring, and Evaluation of results.

**Diagram of Option B**



## **2.3 ANALYSIS OF PROPOSALS**

To help the Ministry's decision makers to decide which model should be implemented, the table below shows the strengths and weaknesses of the proposals mentioned above.

<b>PROPOSAL</b>	<b>STRENGTHS</b>	<b>WEAKNESSES</b>
<b>Proposal A</b>	<ul style="list-style-type: none"> <li>- Keeps the current structure, without increasing the number of Organisational Units.</li> <li>- Does not require nominations, wage increases, movement of personnel, etc.</li> <li>- Impact on the organisation is limited.</li> </ul>	<ul style="list-style-type: none"> <li>- The desired concept of change is not transmitted to organisational members.</li> <li>- The current working dynamics can be maintained, while the organisation needs a certain level of change and improvement process that can be achieved by reorganising</li> </ul>

PROPOSAL	STRENGTHS	WEAKNESSES
		the NDFA.
<b>Proposal B</b>	<ul style="list-style-type: none"> <li>- The Management demonstrates commitment to development and improvement.</li> <li>- The role of Human Resources planning and management is strengthened by placing it above “productive” departments, creating a support and auxiliary unit with a global view over the whole organisation.</li> <li>- National Management is strengthened and supported in its tasks of supporting and monitoring the Departments’ work.</li> </ul>	<ul style="list-style-type: none"> <li>- A change in the organisational chart is required, a Unit must be created and the Heads of the various sections may need nominating.</li> <li>- May mean higher costs for the organisation.</li> <li>- If the concept is not correctly presented and explained the Chiefs of Departments may see the unit as a threat to their status and may believe that they have to report to the unit. It must be clear that the function of the unit is to provide extra support to the Department Chiefs.</li> </ul>

### 3. HUMAN RESOURCES MANAGEMENT IN THE NDFA

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#### 3.1 ANALYSIS OF THE REGULATIONS RULING CIVIL SERVANTS IN TIMOR LESTE

The Civil Servants Statute of Timor (Law 8/2004) is the legal framework regulating all civil servants and it establishes the general recruitment and promotion policies as well as issues of rights, obligations, infractions, sanctions and so on.

In addition to the above law, there are various Decree Laws that cover specific management aspects:

***FEDERAL GOVERNMENT DECREE 14/2008: PERFORMANCE ASSESSMENT SCHEME OF PUBLIC ADMINISTRATION WORKERS (DECRETO LEI GOVERNO 14/2008: REGIME DA AVALIAÇÃO DO DESEMPENHO DOS TRABALHADORES DA ADMINISTRAÇÃO PÚBLICA).***

This Decree details exhaustively the performance evaluation system applied annually to all civil servants. The regulations are sound, but in practice they do not seem to be having the desired effect; to date there have been no consequences or sanction of its application (according to the information gathered). In any event, the regulations clearly and consistently detail a key system for developing Human Resources.

***FEDERAL GOVERNMENT DECREE 27/2008: SYSTEM AND CAREER MANAGEMENT AND LEADERSHIP POSITIONS OF PUBLIC ADMINISTRATION (DECRETO LEI GOVERNO 27/2008: REGIME DAS CARREIRAS E DOS CARGOS DE DIRECÇÃO E CHEFIA DA ADMINISTRAÇÃO PÚBLICA).***

This decree regulates the system for recruitment and process of career development for civil servants. Vacant posts are announced (internally or publicly, according to type), and the candidate selection criteria are established.

The staff structure is defined as a clear and coherent series of categories, groups and levels, with corresponding required educational level and/or professional experience.

The regulations appear suitable and clear. However, during the interviews staff suggested that other considerations besides professional qualifications sometimes impact on the recruitment processes. This feedback suggests that the process may not be fully transparent, which may discourage and disturbance some staff members.

***FEDERAL GOVERNMENT DECREE 34/2008: TREATMENT OF COMPETITION, RECRUITMENT, SELECTION AND PROMOTION OF PUBLIC ADMINISTRATION STAFF (DECRETO LEI GOVERNO 34/2008: REGIME DOS CONCURSOS, RECRUTAMENTO, SELECÇÃO E PROMOÇÃO DO PESSOAL PARA A ADMINISTRAÇÃO PÚBLICA).***

This decree regulates public competition (open or internal) for vacant posts, details the requirements and the selection and working methods. It is considered to be broad and sufficient for NDFA needs.

However, during interviews it was mentioned that the final selection of the candidates for vacant NDFA posts was not done by the NDFA itself, but by the Public Commission Body which designates the selected candidates. This process undermines the NDFA's decision-making capacity, especially for the case of internal promotions.

***FEDERAL GOVERNMENT DECREE 12/2009: CIVIL SERVICE HUMAN RESOURCE CAPACITY DEVELOPMENT SYSTEM (DECRETO LEI GOVERNO 12/2009: REGIME DE CAPACITAÇÃO DOS RECURSOS HUMANOS DA FUNÇÃO PÚBLICA).***

This decree describes how training study packages granted to civil servants to study diplomas, degrees and masters' degrees, as well as complementary studies in Timor or abroad shall be utilized and managed.

It is noteworthy that the regulations make no mention of updating and continuous capacity building programmes for civil servants including the transfer of specific technical training or specific training that can be given using the NDFA's own and/or sub-contracted resources for costs which are less than direct training expenses (teachers' fees, purchase of materials, and so on.) The consultant team recommend that this kind of training is essential to maintain and update the required professional competency levels of all NDFA staff.

***GOVERNMENT DECREE-LAW NUMBER. 20/2010: SYSTEM OF PUBLIC ADMINISTRATION SALARY SUPPLEMENTS (DECRETO-LEI N.º 20/2010: REGIME DOS SUPLEMENTOS REMUNERATÓRIOS DA ADMINISTRAÇÃO PÚBLICA).***

This decree regulates levels of payment or compensation for specific circumstances where government staff have to undertake additional duties or work under exceptional conditions or types of job.

**Conclusions based on the review of current regulations**

All the above laws comprise a sufficiently clear regulatory framework for the employment conditions of civil servants, including NDFA staff, in Timor Leste. Below are highlighted some positive aspects of the current civil service human resource legislation and areas where improvements could be made:

**Noteworthy points:**

- The Public Administration work post structure is based on professional categories, groups and levels.
- Regulations on managing civil servants are comprehensive; an outstanding feature is the performance evaluation system, the only aspect related to the development of the staff.
- The professional promotion system is based on public or internal recruitment and is clearly and objectively defined.

**Areas for improvement:**

- The management systems, especially recruitment and selection systems are outsourced to the Public Employment commission, which limits the NDFA's and MAF's independence and decision-making capacity. The final responsibility for decisions should rest with the client unit as it is the body that best

understands the requirements of posts and the most suitable candidate profiles for meeting them.

- Because it is not linked to more exhaustive control systems related to significant incentive or reinforcement, annual performance evaluation is limited in scope and impact.
- Results-based incentives, linked to fulfilment of specific measurable objectives should be implemented in the NDFA member departments. This could be applied to the entire staff, or those groups (Department and Section Heads) that management considers would be most appropriate.
- Regulations affecting civil servants should be better communicated, and communication between the various Organisational Units could be positively improved, and especially between the Human Resources Department and the NDFA.

## 3.2 REVIEW OF NDFA WORK POSTS

### 3.2.1 System for classifying civil servants

The system for classifying civil servant posts in Timor Leste is based on the regulations under GOVERNMENT DECREE LAW 27/2008.

There are several different job level positions within the NDFA. Each position is related to a professional category (see the attached table), defined in the regulations. These categories are related to the complexity of the work and the level of responsibility and independence and management required in each case; they also correspond to the qualification and/or equivalent professional experience required. More complex work and degrees of independence correspond to the higher level categories (Senior Officers), and require a Masters' Degree or University Degree, while less qualified work requiring more supervision corresponds to lower categories and primary and secondary schooling. Each category is categorized to a grade related to the qualification or professional experience required (A, B, C, D, E, F and G) and each grade corresponds to a salary level. Thus, for example, a Chief of Department is categorized as a Senior Officer category, and may, in turn, be of Grade A (if the worker has a Master's Degree) or B (if the worker has a University Degree). Grade A corresponds to salary level 7, and Grade B to level 6.

Within each salary level, there are smaller steps that are assigned on the basis of performance evaluation results (an evaluation period of two or three years of positive evaluations being necessary for an increase to be applied). This system has not as yet been applied within the NDFA, according to information from interviewees.

PROFESSIONAL CATEGORY	GRADE	QUALIFICATION REQUIRED (*)	SALARY LEVEL
Senior Officer	A	Master	7
Senior Officer	B	Degree	6
Professional Officer	C	Degree (*)	5
Professional Officer	D	Academy (3 years) (*)	4
Administrative Officer	E	Secondary (*)	3
Assistant	F	Secondary (*)	2

Assistant	G	Primary (*)	1
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(\*) Equivalent professional experience may be accepted instead.

### 3.2.2 NDFA organogram

Although there are only 113 NDFA staff in total number, there is no one standardised formal method for the classification of the positions across the different departments. As a result various post names such as Intermediate Official, Assistant, Head, and Head of sub-division are used by the different departments, but their use and categorization are not common or standard across all units.

On the other hand, there is a tendency to classify posts as either Senior Staff or Staff, as this then determines whether they are higher categories or supporting posts and require support staff. Usually, it is supposed that Senior Staff includes Section Heads and above, while the remaining posts are considered under the general name of Staff. Important decisions and meetings are normally attended by the National Director, Department Chiefs and Senior Staff only. In this way, an informal boundary divides the personnel. Formally this division of staff is un-recognized. Within the NDFA some staff job titles in some departments have little or no relationship to the level of responsibility or seniority of the post.

The consultants recommend establishing a single standard table of posts to be used across all NDFA departments as a reference for current posts and any posts to be created in the future. This table takes into account the following factors:

- ❖ Name of the post type;
- ❖ Professional category: defines the category that corresponds to each if the post types are defined; and,
- ❖ Location of the post: shows where the post is located, facilitating its identification. It may be Dili, District or Harbour, according to the case.

The resulting table of NDFA posts would be:



<b>NAME OF POST TYPE</b>	<b>PROFESSIONAL CATEGORY ASSOCIATED TO THE POST</b>	<b>LOCATION OF THE POST</b>	<b>EXAMPLE</b>
<b>Director</b>	Senior Officer	National Management	National Director
<b>Chief of Department Section Head</b>	Senior Officer	Inspection Department Fishing Management Section	Chief of Inspection Department Head of Fishing Management Section
<b>Section Higher Officer District HO Port HO</b>	Senior Officer	Fishing Management Section Liquica District Port Com	Sr. Off. Fishing Management Section Sr. Off. Liquica District Sr. Off. Port Com
<b>Section Officer District Officer (DFO) Port Officer Observer</b>	Professional Officer	Fishing Management Section Liquica District Port Com Liquica District	Fishing Management Section Officer Liquica District Officer Port Com Officer Liquica District Officer
<b>Administrative Assistant</b>	Administrative Officer	Inspection Department Liquica District Port Atauro	Inspection Department Admin Off. Liquica District Admin Off. Port Atauro Admin Off.
<b>Cleaning and Security Aux. Driver Operator</b>	Assistant	Inspection Department Inspection Department Port Com	Cleaning and Security. Inspection Department Asst. Inspection Department Driver Port Com Operator

The proposal is for the Chief of Human Resources to re-define, based on this table, the posts currently existing in the NDFA, thus creating a unified list permitting comparisons across departments as the organisation thinks fit, as well as providing consistent and standardised information.

### 3.2.3 Methodology for describing NDFA work posts

When a post becomes vacant, the NDFA fills out the corresponding information form. This form contains information on some of the posts' characteristics, although there are some omissions, such as the post's location on the organisational chart, the distinction between academic and complementary education, and the relations established between each post and the other related parties, both inside the NDFA and the Ministry, and external (with bodies outside the Ministry).

In Timor Leste, the consultants reviewed the work posts existing in the NDFA by meeting the post holders and filling in information forms with them (see Annex 1). An intensive week's work was done in the various Departments, and interviews were held each day with the Department Chiefs, the Section Heads and Technicians, and finally, the Auxiliary staff. Fifteen sessions were held and some fifty people were interviewed, some 42% of the whole staff of which 6 were women. The remaining personnel were unavailable for interview because they were not present in the Ministry, most of them for personal reasons. In addition to the consultants, the NDFA Chief of Human Resources also took part in the sessions, taking the initiative from the outset, and finally running several sessions himself. This guarantees the continuity of this work in the future and demonstrates the first results of on-the-job training and skills transfer from the consultants to NDFA staff.

Once all the information on each work post was compiled, it was entered into a work post file (see Annex 2).

During the time the consultants were in Timor Leste, both forms were successfully used and presented in various project presentations. As mentioned, these forms are now being used as a base format by the organisation.

On the other hand, once the methodology was understood, the Chief of Human Resources, Mr Alberto Veigas, proposed reviewing the NDFA work posts using the information compiled in the weeks of work done with the consultants. This work will be finally reviewed and approved to constitute the INVENTORY OF NDFA WORK POSTS.



Photographs of District Fisheries Officials taking part in a workshop to describe their posts.

### **3.2.4 Weekly control and evaluation system**

Many NDFA staffs suffer from a lack of motivation that causes absenteeism and lack of commitment to their job. There is also a need to organise the work better so that objectives can be set and results controlled systematically.

Currently, at the end of each week officials fill up a standard form with the hours worked and a brief description of the tasks performed. The Department Chief then signs it and it is sent to the Human Resources Department of the General Finance Directorate where it is filed. Apparently, this information is not stored in a database, nor is it used later for analysis or decision-making.

An annual evaluation of work done by all NDFA employees is also carried out. This evaluation consists of two annual objectives and several professional conduct issues that are measured on a four-level scale (Insufficient, Sufficient, Good and Very Good). The result of this evaluation is a global qualification using the same scale. Theoretically, salary increases and promotion are based on this qualification.

Taking into account these existing concepts, the consultants propose **creating a WEEKLY control and evaluation system** that combines the existing attendance monitoring with a system for establishing weekly tasks and professional behaviour. The results achieved would be evaluated at the end of the week using the Insufficient (or needs improvement), Sufficient, Good and Very Good qualifications and would be registered in a database.

This system would create a base for managing NDFA employees' work and provide the following:

- Establishment of a work planning and evaluation dynamic that would gradually permeate the entire organisation.
- Definition of an information system supporting annual evaluation, as well as decisions on issues such as promotion, wage increase, grants, attending courses, etc.
- Reinforce the Department Chiefs' roles as staff managers

#### **A) Basis of the weekly control and evaluation system**

The proposed control and evaluation system is a mixed system for controlling and evaluating work results that combines three aspects to be evaluated, according to the following case:

- *Information on weekly timetable:* accounts, based on the worker's daily register, the number of hours worked, as well as the licence hours, if applicable. All NDFA staff would complete this information, as they currently do.
- *Definition and evaluation of weekly tasks:* this information would be completed by the Department or Section Head according to each Department's priorities, taking into account the annual objectives set for each one, as well as the priorities established.
- *Evaluation of professional attitudes:* variables related to professional performance would be evaluated. These variables would be constant throughout the weekly evaluations, and would be related to those measured in the annual performance evaluation.

## B) Evaluation methodology

- 1) Every Monday, Departments and Sections would define weekly tasks for each staff member, indicating clearly the task to be carried out and its results indicator to facilitate evaluation. This information would be individually compiled using the Weekly Control and Evaluation form (see Annex 3).
- 2) Every Friday afternoon the results obtained would be evaluated using the following methodology:

a. **Valuation of the weekly timetable:** once the workers have filled in the weekly hours, the person responsible (Department or Section Head) gives a mark of up to a maximum of 16 points (if the worker has done at least forty hours work) or 0 points (if less than forty hours were done).

b. **Valuation of weekly task fulfilment:** fulfilment of five professional tasks for the week would be done according to the following table:

- Less than 50 % completed: 1 point;
- 50% complete: 2 points;
- 75 % complete: 3 points; and
- 100% complete: 4 points.

The maximum score obtainable for professional tasks would be 20 points (5 weekly tasks each of 4 points).

c. **Valuation of professional attitudes:** four professional attitudes would be valued and these would be related to the attitudes measured in performance evaluation. The proposed scale is:

- Rarely: 1 point;
- Occasionally: 2 points;
- Often: 3 points; and,
- Always: 4 points.

The maximum score that can be obtained in this section is 16 points (4 professional attitudes each scoring four points).

- 3) Once the score for each evaluation section is obtained, the person responsible will add them all up. The sum corresponds to final qualification according to the established table:

- From 0 to 16 points: INSUFFICIENT (I)
- From 17 to 29 points: SUFFICIENT (SF)
- From 30 to 42 points: GOOD (G)
- From 43 to 52 points: VERY GOOD (VG)

- 4) The final weekly qualification or evaluation would be recorded in the database (Excel) created for this purpose for the NDFA. Each qualification would automatically be colour coded (red = INSUFFICIENT, yellow = SUFFICIENT blue = GOOD, green = VERY GOOD), so that weekly qualifications can be monitored intuitively and quickly by their colours. Annex 4 shows an example template database for a colour-coded monitoring and evaluation system.

At the end of the year, a TOTAL ANNUAL QUALIFICATION would be assigned on the strength of all the weekly qualifications and this could be used as the basis for the annual performance evaluation.

### **C) Practical applications of the weekly control and evaluation system**

The system will have several useful applications for Human Resources management. First, the system will enable monitoring and control of each individual NDFA staff member's performance, which is essential for fostering Human Resources management. Second, the system can be used as a decision-making tool which can be referred to in staff mis-conduct and dismissal cases, salary and pay-scale increments and promotion discussions. This system will meet the NDFA needs for monitoring the number of hours staff work, and provide continual staff evaluation information and the data required as the basis for evaluating annual performance.

An important aspect of this system is the definition and evaluation of weekly tasks; this can reinforce the organisational capacity for managing work, creating a system that allows weekly objectives to be clearly and precisely stated and the results evaluated. This exercise is of primary importance for an organisation like the NDFA. Moreover the system will also reinforce the position of the Department Chiefs in managing and mentoring the staff under their control.

Further, the management of this system can provide information on training needs because any shortcomings or problems detected in fulfilling tasks or in professional behaviour can be used to identify where specific training is required.

### **3.3 RESULTS-BASED INCENTIVE SYSTEM MODEL**

We propose that the NDFA further studies this model, as it was only presented to the General Director in one meeting. Annex 5 gives an example of a results-based assessment format.

This system is based on defining objectives for each staff member, or for those people who the NDFA decides should be including on the HR monitoring and evaluation system. The NDFA will need to decide if the proposed system should be implemented for all staff or for technical officers and above.

Objectives should be defined at the beginning of the year, always in accordance with the organisation's general objectives, because the system's ultimate goal is to unite all individual efforts to achieve the NDFA's overall objectives. A package of financial incentives agreed at the start of the year, will be dependent upon the achievement of each staff member's objectives. Workers will thus be aware of the rewards for the

efforts they will make. At the end of the year, an *Incentives Commission* will meet to evaluate the degree to which the objectives for each NDFA staff member have been achieved, as a percentage ranging from 0 and 100%. This percentage will be applied to the pre-set financial incentive module and the resulting amount paid to the staff member.

### **3.3.1. Setting the objectives**

First, we must understand what we mean by objectives. *These do not* refer to achieving what is established as employees' ordinary work, but additional goals that require extra effort; if this is not so, we would be paying people twice for doing their ordinary work.

There is a rule for defining objectives; they must be specific, measurable and realistic, that is, they must be capable of clear definition, it must be possible to achieve them and their achievement must be recognised by an objective measurement.

As a rule, no more than FIVE objectives should be set per person per year, otherwise we run the risk of dissipating efforts over too many tasks.

Objectives will be set using the designated form (Annex 5).

### **3.3.2 Incentives Commission**

The purpose of this Commission will be to monitor and guarantee the functioning and operation of the system; it also defines the objectives to be achieved in each case and their fulfilment. It is proposed that the National Director, the five Department Chiefs and the Chief of Human Resources will be the Commission members.

The Commission will meet at the start of the year, once the NDFA annual activity plan and budget has been approved. At that time, it must define or approve the Objectives files defined for each case/staff member.

Once the year has been closed and the analysis of the results achieved is complete, the Commission should meet to define the results achieved in each case, the overall result and the incentive (payment) each employee will receive.

### **3.3.3 Evaluation of the economic impact of the objectives on the NDFA**

Applying the incentive scheme to all NDFA employees would obviously mean an increase in the organisation's payroll. Below is an example for estimating the system's economic impact. The following case is used as a reference:

- SENIOR OFFICER: each NDFA employee classified as Senior Officer would have an objectives sheet with a results-linked economic module of \$350 or \$300 according to his or her grade.
- PROFESSIONAL OFFICER: \$250 or \$200, following the same criteria.
- ADMINISTRATIVE OFFICER: \$150.

- ASSISTANT: \$100.

According to this proposal, and considering that all workers achieved 100 % of their annual objectives, the cost for NDFA would be \$20,800, which is equivalent to 0.07% of the entire NDFA payroll.

### 3.3.4 Differences between the results-based incentive system and the weekly evaluation and control system.

Although the two systems have some similarities, there are obvious differences between them, as given in the table below:

<b>RESULTS-BASED SYSTEM INCENTIVE</b>	The objectives are <b>QUANTITATIVE</b> (they measure quantifiable aspects) and are set <b>ANNUALLY</b> .	Achievement of objectives is translated into percentage of achievement (0%-100 %).	Achievement is linked to a pre-determined economic module. Remuneration is not generally made for achievement below 70%.
<b>WEEKLY CONTROL AND EVALUATION SYSTEM</b>	Set <b>WEEKLY</b> and refers to tasks, behaviours and work time carried out during the week.	Evaluated weekly and the result is a qualification ( <b>INSUFFICIENT, SUFFICIENT, GOOD, VERY GOOD</b> )	Positive results throughout the year can lead to an increase in remuneration, as defined in the corresponding rule.

## 3.4 NDFA TRAINING PLAN

### 3.4.1 Introduction

It is essential that an organisation's staff members are suitably qualified, not only for the routine tasks they undertake, but also to update their current skills and knowledge levels in line with technical developments and to meet the demands arising from new projects and/or future work.

The NDFA's staffs have various degrees of academic qualification as described in section 1 of this report on **GENERAL ANALYSIS OF THE NDFA**. While some staff attend seminars and congresses, the organisation has no strategic Human Resource Development plan and no Training Plan that systematically defines the actions to be taken on the basis of the detected training needs and institutional goals. These needs can be grouped according to the various training areas:

- Technical training (on fisheries and aquaculture);
- IT training (office computing, database management, networks, etc.);
- Languages (English and Portuguese); and,
- Management (project planning, M&E, Human Resources, etc.).

The Training Plan which should contribute to the overall vision of the NDFA and to the agreed overall long term and annual objective(s) should comprise a set of specific courses of given length, priority training groups, preliminary calendar (according to priority) and an approximate budget.

### **3.4.2 Methodology for identifying training needs**

The NDFA Training Plan needs were identified in the meetings held and facilitated by the consultants to review work posts, and in a specific Training Plan Workshop. The people attending this meeting were divided into work groups according to their Departments; these groups then identified the training needs related to their work areas. Finally, each group presented its conclusions to the other Departments, along with their doubts and suggestions.



Photographs of the workshop to identify the training needs of the various NDFA Departments.

The results of the work done are given in the NDFA Training Plan (Section 6).

## **3.5 MATERIAL REQUIREMENTS FOR MANAGING HUMAN RESOURCES IN THE NDFA**

### **3.5.1 NDFA staff database**

Currently the personal and professional information of all NDFA staff is held on simple spreadsheets located at the Human Resources section, which are under the control of the



Department of Administration and Finance. There are no back-up copies of the NDFA staff data spreadsheets; most of the spreadsheet files contain a mixture of some personal and some professional information. In addition to this, information on the employees, such as attendance or performance ratings, is generated periodically but not processed or stored electronically. The information remains on paper format and so traceability and control is more difficult. Further, the start-up of the proposed weekly employee control and evaluation system will require a database to store all the HR information generated. The database will need sufficient storage capacity to guarantee long-term data consistency and must connect this information with the other employee information. In addition secure data back-up storage arrangements need to be included in the NDFA IT recommendations to ensure that all HR data and all other NDFA IT data are secure.

Although this project has been specifically designed to address the needs of the NDFA, it would be more efficient if the new database supported all the National Directorates of the Ministry of Agriculture and Fisheries, and was used as a management tool for the Human Resources Department by the National Finance Directorate. In any event, the creation of common network-based databases must be analysed in depth, because it needs a global approach, beyond the specific Human Resources functionality, although this would make an ideal cross-cutting starting point.

The approximate cost of an NDFA personnel database connected to the other National Directorates would be \$20,000.

### 3.5.2 NDFA Training room

Management of the Training Plan, or any other course or seminar held for NDFA personnel, requires a space equipped with the necessary teaching materials and means. Currently, the same room is used for all meetings and training sessions/courses (including the Portuguese language course for civil servants), and it is not equipped with the necessary equipment.

Below is a list of recommended equipment required for the training room and cost estimates:

	<b>COMPUTER</b>	<b>BLACKBOARD</b>	<b>CHAIRS</b>	<b>TABLES</b>	<b>PROJECTOR</b>
<b>Units</b>	1	1	13	13	1
<b>Unit Price</b>	\$1,000	\$100	\$60	\$100	\$1,500
<b>Approx. Total Price</b>	\$1,000	\$100	\$780	\$1,300	\$1,500
			<b>TOTAL BUDGET</b>		<b>\$ 4,680</b>

## 4. COMMUNICATION

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### 4.1 INTRODUCTION

This chapter presents four fundamental concepts for improving communications and consequently, improved operation of the NDFA:

1. Nomination of a Chief of Communications in charge of coordinating all internal and external NDFA information; this person will work together with the Chiefs of Human Resources and Training, and of Monitoring and Evaluation.
2. Coordinated cooperation of all NDFA, NGO and Cooperation Agencies personnel in communications matters.
3. Establishment of formal communications channels within the NDFA, and with those administrative bodies (Directorates and Ministries) with coastal, maritime, fishing and search and rescue competencies and responsibilities.
4. Introduction of technological improvements based on Internet usage.

A public or private organisation's efficiency is directly related to communications; it depends on the means, channels and information networks, two-way information networks, policies and plans. In the case of the NDFA, all these elements show important weaknesses; because of insufficient resourcing (financial, human and equipment), the channels are poorly defined, there is no two-way information flow and NDFA policies and plans lack the strategic direction to achieve their aims.

Internal information flow within the NDFA is constrained by the following factors:

- Electrical power cuts, power reductions and fluctuating power supply, limited IT capacity of NDFA staff, a shortage of PCs, internet connectivity, and telephone land lines.
- Formal information channels are inefficient and not bi-directional, an important issue for personnel working in the districts and effective communication between the national and district level NDFA offices and staff and therefore fisher communities.
- On the other hand, there is significant use of informal information channels: Internal communications are commonly based on corridor conversations or daily morning exercises meetings, and the few meetings held, but not reported in any formal documents (minutes).
- There are not regular progress monitoring and communication meetings; they are all only done on an ad hoc basis.
- There is generally weak knowledge of the organisational and institutional aspects of the NDFA and the MAF as measured by the poor awareness of the ministry and district organisational charts.
- Cohesion among work groups varies from department to department, but it is generally weak.
- Professional satisfaction and motivation are low.
- There is no collective identity uniting NDFA personnel.

NDFA's external communications are conditioned by the following factors:

- Lack of appropriate equipment, especially for District Fisheries Officials (DFOs, in English) including transport, computers, Internet, professional cell phones, blackouts, etc., which makes it extremely difficult for them to carry out their obligations in their districts and therefore communications within the fishing sector are inefficient.
- External communications are not planned and no use is made of the means that MAF has for these purposes through its Information Department of the National Directorate of Development and Community Policy.
- A certain “institutional isolation” from the communications unit of the MAF can be seen.
- The NDFA has some areas of overlap and duplication of competencies with other departments and ministries, the elimination of which would increase implementation effectiveness.
- There are few initiatives for officially contacting those bodies with whom competencies overlap or are duplicated in order to improve the situation.
- Greater coordination between the NDFA, NGOs and Cooperation Agencies is needed.

The above factors constrain communications within and without the Directorate and contribute to the unfavourable situation the NDFA is facing because of the gradual decrease in its budget over the past few years -205,000 USD (approx.) for 2011. Interviewees stated that this reduction has been partially caused by the NDFA not achieving its annual objectives and the Directorate’s weaknesses in justifying its budgetary needs to the Ministry, amongst other factors.

In these circumstances, it is essential that NDFA’s planning and monitoring and evaluation of activities be complemented by a well-defined internal and external communications strategy.

The special importance of Short Message Service (SMS) within the NDFA and the MAF needs stressing. The lack of fixed telephony and Internet, combined with the low cost of SMS means that use of SMS has become the most widely used communication tool across all hierarchical levels within the organisation. They are so important that, for example, the DFOs use messages sent from the NDFA headquarters to their personal cell phones to justify their activities to the District Directors (their direct supervisors).

The Directors and Chiefs of Departments have a monthly cell phone budget of between 50 and 100 USD, according to rank, while the remaining employees pay for them out of their own pockets. Each message costs 0.08 USD and the minimum connection charge is about 0.50 USD.

#### **4.2. INTERNAL AND EXTERNAL NDFA COMMUNICATIONS STRATEGY**

Before proposing an internal and external communications strategy, it has to be remembered that the NDFA belongs to the Ministry of Agriculture and Fisheries (MAF) and is subject to the structure, channels and communications resources established within the Ministry. Therefore, communications, especially external communications, *a priori* must respect the pre-established conditions.

It is essential therefore that someone is nominated from the NDFA to take charge of coordinating and conducting everything related to both internal and external information and communications.

The Chief of Communications (COC) must seek a compromise between internal balance and satisfactory communications levels. These two aspects will contribute to better management of the NDFA and increase achievement of objectives.

**A) Personal and professional profile of the Chief of Communication**

Bearing in mind the tasks the COC must carry out, a person with the necessary qualities, such as being a good communicator and negotiator, self-confident, entrepreneurial, flexible, discrete and responsible should be chosen. The table below summarises the qualities required:

<b>Expertise Skills</b>	<b>Attitude</b>	<b>Character</b>	<b>Department</b>
Interpersonal Skills	Enthusiastic	Team player	Development
Writing	Good listener	Committed	Administration
Public relations	Meets deadlines	Creative	Human Resources
Technology	Passionate	Leader	Training
Connections	Positive “can-do”	Honest	
Languages: Tetum, Portuguese and English	Aware of the power of language, images, and symbols	Self-motivated	

The COC should be somebody from the NDFA staff, or at least from the MAF, or s/he should have been professionally related to these two organisations because her/his work depends largely on her/his degree of knowledge of both the MAF and the NDFA, and how they operate.

**B) Tasks of the Chief of Communications (COC)**

- Internal communications:

- Control the flow of the downstream communication;
- Channel the upstream communication;
- Identify mistakes and misunderstandings among the staff;
- Ensure that the messages and instructions are clear;
- Implement standardized communication processes for all the NDFA (regular monthly internal meetings {with agendas and minutes }, press releases, etc.);
- Be responsible for the registration, storage and sharing of communications processes (meeting minutes for example); and,
- Inform, motivate, and encourage the staff to embrace a two-way information exchange.

- External communications:

- Act as a link with the rest of the Ministry;

- Act as the NDFA focal point with the Department of Information of the National Directorate of Community Agricultural Development;
- Ensure one article per issue on NDFA activities in the *Jornal de Agrikultura*;
- Disseminate information on NDFA vision, activities, goals and achievements;
- Channel external messages from the General Director, National Director and Chiefs of Department on fisheries related matters; and,
- Coordinate and organize events and activities.

In general, the person responsible must:

- Have previous work experience within the NDFA and a working knowledge of the Directorate and the MAF; he or she must know the NDFA and the MAF and their structures well;
- Oversee the process of development of an NDFA communications and information dissemination strategy (internal and external), which is in line with MAF procedures;
- Be a two-way information conduit with the highest management hierarchies;
- Be a two-way information conduit on changes in policies and programmes;
- Hold monthly meetings with department chiefs to familiarise him/herself with their projects and programmes;
- Develop internal and external communications proposals within the communications' plan framework;
- Be aware of the public opinion on the NDFA; and.
- Be the communications reference point within the NDFA. S/he must have all the information on management activity and occurrences and changes taking place.

#### **4.2.1 Internal communications strategy**

##### **Information panel**

A first step in internal communications is installing an information and notice board in the NDFA<sup>1</sup>. The following will be posted on the board:

- Notices;
- Meeting schedules;
- Activities of staff interest;
- Activities related to the NGOs and cooperation agencies working in partnership with the NDFA;
- Information sheets, such as the daily transcription of the morning message given by the Director General or an appointed National Director after the exercises that begin the day<sup>2</sup>; and,
- Other documents of interest.

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<sup>1</sup> Currently, the glass pane between the main NDFA corridor and the meeting room by the National Managers office acts as a kind of Information Panel. Here, sheets of paper are stuck up with tape.

<sup>2</sup> From Monday to Friday, between 08.00 – 08.15 hours staff do stretching exercises in the main yard of the Ministry. After the exercises, a high level official, usually the General Director or an appointed National Director, as the Director of Administration and Finances, makes a brief speech that includes information on the daily activities and the obligations of the staff as public servants. On Fridays, the exercises are more intense and begin at half past six in the morning. Friday is cleaning day of the Ministries' facilities by the public servants.

The information board should be divided into various areas and the documents corresponding to each posted there. Documents will remain on the panel only while they are valid.

The COC will be responsible for the Panel. S/He will manage its content and any information placed there must be approved by her/him.

### **Meetings**

To ensure suitable internal communications in the National Directorate, regular meetings should be re-established<sup>3</sup>, as these are indispensable for sharing information among all staff levels within the NDFA and for setting work objectives, deadline dates and responsible departments, sections and/or individuals.

The minimum periodic meetings that should be held are:

- Weekly meetings of the National Director with Chiefs of Departments;
- Monthly meetings of the Management and Chiefs of Departmental with the DFOs<sup>4</sup>;
- Monthly meetings of the National Director, Chiefs of Department and NGOs, development agencies and other bodies involved in development programmes and projects linked to NDFA activities; and,
- Weekly meetings of Chiefs of Department with Section Heads.

### **Meeting Agendas and Minutes**

Time-bound agendas will be drafted and distributed to all participants ahead of all planned meetings. Minutes must be systematically taken when the regular meetings are re-established. These must report all relevant information on each meeting and copies should be sent to all attendees. The Annex 6 gives a guideline template for drawing up minutes, while Annex 7 gives an example format for internal communication.

The COC should be present at any meeting between the National Director and any of the positions or agents mentioned above and he or she should draw up the minutes and distribute them amongst the attendees. If the COC is not present at any of the meetings, another attendee must be nominated to prepare the report and draw up the official minutes; once this has been done, a copy (preferably digital) should be sent to the COC for archiving.

The COC must also attend the meetings of the National Consultative Board, to record the conclusions reached, to draw up the minutes and to send them to attendees.

Minutes of the meeting are an ideal instrument for reinforcing the establishment, review and evaluation of results of the objectives set within the NDFA, as through the inclusion of action points, tasks, work goals and their deadlines can be defined. For this reason, all periodic meetings must be held with the objective of clearly defining or reviewing goals, according to the objectives established, in order to monitor the activities and programmes of each department.

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<sup>3</sup> As per the information gathered regular meetings were usual before. Currently, only ad hoc meetings related to issues to be resolved are held.

<sup>4</sup> The minutes of meetings related to DFO activities in the district must be sent the District Managers as necessary.

### **Other meetings**

The COC will also be responsible for calling and coordinating any *ad hoc* meetings that are required in addition to scheduled meetings. S/he will also be responsible, as with the regular meetings, for drawing up an agenda, and meeting minutes as well as distributing them amongst the attendees.

Similarly, the COC will attend and share the outcomes of any meeting that the National Manager attends outside the NDFA, whether it is held in the MAF or in any other governmental body or non-governmental institution.

### **Internal communications: Districts and the NDFA**

To improve NDFA internal communications it is essential to improve the technological resources available. As mentioned in the preliminary project report, the district offices require basic furniture, telephones, computers, etc. to meet minimum required standards to be conducive for effective working. In the first instance the re-establishment of formalized regular meetings and sharing meeting minutes will improve two-way communication between the NDFA in Dili and its district offices. Thereafter staff training on the use of IT for effective communication and investment is required in land line telephones, computers, and internet connections etc., to further improve communications between the NDFA and the DFOs. E-mail and internet must inevitably be employed, not only to establish a more reliable and rigorous communications protocol, but to partially improve the working conditions for DFOs. Currently, DFOs use their own cell phones and travel by public transport to carry out NDFA work related tasks.

To solve this situation, DFOs must, at the very least, be provided with a laptop computer with Internet access for preparing and sending reports to the district offices and the NDFA, plus appropriate training in how to effectively use the internet and e-mail.

This would allow:

- DFOs to stop using their personal cell phones for work purposes;
- Reporting, and sending as well as receiving information to be quicker, responsive and reliable;
- Establishment of a fixed monthly cost for an unlimited number of messages and recipients; and,
- Use of software to make telephone calls at no cost (resolving the lack of land lines).

Currently, the only Internet provider in the country is Timor Telecom, which provides a wireless connection using a USB device. The device costs about 90 USD and the service costs a fixed flat fee of 60 USD a month. In addition 11 laptops (one per coastal district) to be distributed among the DFOs would need to be purchased. The total initial cost per district would be about 1,200 USD.

### **Considerations**

- In order to ensure that the initiative gives good results, the DFOs will need training to use the laptops correctly, to send, and receive documents by e-mail and to master basic office software functionalities.

- Antivirus programmes must be installed in the laptops and they must be configured to avoid improper use by restricting access to unsuitable web pages, social networks and forums.
- Internet coverage is not currently guaranteed in all areas.
- Power cuts may limit laptop functionality and therefore their use must be limited to reduce battery consumption<sup>5</sup>.
- Most NDFA departments and staff do not currently have Internet connections and so it will be necessary to guarantee a minimum number of terminals with permanent connections.

## 4.2.2 External communications

The NDFA external communications strategy rests mainly on the COC's activities as a focal point of the Information Department of the National Directorate of Development and Community Policy.

It is very important that the COC take responsibility for preparing and coordinating everything related to the NDFA's image. Reports, presentations, brochures, articles, press notes, speeches, etc.

### MAF Information Department

This is the Ministry Department responsible for creating printed, audio-visual and radio material on the activities and programmes carried out by the technical directorates. This department also calls press conferences when events are held.

It was created in 2001 and financed by the World Bank. In 2008, it became subordinated to the Ministry and its budget was considerably reduced.

Among its activities the monthly publication of the MASF in-house organ "*Jornal de Agrikultura*", is noteworthy; the publication has issued 15 editions of 8 pages and about 1,000 copies are printed. It contains articles and short news pieces and the last page is given over to matters of a more technical nature. The department edits the journal and incorporates material and suggestions from the various MAF directorates.

The Department personnel comprise a graphic designer, copywriter/corrector, a video editor and two radio technicians. Radio material is broadcast on Timor Radio (RTL).

The communications material is done at the Directorates' request and must be approved by the National Directorate of Finances according to the budget.

This department also works with other ministries such as Health, Education, and Tourism, Commerce and Industry.

### Tasks of the COC

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<sup>5</sup> At the time of report drafting a new power station was scheduled to come on line at the end of 2011 and this will presumably improve the current precarious power supply.



It is essential that the NDFA use the resources available in the Information Department for its communications strategy, as the Information Department is responsible for communicating each department's activities as well as for preparing communications material on the fishing sector and raising public awareness of NDFA projects and activities within the Ministry of Agriculture and Fisheries.

The COC will be responsible for ensuring that every issue of the *Jornal de Agrikultura* contains at least one topical news article on NDFA activities. The last more technical journal page, which is given over to matters of more technical nature, can be used for communicating issues such as protection of coral reefs, protected or prohibited species, prohibited equipment, minimum fish and net sizes, aquaculture, etc. The COC will also be responsible for preparing public information material within the Communications Plan.

All the communications material made by the Information Department within the Communications Plan must include the COC's contact information: postal address, telephone and e-mail. The COC will thus channel information requests on NDFA projects and activities.

If any training or public information material is prepared independently by agencies or NGOs, the COC must be notified and provided with at least two copies for filing.

#### **Cooperation with other Ministries**

The second fundamental line within the external communications strategy will be the increase in communications and cooperation with those ministries with which there is some overlap and duplication of competencies; these include the Ministry of Tourism, Commerce and Industry on the commercialisation of aquatic products, the Ministry of Justice on land ownership issues, and the Ministry of Economy and Development on the promotion, monitoring and management of fishing cooperatives.

Periodic meetings must be held, at least every six months, with representatives from these ministries to address duplication and overlap and to establish policies for cooperating and dividing the competencies and optimising the resources available. This should increase efficiency, make government cost savings and promote synergism and greater impact. The General Director of the MAF and the National Director should attend these meetings. The COC and the Information Department should be responsible for organising the event and ensuring the necessary documentation is prepared.

#### **NDFA and the NDCOOP (National Directorate of Cooperatives)**

There is overlap of responsibilities between the NDFA and the National Directorate of Cooperatives of the Ministry of Economy and Development, whereby the NDFA directly provided means (boats and fishing equipment) to fishers that in some cases belong to multi-sectoral cooperatives that are simultaneously beneficiaries of identical measures promoted by the National Directorate of Cooperatives of the Ministry of Economy.

Through the proposed inter-ministerial meetings, criteria for granting aid as well as the delivery process can be standardized so that, for example, all the material and aid could

be made through the National Federation of Cooperatives (if/or when this is finally set up) and administered by them, according to each cooperative's needs.

### **4.3. ANALYSIS OF GOVERNANCE AND INSTITUTIONAL NETWORKS IN FISHERIES MANAGEMENT**

According to some conclusions reached in the first World Congress on Communication for Development, good governance is nurtured by the free dissemination of information and the capacity of all levels of society to engage in debate. The increasing power of the Internet, satellite technology and blogs contribute to this capacity, and “*It becomes increasingly hard for those in power to control or limit discussion*”<sup>6</sup>. Unfortunately for the NDFA, and by extension for the MAF, the fishing sector and the majority of the population of Timor are still not able to take full advantage of the potential that the internet offers.

NDFA governance, as it relates to fisheries management, is not hampered by a lack of transparency in itself, but is constrained by the inappropriate communication methods currently used and existing confusion and lack of awareness about the responsibilities of the NDFA, which is driven and compounded by duplication and overlapping of measures and aid granted to fisher communities by different government ministries.

Internally, the NDFA's responsibilities are well defined on paper, but according to surveys conducted during the study, in practice a significant proportion of staff interviewed have no clear understanding of the responsibilities on certain aspects of the organization.

A regular and reliable two-way communication method, using defined and recognised channels, should be established as a priority with the fishing industry to facilitate good governance of the Timorese fishing sector.

#### **4.3.1 The districts**

The DFOs, despite depending directly on the National Director of the NDFA, also report, in their districts, to the District Directors of the MAF and the Chiefs of the Technical Support Department (TSD); this strangles administration to a certain extent. As NDFA personnel, DFOs, should only report to the TSD organisation at a technical level. Furthermore, as their tasks are directly related with the fishing sector, they should be located on the coast and not in the district offices, which, in many cases, are over several hours away from the nearest fishing village. As district office based staff have to use public transport, the operational and logistical difficulties severally constrain contact with the fisher communities the DFOs are meant to serve.

Each district has a Directorate which supports three Departments: the Department of Extension workers, the Administration and Finance Department, and finally, the Technical Support Department which supports various sections among which is the fishing section with its DFOs. As stated, the District Director and Chief of Technical

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<sup>6</sup> FAO.2007 *WORLD CONGRESS ON COMMUNICATION FOR DEVELOPMENT. Lessons, Challenges, and Way Forward*. The Communication Initiative, Food and Agriculture Organization of the United Nations (FAO)/ The world Bank.

Support should be notified of any activity that DFOs plan to conduct. However from interviews, it was recognized that the District Director was not always informed of planned DFO activities, though the DFO personally communicates any NDFA requests directly to the District Director. Undoubtedly, this situation has arisen because of limited awareness and unclear communication channels, and ineffective communications caused by poor access to telephone land lines, computers, internet and email communications in the NDFA and especially the district offices.

Given this situation, the interaction of the DFOs and staff with fishing communities is limited by the system's poor operability.

### **4.3.2 Planning and coordination**

Despite the NDFA establishing long-term policies, weak planning and monitoring in the short and medium term and the absence of an information methodology for internally communicating the results have had a negative impact on good governance.

#### **The fishing sector**

There is no consolidated communication strategy for the different actors in the fishing sector. The similar and over-lapping aid policy of various ministries and state bodies contributes to greater availability of fishing boats and gear within the sector, but fails to motivate fishers to take part in development programmes and to involve them in dialogue when the few development measures are designed and implemented. As a result Timorese fishers are merely passive beneficiaries or active complainers if they have never received equipment. The NDFA should involve fishers far more in dialogue and discussion when developing fishing policies, from concept to application and grant aid according to their degree of cooperation and compliance with fishing regulations. The current fishing law which is regulated by a National Consultative Council states that meetings should be held every three months with all actors involved in the fisheries sector. The fulfilment of the law would provide an appropriate means to improve governance. It is strongly recommended by the consultants that the National Consultative Council should meet (articles 173 & 174 of GD 5/2004 and Section III GDL 6/2004), at least on an annual basis.

#### **Agencies and NGOs**

The presence of several development agencies and NGOs within the NDFA and MAF indirectly contributes to some confusion. Good governance means transparency and accountability not only for the NDFA, but also for all other partner agencies. The consultants therefore recommend holding joint monthly meetings to discuss the activities that each organization conducts. These meetings must be done at least once per year and during the event, partner agencies must share and discuss their work plans and strategies, so that all the actors are aware of the roles and actions of each of them.

#### **Inter-ministerial cooperation**

The institutional network of the NDFA both within MAF and with other ministries and public bodies is very limited. Few collaborative intra-ministerial or inter-ministerial activities are done, despite the potential cost savings, increased efficiency, synergies and alignment of policies that such collaboration could facilitate and promote.

These circumstances are perfectly illustrated by the situation with the cooperatives, as already mentioned. It is therefore necessary to develop continuous communication between the NDFA and the Ministries of Economy and Development, the Ministry of Tourism, Commerce and Industry on issues related to the marketing of aquatic products, and with the Ministry of Justice for matters related to land ownership.

The consultants propose the creation of a permanent inter-ministerial commission to draw up agreements for applying joint and/or aligned complementary policies.

#### 4.4 REPORTING SYSTEM

##### 4.4.1 Current situation

Within the NDFA, the shortage of appropriate equipment makes establishing an accessible and effective reporting system a difficult task. The fact that not all staff have computers makes a fast, efficient and real-time, computer-based system impossible.

Currently, some Department Chiefs require weekly reports that are delivered handwritten or verbally during meetings, but these reports are not suitably filed or distributed. In other Departments, the Heads of Sections do not send reports through the Department Chiefs, but send them directly to the National Director. See Figure 1 for current and suggested direct reporting system between DFO and MAF headquarters.

A template is provided by the MAF for monthly reports, while for quarterly reports a template designed by the Prime Minister’s Office is used.

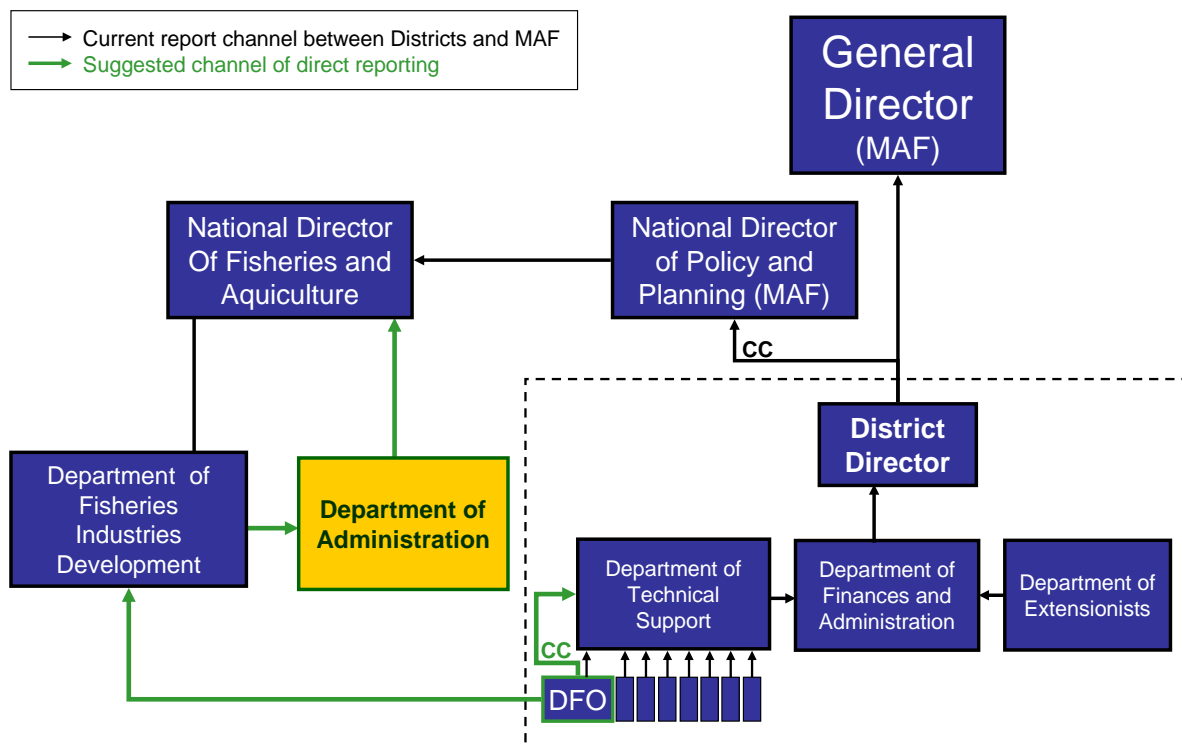


Figure 1. Current reporting system between Districts and MAF headquarters plus suggested direct reporting system DFO-NDFA through the Department of Administration.

The 13 District Directorates (11 coastal districts plus 2 inland districts) produce monthly, quarterly, six-monthly and annual reports, and hard copies are sent to the General Director, with a copy to the National Director of Planning and Policy. These reports are approved by the Extension Department and the Technical Support Department. The Chief of the Administration and Finance Department sends a single document to the District Director containing these two previous reports and he or she, in turn, sends it to the MAF Director General with a copy to the National Planning and Policy Director. The latter sends a full copy containing all district reports to each National Director (with no breakdown by subject or directorate).

This way of working generates a lot of information that is difficult to process and assimilate.

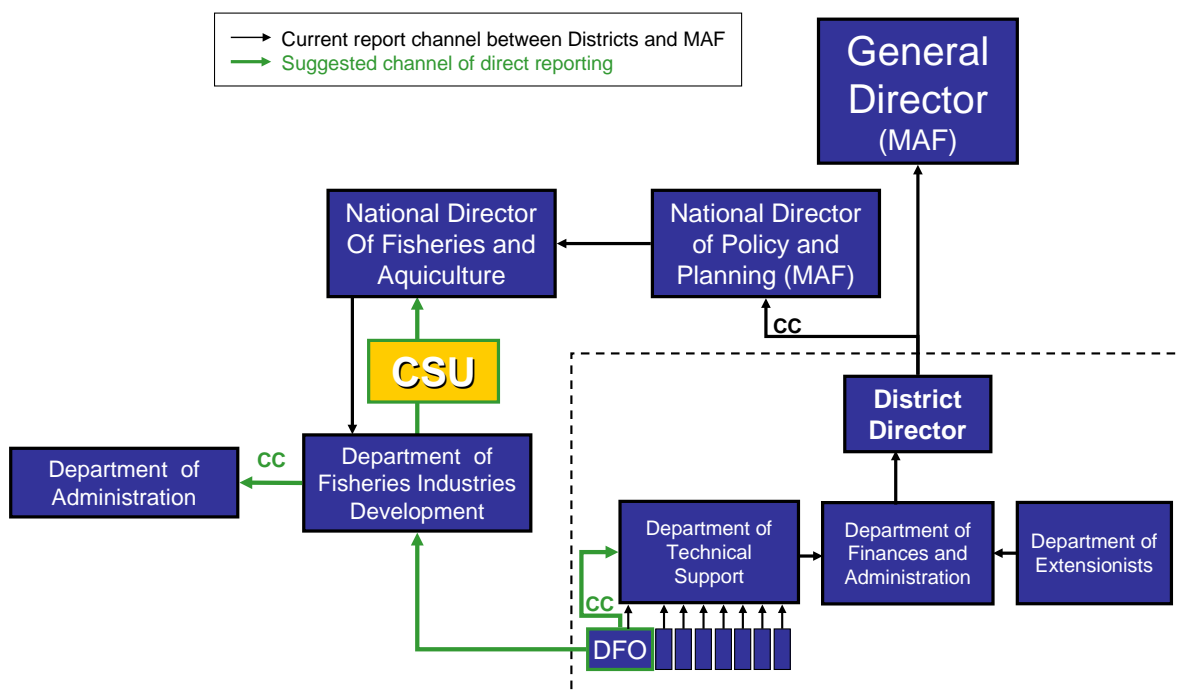


Figure 2. Current district reporting system between Districts and MAF headquarters plus suggested direct reporting system DFO-NDFA (following the creation of the Coordination and Supervision Unit {CSU})

#### 4.4.2 Reporting System for the DFOs

Based on the constraints of the current system, the consultants recommend that DFOs, like the other NDFA personnel, make periodic reports on progress towards agreed goals and objectives. DFO progress reports should go to the Fishing Industry Department with a copy to the District Technical Support Department, (see Figures 1 and 2). The Fishing Industry Department should forward DFO progress reports directly on to the NDFA

The Chief of the Industry Department should include this documentation in the reports sent periodically (monthly, quarterly, six monthly and annually) to the National Director with a copy to the Administration Department (or the CSU, depending where the people responsible are located), including evaluation of the fulfilment of deadlines and objectives established by each DFO. Although this system could co-exist with the

current reporting system, the consultants recommend that DFO activities should be controlled more directly by the NDFA.

Improvement of the current reporting system must start with the purchase of equipment. By supplying the DFOs with Internet-connected laptops (see section 2.1), and installing Internet in the NDFA and the district offices, sending and receiving reporting forms and templates and including evaluations and comments by the people responsible for them will be much simpler, less time consuming and quicker.

#### 4.4.3 Reporting system on objective fulfilment

Figures 3 and 4 show the proposed reporting system based upon an evaluation of objective fulfilment. The periodic reports (monthly, quarterly, six-monthly and annual) would be produced according to the objectives set. Each Section Head should draft her/his report specifying the tasks conducted according to the set objectives and goals. The Department Chief would then prepare a single synthesis report using the documents provided by the Section Heads, (adding her/his comments) which would then be sent to the National Director and copied to the Administration Department (to the CSU).

The Administration Department (or the CSU) would then in turn prepare a summary document using the information sent from each Department, and would add evaluations, observations and recommendations, and then send it to the National Director.

Then the Administration Department (or CSU) would send each Department the corresponding evaluations, observations and recommendations, together with the National Director's comments, if any.

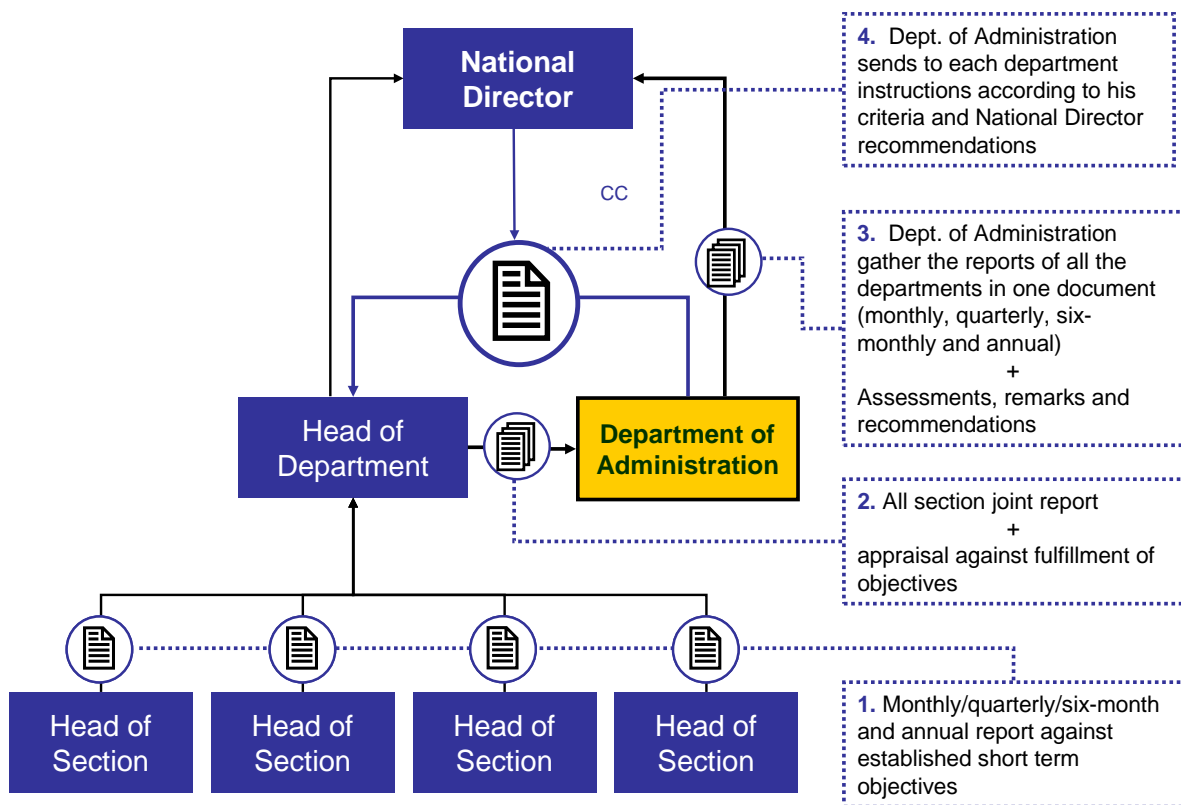


Figure 3. Reporting system, with the Administration Department as the coordinating body.

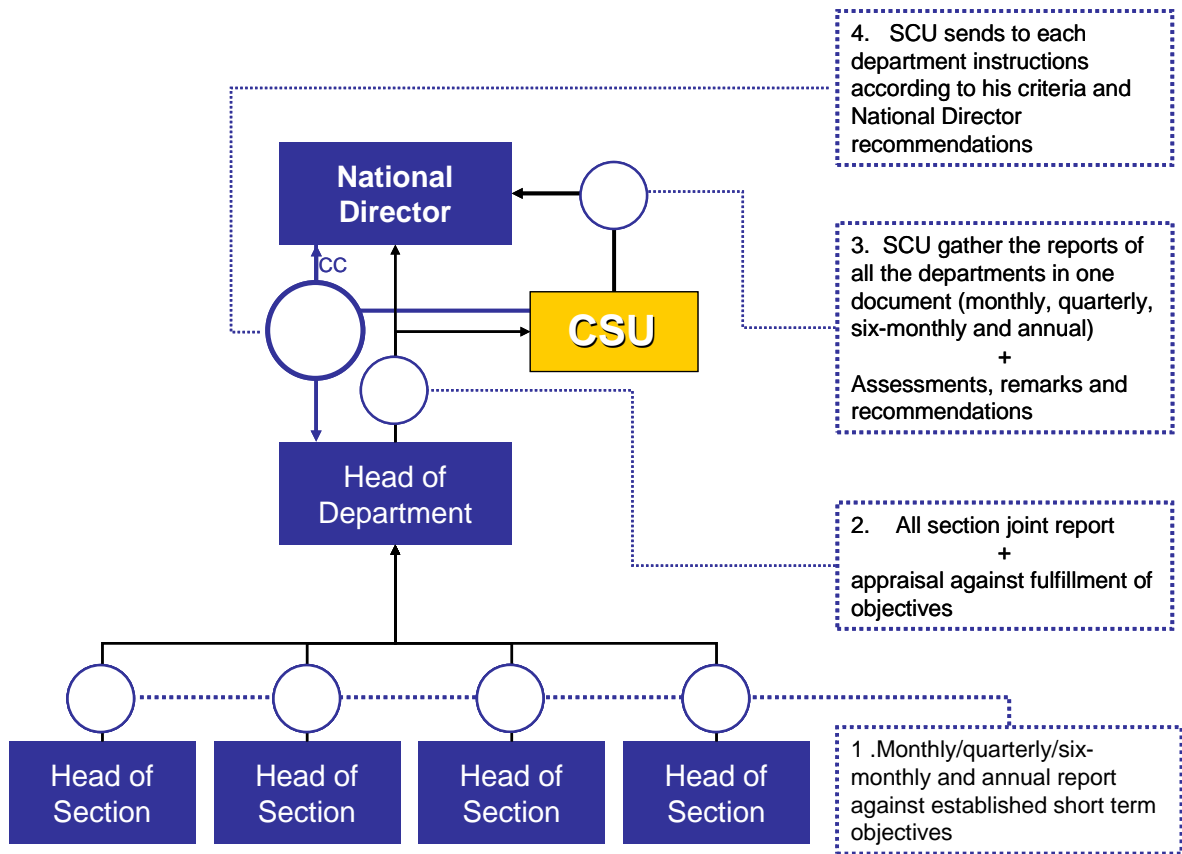


Figure 4. Reporting system, with the CSU as the coordinating body.

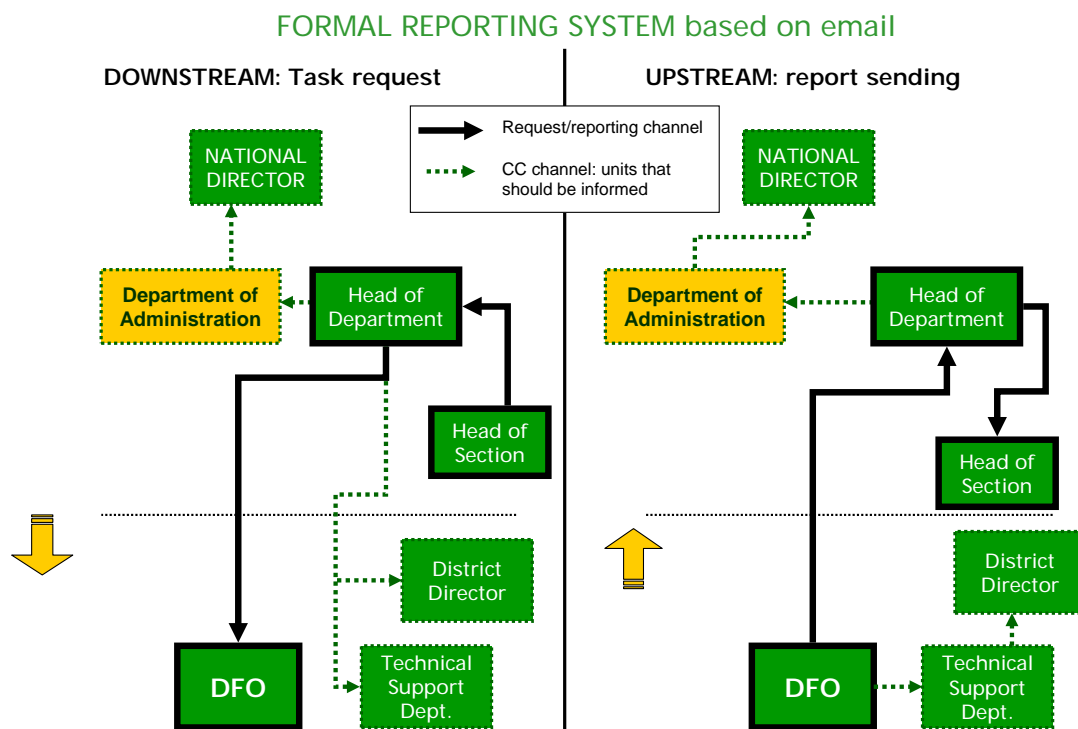


Figure 5. Diagram of the email-based reporting system between districts and the NDFA, with the Administration Department as the intermediary body.

## FORMAL REPORTING SYSTEM based on email

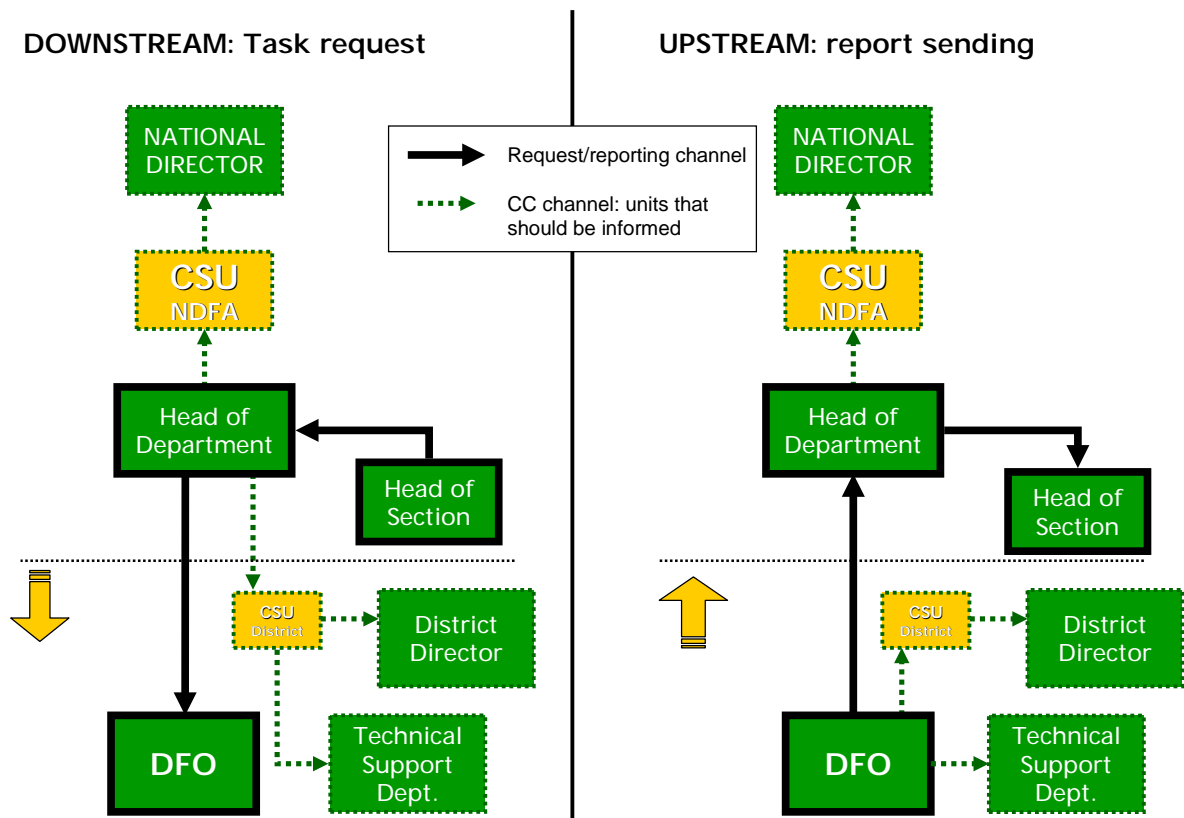


Figure 6. Diagram of the e-mail-based reporting system between districts and the NDFA, with the CSU as the intermediary body.

### 4.4.4 Conclusions

For the reporting system, the consultant team therefore proposes that:

- Reports should continue to be made with the same periodicity: monthly, quarterly, six monthly and annually.
- Reports should be done on computers and sent by e-mail. This will facilitate distribution and the introduction of comments, observations and corrections.
- The Department Chiefs, in compliance with the new criteria for monitoring and control, must request monthly reports from the Section Heads based on the fulfilment of established objectives.
- According to reports from Section Heads, each Department Chief should prepare a report assessing progress of work activities toward objective(s) fulfilment and then send it to the National Director with a copy to the Chief of Monitoring and Evaluation.
- This reporting system should be an auxiliary tool for the monitoring and evaluation system proposed in the next section of this report for the evaluation and monitoring system plan.
- The weekly reports will be the basis for an internal performance control system and will be sent to the Chief of Human Resources.
- DFOs should report directly to the Fishing Industries Department Chief.

A single template should be developed and used for all NDFA reports.



## **4.5 COMMUNICATION PLAN**

The NDFA should develop a Communication Plan setting out an implementation strategy to facilitate achievement of agreed NDFA objectives. This Communication Plan will be supported by the implementation of the recommendations contained in the other two sections of this proposal, on human resources, and monitoring and evaluation.

This plan should formalize the protocols for communication discussed in the earlier section of this chapter, with the goal of increasing its central budget allocation. To achieve this, the National Directorate must use the Communication Plan to better communicate information on efficient and dynamic activity implementation which is contributing to achievement of agreed objectives.

The most important economic premise to keep in mind is that this Plan cannot become a burden on the NDFA's already low budget; its development should therefore be based on the proper functioning of the tools, activities and work routines established above, in order to minimize their impact on the budget allocated to the Directorate.

Several agencies and NGOs work with the NDFA. The Plan also seeks their support beyond their particular programs, through their participation in communication activities aimed at strengthening the unity of the Directorate.

### **4.5.1 Target audience**

Although it may seem paradoxical the communication plan's main target audience are the NDFA staff and their immediate surroundings (see Figure 7), with the fishing industry being only a secondary target. This approach has been chosen because the plan's goal is to improve the NDFA's situation within the public administration in Timor. When this goal has been achieved, the Plan can be revised to focus more directly on the Timor fishing industry.

However, if the plan succeeds, Timorese fishers, and eventually society at large, will indirectly benefit from its success, because a more efficient NDFA with more resources will benefit all.

The plan's target audience is composed of:

- NDFA staff;
- The agencies and NGOs involved in programmes with the NDFA;
- MAF;
- Other ministries;
- Fishery sector stakeholders including fishers, processors, gear and boat suppliers, etc.; and,
- The Timor Leste Parliament.

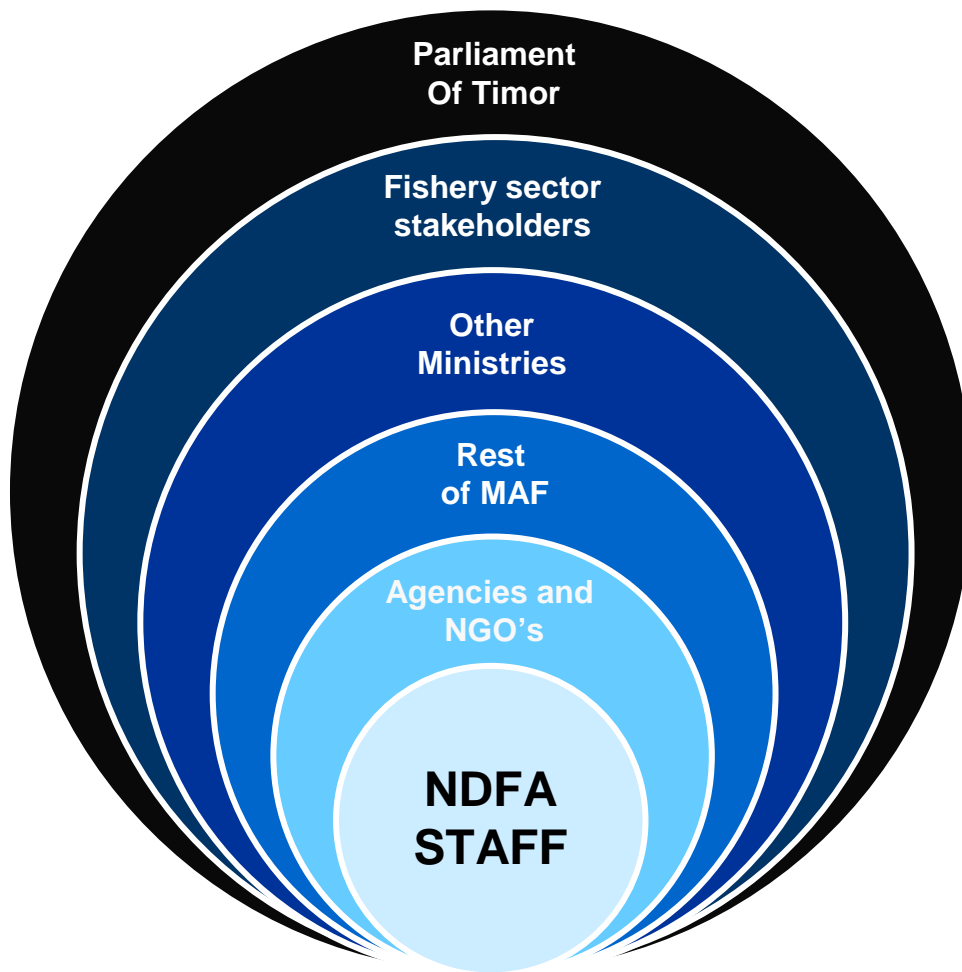


Figure 7: Target Audience of the Plan

#### **Duration of the Plan**

It has been estimated that the plan's optimum length should be 4 years, beginning in 2012. This period is long enough to see if, over this time period, the MAF budgetary situation has improved. This period is divided into three phases: first the concept phase (1 year), followed by introduction and growth phase (2 years) and the completion phase (1 year). This duration is only an estimate and may be modified as appropriate. The Communication Plan Calendar is shown in Annex 8 of this document.

#### **4.5.2 The Plan**

The first step in the Communication Plan is to establish a team responsible for developing and monitoring the plan and, where necessary, for crisis management.

As already mentioned in paragraph 1 of this chapter, it is essential to appoint a Chief of Communications (COC) who will coordinate, develop, manage, monitor and evaluate the results of the Plan together with the Technical Committee.

This COC must be informed of everything that happens within the NDFA, as well as schedules and other situations. S/he must be informed of sensitive issues in order to be better prepared and to act advantageously in any eventuality.

The COC, with the approval of the National Director and the contributions of the advisory board, should oversee the procedures, messages and rules to be followed by the Department Chiefs.

### **Technical Committee**

A Technical Committee must be created to approve the Plan and assist in its development. It should meet regularly to discuss progress and results and make any necessary adjustments and modifications.

The following people should be on this committee:

- The National Director;
- The Advisory Board;
- The Chief of Communications (COC);
- Department Chiefs; and,
- Representatives of cooperating Agencies and NGOs.

### **Budget:**

As already stated, taking into account the limited budget of the NDFA, the Plan should focus on measures that do not involve significant extra costs. Only a portion of the budget should be reserved for organising events and meetings with other ministries (catering, audio-visuals, per diems etc.) and the Annual Seminars mentioned below.

### **4.5.3 Means**

Responsibility for the Communications Plan falls fully with the COC, who will be responsible for coordinating meetings and activities and promoting the actions necessary to achieve the Plan's success. Also, when necessary, and with the approval and support of the Technical Committee, the COC shall correct any unsatisfactory approaches and manage potential crises that could hinder the Plan's progress.

The tools to be used within the Plan, mostly mentioned in earlier paragraphs include:

- Periodic meetings:
  - Meetings with Management;
  - Department Chiefs;
  - Other Staff; and,
  - NGOs and Development Agencies.
- Other meetings:
  - With the staff on the Communications Plan;
  - Other National Directorates;
  - Other Ministries; and,
  - For specific reasons.

- Material periodically prepared by the Information Department:
  - Articles for the “*Jornal de Agrikultura*”;
  - Press releases;
  - Communications and dissemination material; and,
  - Radio transmissions.
  
- Annual seminars on fisheries and the sea, including the National Consultative Council meeting/forum.

### **The meetings**

During monthly meetings with the Department Chiefs, the COC will request information on:

- Information that can be included in “*Jornal de Agrikultura*”;
- Information for radio broadcasts;
- Programmes, activities and events that can be included in press releases and sent through the Communications Department; and,
- Newsworthy events or meetings to invite the media to attend through the Communications Department.

### **4.5.4 Visibility and informative actions**

The Information Department of the National Directorate for Development and Community Policy is the basis of the Plan's external strategy. It must be fully exploited, while bearing in mind the budgetary constraints, since it is the easiest way to promote the importance of the NDFA's work.

Using the information gathered at regular meetings, the COC, with the approval of the Technical Committee, will provide the Information Department on a regular basis with documentation and information as well as any press releases deemed appropriate, so that at least one NDFA news article appears in the “*Jornal of Agrikultura*” every month. This must be done regularly in order to increase the visibility profile of NDFA activities. To this end, the COC must maintain a close and fluid relationship with the Chief of the Information Department.

The NDFA should also consider getting the Communications Department to produce radio material for broadcast on Radio Timor Leste. The radio information should focus on those projects and activities whose relevance means they deserve greater priority and government support. The Department Chiefs should also make suggestions for radio material.

### **Training and information material**

All Departments should develop a six-month visibility plan. This plan should include all printed material, (new material or material for reprinting), for training, distribution and visibility required to carry out their own work and for distribution in the fisheries sector. Development agencies and NGOs can provide guidance to departments on this. Each department shall specify the material required in a report (posters, leaflets, brochures, etc.) providing an approximate description of its content, design requirements (photographs, graphics, etc.), its purpose and justification.

Once the Departments' reports are compiled, a meeting of the Technical Committee should be held to approve all or part of the material. The COC can then meet the Information Department to evaluate its feasibility, and then apply for approval from the MAF Finance Division.

### **Seminars**

As discussed in previous sections, the NDFA must establish communication with those ministries with which its fisheries and coastal responsibilities coincide and/or overlap.

Besides the creation of intra-ministerial and inter-ministerial committees, annual seminars should be organised with all ministries working directly or indirectly in the fisheries sector; the NGOs and agencies concerned in these issues should also attend. This initiative should be coordinated by the NDFA and have a highly technical character.

During these seminars, the consultant team recommend holding roundtable sessions on key themes e.g. fishing, aquaculture, machinery, marketing, etc. NDFA technical staff, guest ministries, cooperation agencies, multi-sectoral cooperatives, NGOs, etc., should all be invited to attend.

The Timor Leste Fisheries Law specifically regulates the National Consultative Council, which is a co-management body involving fishery sector stakeholders and which is meant to meet every three months. The meetings of the NC Council can be a suitable forum to improve communication and coordination between the different bodies involved in the sector (civil and private) and therefore it should be organized at least annually following the process specified in the law.

### **Budget**

The National Consultative Council will require special coordination and the approval of the General Directorate and the Ministry. The COC should work with the Protocol Office and the Ministry Public Relations Department to facilitate this process.

### **Annual Report**

At the end of each fiscal year, the NDFA should draft an annual report, detailing all the items on which the NDFA budget has been invested along with all activities conducted under the Plan, including meetings and workshops, and all communications material produced. This report will serve as a reference document for planning the following year. The COC should coordinate the preparation of this document.

## **4.5.5 Conclusions**

The Plan's approach is based on giving visibility to NDFA activities by systematic internal and external communications using the simple tools and resources most of which are currently available within the NDFA. However, to ensure its success, the plan requires:

- Improvement in fulfilment and compliance with NDFA objectives;
- The collaboration of all the departments and organizations;

- That the NDFA gain relevance in the MAF Information Department and more presence in its activities; and,
- The Chief of Communications (COC) should exploit every NDFA activity and program to justify the NDFA's success and responsibility and to highlight improvement of results and fulfilment of NDFA objectives.

If the plan succeeds and the NDFA achieves an increase in its funding, the following goals will also be indirectly achieved:

- Greater motivation of MAF staff;
- Improved image of the NDFA within the MAF;
- Increased transparency of activities and programmes developed within the NDFA, with or without the participation of agencies and NGOs; and,
- Improved image of the NDFA within the sector and in the society at large.

#### 4.6 SUGGESTED BUDGET FOR COMMUNICATIONS MANAGEMENT

According to the identified needs, the consultants feel that it is essential that all DFOs (11) have a laptop with Internet connection. At the same time the NDFA Department Chiefs (5) should be provided with Internet connections, and each department (5) should be provided with a common internet connection to facilitate sending and receipt of reports, e-mails, internal communications, etc. Finally, a laptop (1) with Internet connection should be provided for the Chief of Communications (COC).

	LAPTOPS	CONNECTION DEVICES (TIMOR TELECOM)	ANNUAL CONNECTION (12 MONTHS)	ANTIVIRUS SOFTWARE	INSTALLATION OF A LOCAL SERVER
<b>Units</b>	11 DFO+1 NDFA (*)	11 DFO + 11 NDFA	11 DFO + 11 NDFA	11 DFO + 1 NDFA (**)	1 NDFA
<b>Approx. Unit Price</b>	\$1,000	\$90	\$720 (60x12)	\$90	\$750
<b>Total</b>	\$12,000	\$1,980	\$15,840	\$1,080	\$750
	<b>TOTAL COMMUNICATIONS BUDGET</b>				<b>\$31,650</b>
* This figure is subject to the operational needs of each department and the current stock of PCs in operation.					
** The number of anti-virus software is calculated on the number of terminals included in this budget but the programme should be installed on all terminals used in the NDFA.					

This is an initial budget proposal. In the mid and long-terms the NDFA must consider extending computer facilities and Internet access to all its staff, from the higher to the lower ranks, with priority given to staff members and the observers from the Fisheries Inspection Department. Details of the total budget proposal are given in Annex 9.

The consultants also recommend that together with installation of Anti-virus software on all laptops and work stations, that all terminals should be configured with access

restrictions to prevent improper use and to block access to blogs, social networks and unsuitable websites. This proposal also includes the installation of a central server within the NDFA to interconnect all the equipment, and a simple data back-up strategy implementation. The data and document back-up eventually will avoid their loss by deletion or corruption, and is essential to follow an advisable data retention policy. This strategy should start with an organized data storage coordinated by the Chief of Communications.

## 5. PLANNING, MONITORING AND EVALUATION

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### 5.1. PLANNING

Besides the country's planning framework documents, the NDFA planning system follows the general lines of the state administration, but in practice their performance is insufficiently flexible and detailed to allow compliance with orderly and coherent activity programming and management.

Planning is based on different types of documents, with different action time scales. The first and most general document is the Indicative Programme for the Agriculture Sector, valid between 2010 and 2014, and extended to 2015-2019, 2020-2024 and 2025-2029. The second of these is the Annual Action Plan for the sector, in which, as part of the general objectives, are fishing actions and targets. In this document are also other general objectives referred to other sub-sectors under the Ministry of Agriculture and Fisheries.

By its nature, the Indicative Programme provides some references to the general problem and its geographical distribution, as well as overall budgetary figures that could be defined as actions. The budget is divided annually during the first five-yearly term, after which there are global provisions for the remaining five-year periods.

The Programme is not very detailed when it comes to fisheries; the actions to be performed are not clearly defined and the budgets allocated to each are not detailed. As it stands this plan is insufficient as a useful reference for a multi-year programming for the agriculture sector and, specifically for the Fisheries sub-sector.

The fisheries Plan's design makes it doubtful that this Programme could become a reference document associated with policies the country intends to develop in the coming years, or with the priorities emerging from cycles of activities of a particular government. Either way, it cannot be used as a working document during this technical assistance project.

The Annual Action Plan, which should consistently embody the measures to be taken each year, has not been prepared using a Logical Framework approach. Results, activities and indicators are all mixed and confused among the several sections of the Annual Action Plan. No verification sources are listed, and no activity based budgets are given. Schedules respond to an administrative division into year quarters, rather than the needs of the activities undertaken in each project.

There is no clear definition of the work unit (project) and its association with a geographical and temporal framework, which means that the Plan is complicated and difficult to understand. Thus, annual planning is not seen as a reflection of the Preliminary Schedule, and cannot be considered as a practical tool for decision-making, or for later monitoring of the actions taken.

The process of preparing the Annual Action Plan involves both the field and head-office



technicians; the Plan is then presented to the highest authority in fisheries and finally to the Council of Ministers.

This means that according to the Ministry's administrative calendar, the various programs of technical interventions programmed in the global agricultural Plan are consolidated and go through the Ministry's decision-making bodies for approval or rejection (between April and June) before being presented in the Council of Ministers in September or October.

In practice, the deadlines for the preparing the planning are not met, which means that at the end of each financial year quick decisions have to be taken without sufficient capacity to properly adjust the Plan budget and policy guidelines set by decision-makers in the administration.

Based on the interviewees responses during the consultation phase, the lack of sufficient suitable staff and a certain lack of coordination between field offices responsible for drafting the projects and headquarters responsible for drawing them up are among the main reasons for the poor quality of planning documents.

Thus, according to NDFA operational mechanisms, field offices should identify and formulate projects, but this work is not fully done owing to the lack of staff capacity and because other performance-related tasks are given priority over planning. On the other hand, at headquarters, the team responsible for consolidating project proposals is extremely small (one person who also handles other tasks) and is also subject to an annual work planning schedule which as stated above, is in practice limited to only three months.

Considering the preparation of simple forms (consistent with the general approach of the Logical Framework) an achievable objective, it would be appropriate to provide technical and operational support, at least during the annual planning phase, in both headquarters and in the field. Further, it is essential to harmonise all documents, at least at the Ministry level, so that they can be consolidated into the subsequent Annual Action Plans.

The harmonised content must be expressed on easily completed, concise templates containing all the elements for managers to assess them clearly when making decisions on whether or not to approve the presented plans.

## **5.2. MONITORING AND TECHNICAL EVALUATION**

Currently the NDFA only monitors the budgets of projects in progress. Currently, NDFA doesn't carry out any kind of evaluation of project impact.

Budget monitoring reports are quarterly, annual and five-yearly, the latter two being a compilation of quarterly data; in each case, they serve to guide expenses and prepare successive budgets.

The process of monitoring reports produced in the NDFA has already been analysed in section 4 of this report, so this point will focus on technical monitoring aspects of projects in progress.

Monitoring tasks currently performed are the quarterly justification of expenditure incurred by each action. This procedure stems from the need to justify the expense prior to payment of the budget for the next quarter. This practice often involves considerable delays (between 3 and 6 months on average) in planned expenditures in the absence of a sufficiently flexible formula for quarterly budget control.

While the resolution of this situation is beyond the scope of the recommendations that can be drawn in this report, it is important to note that, at the level of the so-called project cycle, the monitoring and evaluation phases are not covered by the methods the NDFA uses.

Understanding monitoring as the process of providing information on how planned activities are carried out on a day-to-day basis, it is difficult to see how the NDFA can set this in motion because of the lack of trained personnel and project and programme documents containing evaluation indicators that can be simply and reliably verified.

Another factor that hinders suitable monitoring is the lack of baselines as points of departure before implementing project activities. It is of great importance to carry out this preliminary work in the programming phase, but if it has not been done, extra effort must be demanded of the field teams.

If this extra effort is not made, the possible cross matching of the assessment of the indicators set out in annual action plans and conclusions on the project work levels done will unfortunately not be very significant for managing the activities in progress and their continuity according to each project's work schedule.

Ways must therefore be found to allow flexibility in the technical project monitoring, simplifying it and ensuring it does not interfere with the process of monitoring the current budget, and further harmonise human resources and schedules so that both processes can be conducted together.

A simple monitoring mechanism could be based on checklists using different types of indicators present in the formulation documents. It would be desirable that the lists were defined by a consensus among NDFA technicians and the lists be distributed for use in the field and at headquarters.

As for the processes for technically evaluating the projects, these are a separate issue and must be understood in their proper context such as that of the NDFA within the country.

It is clear that the monitoring phase is a specialised and expensive process within the project cycle, and therefore without significant material (budget) and human resource support it is simply impossible to carry out.

It is not within this mission's scope to try to establish the basis for an evaluation mechanism within the NDFA; this would be unrealistic today, but what is desirable is to make the NDFA aware of its significance and the need to start establishing guidelines for assessing, defining its importance, scope and methodology within the institution's departments, and in particular the newly established monitoring and evaluation unit (currently one staff has been appointed as M&E).

### **5.3. RECOMMENDATIONS**

To define more clearly the ideas presented above, the following recommendations would improve the performance of planning and monitoring projects for the NDFA.

First, long term training must be given to all NDFA staff on the meaning and characteristics of the project cycle, from identification to evaluation phase. Such training should be designed at two levels namely i) for the chiefs of field offices, and ii) for professionals in head office.

Besides a common global vision of the entire project cycle, field training will focus on the basics of preparing baselines and notions of methodology for identifying projects and their technical management. At headquarters, the department heads and those responsible for monitoring and evaluation should be trained in the concepts of the Logical Framework and, consequently, in the preparation of technical documents for project formulation.

One of the most important products of the training process is the development of files and/or forms for defining baselines, indicators, lists of simple, concrete indicators applicable for the defining and monitoring fishing sector projects, as well as a clear, accurate and realistic definition of their sources of verification.

In a technical activity performance environment with such limited knowledge and resources, it is of particular importance to adopt a "learning by doing" approach, because a more academic approach is unlikely to meet basic practical training goals and lack of interest by the participants is almost certain.

Experience shows that it is impractical to merely provide externally produced technical dossiers and forms. This is due to two factors: the first is the lack of an in-depth knowledge of the particular circumstances; the second is that it is often seen as an outside imposition.

While the technical tools are more or less common, in a case like Timor Leste, it is extremely important that they are assimilated by the professionals, and to achieve this, their participation in creating the tools is essential.

This learning process should be encouraged within the objectives defined for each staff member of the NDFA, and supported in the communication strategy.

In summary, to improve and simplify the planning process and provide more technical and human capacity, some training activities must be planned, but these will not be enough unless there is support and the interest from the Ministry of Agriculture and Fisheries to improve the overall planning and monitoring mechanisms of the activities performed.

In the Annexes is a calendar for a potential training plan aimed at NDFA professionals and some support materials are described.

## 6. TRAINING PLAN

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Below is the training plan developed in consultation with NDFA staff for the NDFA. This Plan is the result of the work from personal interviews and group sessions and the ad hoc workshop conducted for identification of training needs, attended by representatives from all NDFA departments.

Courses have been grouped by subject matter, using a specific acronym relating to the area of knowledge.

- **ACUA:** aquaculture and mariculture
- **FISRE:** fisheries resources management
- **FIPRO:** fisheries and processing industry
- **GENE:** general training
- **COMPU:** computer training
- **MANAG:** management
- **LANGU:** languages

The course content is indicative and may change depending on the demands and needs of the groups.

There are no defined maximum numbers of people for group training, as this depends on the subject. In general, courses that require a computer to perform exercises or practices (computer courses, for example) should not have more than 12 people per group.

Each course's budget is approximate. Office computing courses has been budgeted assuming local professionals will be used for delivery.

A preliminary course timetable for the period 2012-2014 is attached.

## TRAINING PLAN FOR THE NATIONAL DIRECTORATE OF FISHERIES AND AQUACULTURE

Reference	Component	Title	Contents	Duration	Audience	Priority	Total Budget
ACUA01	AQUACULTURE AND MARICULTURE	<b>Applied Biology of Aquaculture Species</b>	<ul style="list-style-type: none"> <li>- Physiological Systems and Applied Biology</li> <li>- Respiratory and recirculatory systems</li> <li>- Digestive and Endocrine systems</li> <li>- Nerve, Skeletal and muscle systems</li> </ul>	10 days	Staff from Aquaculture and Mariculture	High	US 5,000
ACUA02	AQUACULTURE AND MARICULTURE	<b>Water ecology</b>	<ul style="list-style-type: none"> <li>- Water quality parameters</li> <li>- Monitoring and Management of water quality</li> </ul>	5 days	Staff from the Aquaculture and Mariculture	Low	US 2,500
ACUA03	AQUACULTURE AND MARICULTURE	<b>Breeding and Reproduction</b>	<ul style="list-style-type: none"> <li>- Physiology and control of reproduction</li> <li>- Induced reproduction</li> <li>- Feeding and nutritional requirements of broodstock</li> <li>- Broodstock management and design of facilities</li> <li>- Breeding programmes</li> </ul>	5 days	Staff from the Aquaculture and Mariculture	Medium	US 2,500
ACUA04	AQUACULTURE AND MARICULTURE	<b>Nutrition and Feeding of Aquaculture Species</b>	<ul style="list-style-type: none"> <li>- Nutritional requirements, live feeds</li> <li>- Formulation and manufacturing of artificial feed</li> <li>- Feed management</li> <li>- Application and Monitoring</li> </ul>	10 days	Staff from Aquaculture and Mariculture	Medium	US 5,000
ACUA05	AQUACULTURE AND MARICULTURE	<b>Production Systems: Design and Management</b>	<ul style="list-style-type: none"> <li>- Site selection &amp; System design</li> <li>- Pond management</li> <li>- Economics</li> </ul>	15 days	Staff from Aquaculture and Mariculture	High	US 7,500
ACUA06	AQUACULTURE AND MARICULTURE	<b>Processing and Product Development</b>	<ul style="list-style-type: none"> <li>- Processing, storage &amp; Quality control</li> <li>- Product development</li> </ul>	5 days	Staff from Aquaculture and Mariculture	Medium	US 2,500
ACUA07	AQUACULTURE AND MARICULTURE	<b>Fish disease and Fish Health Management</b>	<ul style="list-style-type: none"> <li>-Disease recognition and identification</li> <li>- Disease treatment and prevention</li> <li>- Common diseases of fish and shellfish</li> </ul>	10 days	Staff from parasites combating and prevention	High	US 5,000

Reference	Component	Title	Contents	Duration	Audience	Priority	Total Budget
<b>FISRE01</b>	FISHERIES RESOURCES MANAGEMENT	<b>Monitoring and surveillance in fisheries control systems</b>	<ul style="list-style-type: none"> <li>- Means of inspection and surveillance: capabilities, costs and limitations</li> <li>- Automated systems for vessel monitoring: capabilities, costs and limitations</li> <li>- Electronic reporting system</li> <li>- Data integration and analysis</li> </ul>	5 days	Staff from Inspection	High	<b>US 2,500</b>
<b>FISRE02</b>	FISHERIES RESOURCES MANAGEMENT	<b>Dynamics of exploited fish populations</b>	<ul style="list-style-type: none"> <li>- Theoretical concepts</li> <li>- Recruitment, growth and mortality</li> <li>- Selectivity</li> <li>- Biological functions for parameter estimation</li> <li>- Catches and fishing effort</li> <li>- Standardization of fishing effort</li> <li>- Data sources for population dynamics</li> <li>- Estimation of biological parameters</li> </ul>	5 days	Staff from aquatic and marine resources research	High	<b>US 2,500</b>
<b>FISRE03</b>	FISHERIES RESOURCES MANAGEMENT	<b>Theory and models for fisheries evaluation</b>	<ul style="list-style-type: none"> <li>- Analytical models</li> <li>- Virtual population analysis and yield-per-recruit models</li> <li>- Fisheries survey: swept area and acoustic surveys</li> <li>- Difficulties in fisheries modelling</li> <li>- Obtaining data and parameters</li> <li>- Models and management tools</li> </ul>	10 days	Staff from aquatic and marine resources research	Medium	<b>US 5,000</b>
<b>FISRE04</b>	FISHERIES RESOURCES MANAGEMENT	<b>Statistical analysis and database use</b>	<ul style="list-style-type: none"> <li>- Statistical analysis in fisheries research: concepts and tools</li> <li>- Theory and practice of sampling</li> <li>- Uses of databases in fisheries: licensing, vessel registers</li> <li>- Statistical data and information management</li> <li>- Application of Geographical Information Systems (GIS) to fisheries</li> <li>- Statistical services of FAO and other institutions</li> </ul>	5 days	Staff from aquatic and marine resources research, ports and auction centres, management of the fishing power, aquatic and coastal resources and inspection	High	<b>US 2,500</b>

Reference	Component	Title	Contents	Duration	Audience	Priority	Total Budget
<b>FISRE05</b>	FISHERIES RESOURCES MANAGEMENT	<b>Theory and application of bio-economic models and economic and social indicators</b>	<ul style="list-style-type: none"> <li>- Static and dynamic bio-economic models</li> <li>- Estimation of effort and economic parameters</li> <li>- Simulation models</li> <li>- Application of bio-economic models</li> <li>- Use of indicators in management</li> </ul>	5 days	Staff from management of the fishing power, aquatic and coastal resources	Medium	<b>US 2,500</b>
<b>FISRE06</b>	FISHERIES RESOURCES MANAGEMENT	<b>Management of Marine Protected Areas</b>	<ul style="list-style-type: none"> <li>- The Marine Environment and Protected Areas</li> <li>- Mapping and zonation</li> <li>- MPA Planning</li> <li>- Marine Protected Areas Operations</li> <li>- Human Resources and Financial Management</li> <li>- Monitoring and Evaluation including assessment of management effectiveness</li> </ul>	5 days	Staff from marine parks, protection and conservation of aquatic resources	High	<b>US 2,500</b>
<b>FISRE07</b>	FISHERIES RESOURCES MANAGEMENT	<b>Integrated Coastal Zone Management</b>	<ul style="list-style-type: none"> <li>- Policy design,</li> <li>- Integrated Coastal Zone Management Plan (ICZMP) preparation,</li> <li>- Hazard Map,</li> <li>- Shoreline processes,</li> <li>- Critically Vulnerable Coastal Areas (CVCA's),</li> <li>- Technical and financial mechanisms to implement the ICZM.</li> </ul>	10 days	Staff from the management of the fishing power, aquatic and coastal resources	Low	<b>US 5,000</b>
<b>FIPRO01</b>	FISHERIES AND PROCESSING INDUSTRY	<b>Fish trade and processing</b>	<ul style="list-style-type: none"> <li>- Safety of fish and fishing products</li> <li>- Risk analysis – application to fishing products</li> <li>- Methods used for the assessment of quality and safety in fish and fishing products</li> <li>- HACCP</li> <li>- Marketing of fishing products</li> </ul>	5 days	Staff from post harvest, processing and quality control	Medium	<b>US 2,500</b>

Reference	Component	Title	Contents	Duration	Audience	Priority	Total Budget
<b>FIPRO02</b>	FISHERIES AND PROCESSING INDUSTRY	<b>Basic economics and production factors in fisheries</b>	<ul style="list-style-type: none"> <li>- Basic economics</li> <li>- Fisheries business activity</li> <li>- The fishing vessel and fishing technology (typology, records and control parameters)</li> <li>- Fishing techniques and gears</li> <li>- Technological change and quantitative change)</li> <li>- Navigation and communication techniques</li> <li>- Business management strategies</li> </ul>	5 days	Staff from Technology	High	<b>US 2,500</b>
<b>GENE01</b>	GENERAL TRAINING	<b>Database management</b>	<ul style="list-style-type: none"> <li>- General concepts of Data Base modelling and management and provide training in a specific Database Tool</li> </ul>	10 days	Senior staff of all Departments	High	<b>US 5,000</b>
<b>GENE02</b>	GENERAL TRAINING	<b>Fisheries statistic Analysis</b>	<ul style="list-style-type: none"> <li>- Data exploitation using Excel, Access and SPSS</li> </ul>	20 days	Chiefs of Department and relevant staff	High	<b>US10,000</b>
<b>COMPU01</b>	COMPUTER TRAINING	<b>Office tools (Basic)</b>	<ul style="list-style-type: none"> <li>-Introduction to electronic Office tools (Word, Excel, Access, Power Point and Outlook)</li> </ul>	15 days	Secretaries, Heads of Section and Senior Staff	High	<b>US 4,500</b>
<b>COMPU02</b>	COMPUTER TRAINING	<b>Word (medium)</b>	<ul style="list-style-type: none"> <li>-Get Started with Microsoft Word</li> <li>-Document Formatting</li> <li>-Cut, Copy and Paste</li> <li>-Clip Art</li> <li>-Multi-Page Documents</li> <li>-The drawing toolbar, Word Art</li> <li>-Design a Form in Word</li> <li>-Create Tables in Word</li> </ul>	5 days	Secretaries, Heads of Section and Senior Staff	High	<b>US 1,500</b>



Reference	Component	Title	Contents	Duration	Audience	Priority	Total Budget
COMPU03	COMPUTER TRAINING COMPUTER TRAINING	<b>Excel (medium)</b>	<ul style="list-style-type: none"> <li>- Getting Started with Excel</li> <li>- Entering Data into Cells</li> <li>- Extending the Spreadsheet</li> <li>- Excel charts</li> <li>- Math operators in Excel</li> <li>- An introduction to Functions</li> <li>- Conditional Logic</li> <li>- Tables, Scenarios, Goal Seek</li> <li>- Reference, range, Pivot table</li> <li>- Input Forms, Data Validation</li> </ul>	10 days	Heads of Section and Senior Staff	High	<b>US 3,000</b>
COMPU04	COMPUTER TRAINING COMPUTER TRAINING	<b>Access (medium)</b>	<ul style="list-style-type: none"> <li>- Relational databases</li> <li>- Working with related tables</li> <li>- Complex queries</li> <li>- Relational databases</li> <li>- Working with related tables</li> <li>- Complex queries</li> <li>- Advanced form design</li> <li>- Advanced reports</li> <li>- Charts</li> <li>- Pivot Tables and Pivot Charts</li> </ul>	10 days	Heads of Section and Senior Staff	High	<b>US 3,000</b>
COMPU05	COMPUTER TRAINING	<b>AutoCAD</b>	<ul style="list-style-type: none"> <li>- Getting started with AutoCAD</li> <li>- Menu structure and commands</li> <li>- Accurate drawing setup techniques</li> <li>- Geometry creation</li> <li>- Manipulation and alteration editing</li> <li>- Functions, display, printing and plotting</li> </ul>	5 days	Senior staff from Industry	Medium	<b>US 1,500</b>
COMPU06	COMPUTER TRAINING	<b>Microsoft Project</b>	<ul style="list-style-type: none"> <li>- Getting started</li> <li>- Working with tasks</li> <li>- Scheduling tasks</li> <li>- Managing resources</li> <li>- Working with views and tables</li> <li>- Filtering, grouping, and sorting</li> <li>- Finalizing the task plan</li> </ul>	5 days	Chiefs of Department and Heads of Section	Medium	<b>US 1,500</b>

Reference	Component	Title	Contents	Duration	Audience	Priority	Total Budget
COMPU07	COMPUTER TRAINING	<b>System maintenance and networking</b>	- Software and hardware maintenance - Network administration	20 days	Head of Section and staff of IT	High	US 10,000
COMPU08	COMPUTER TRAINING	<b>Internet Tools</b>	- Introduction to email and web surfing tools - Internet for personal and group communication - Internet information resources navigation - Information resource management.	3 days	Chiefs of Department, Heads of Section and Senior Staff. DFOs. Secretaries	High	US 900
COMPU09	COMPUTER TRAINING	<b>Geographical Information System (GIS)</b>	-Introduction to GIS and training in a GIS tool	20 days	Chiefs of Department and Heads of Section	Low	US 10,000
MANAG01	MANAGEMENT TRAINING	<b>Leadership and team building</b>	- Knowledge and tools to develop team building and leadership skills, through theory and role playing cases.	4 days	Chiefs of Department and Heads of Section	Medium	US 2,000
MANAG02	PLANNING TRAINING	<b>Planning Tools</b>	- Basis of the Logic Framework - Project cycle components - Definitions of base lines and indicators - Structure of planning documents	10 days	Chiefs of Department, Heads of Section and Senior Staff	High	US 5,000
MANAG03	MONITORING AND EVALUATION	<b>Monitoring and evaluation methodology for projects</b>	- Introduction for monitoring and evaluation techniques - Basis and elements of monitoring - Basis and elements of evaluation - Main tools for field monitoring and evaluation - Examples of template formats for monitoring and evaluation	15 days	Chiefs of Department, Heads of Section and Senior Staff.	High	US 7,500
LANGU01	LANGUAGES TRAINING	<b>Initial English</b>	- Basic knowledge of grammar, verbs, adverbs, adjectives, etc	50 days (50 hour)	Staff	Low	US 5,000
LANGU02	LANGUAGES TRAINING	<b>Advanced English</b>	- Contents adapted to the requirements of the audience (technical, commercial, meetings, presentations, etc.)	50 days (75 hour)	Chiefs of Department and Heads of Section	High	US 7,500

# PRELIMINARY TRAINING PLAN

	2012												2013												2014											
	1	2	3	4	5	6	7	8	9	10	11	12	1	2	3	4	5	6	7	8	9	10	11	12	1	2	3	4	5	6	7	8	9	10	11	12
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## **Annex 1: Form for compiling information on job descriptions**




**JOB DESCRIPTION  
DATA TEMPLATE**

NATIONAL DIRECTORATE OF FISHERIES AND  
AQUACULTURE

TIMOR LESTE































**1. DESCRIPTION OF THE POSITION**

<b>General information</b>	<b>Situation in organization chart (draw the organic and functional dependencies of the position)</b>
<b>Title:</b>	
<b>Position reports to:</b>	
<b>Location (Dili, District):</b>	
<b>Number of subordinates:</b>	
<b>Type of job:</b> Permanent <input type="checkbox"/> Temporary <input type="checkbox"/> Full time <input type="checkbox"/> Part time <input type="checkbox"/>	
<b>Level:</b>	
<b>Academic Qualifications and Technical knowledge required</b>	<b>Personal and Management skills</b> <span style="float: right;"><b>Order of priority</b></span>
Essential <input type="checkbox"/> Desirable <input type="checkbox"/>	
Essential <input type="checkbox"/> Desirable <input type="checkbox"/>	Planning and priority setting
Essential <input type="checkbox"/> Desirable <input type="checkbox"/>	Organizing and supervising
Essential <input type="checkbox"/> Desirable <input type="checkbox"/>	Managing and measuring work
Essential <input type="checkbox"/> Desirable <input type="checkbox"/>	Problem solving
	Results oriented
	Under pressure working
<b>Previous work experience required</b>	Negotiating
	Team working
	....

**2. TASK DESCRIPTION:**

Describe main tasks carried out in this job, (using infinitives at the beginning of sentences).

Nº	Description of task (start with infinitive)	Frequency			Importance	Knowledge required			Tools and materials required (circle and add if necessary)
		D	R	O	① ② ③ ④	BEG	INT	ADV	
1		D	R	O	① ② ③ ④				   
2		D	R	O	① ② ③ ④				   
3		D	R	O	① ② ③ ④				   
4		D	R	O	① ② ③ ④				   
5		D	R	O	① ② ③ ④				   
6		D	R	O	① ② ③ ④				   
7		D	R	O	① ② ③ ④				   

Frequency: DAILY- REGULARLY -OCCASIONALLY

### 3. RELATIONSHIP WITH STAKEHOLDERS

Indicate who have to contact to carry out your work, as well as the reason for this relationship and the frequency of contact (mark an X in the appropriate box.)

Nº	Who (Department, person, etc.)	Frequency			Reason for the contact
		D	R	O	
1		D	R	O	
2		D	R	O	
3		D	R	O	
4		D	R	O	
5		D	R	O	
6		D	R	O	
7		D	R	O	

Frequency: DAILY- REGULARLY -OCCASIONALLY



#### 4. DECISION MAKING

Indicate the three most important decisions you must take in your work, indicating who is ultimately responsible for its consequences and results

Nº	DECISION
1	
2	
3	

#### 5. ADDITIONAL COMMENTS

COMPLETED ON:


COMPLETED BY:

THANK YOU FOR YOUR PARTICIPATION

**Annex 2: Form for job descriptions for the Work Post Inventory (example of completed form)**



**FISHERY AND AQUACULTURE DIRECTORATE CHIEF  
CATEGORY: PROFESSIONAL TECHNICIAN LEVEL 4**

<p><b>A) GENERAL INFORMATION:</b></p> <p><b>Department:</b> Industry  <b>Unit:</b> Section  <b>Location:</b> Ainaro District  <b>Local de trabajo:</b> Ainaro District  <b>Number of posts:</b> 1</p>	<p><b>B) HIERARCHY</b></p> <div style="text-align: center; border: 1px solid black; padding: 5px; width: fit-content; margin: 0 auto;">       FISHING INDUSTRY DEPARTMENT CHIEF     </div> <div style="text-align: center; margin: 10px 0;"> </div> <div style="text-align: center; border: 1px solid black; padding: 5px; width: fit-content; margin: 0 auto;"> <b>Fishery and Agriculture Directorate Chief</b> </div>
<p><b>C) EDUCATIONAL LEVEL OR TRAINING REQUIRED:</b></p> <p><b>C.1 Academic Qualifications</b></p> <p><input type="checkbox"/> Academy of Fishery and Aquaculture  <input type="checkbox"/> Degree in Fishery and Aquaculture</p> <p><b>C.2 Technical Competencies and experience required:</b></p> <p>✓ Knowledge of the Fishery and Aquaculture Industry        ✓ Ability to manage and administer the District Administration services        ✓ Familiarised with the Pescas Industry services</p> <p>✓ <b>Other knowledge:</b>        Office Computing (Office)        Languages (English and Portuguese)</p>	<p><b>D) MAJOR RESPONSIBILITIES:</b></p> <ul style="list-style-type: none"> <li>- Provide orientation on fishery and aquaculture development</li> <li>- Manage fishery activities in the sub-district</li> <li>- Analyze the resource needs for distribution among fishers</li> <li>- Other relevant tasks designated by the NDFA.</li> </ul>
	<p><b>E) COMPETENCIES REQUIRED</b></p> <ul style="list-style-type: none"> <li>✓ Dedication to job</li> <li>✓ Capacity for team work under stress</li> <li>✓ Timor nationality</li> <li>✓ Well disposed</li> </ul> <p><b>F) INTERNAL AND EXTERNAL RELATIONS</b></p> <ul style="list-style-type: none"> <li>✓ With NDFA Departments</li> <li>✓ With the District personnel</li> </ul> <div style="display: flex; justify-content: space-around; margin-top: 20px;"> <div style="border: 1px solid black; padding: 10px; text-align: center;">         Secção Administração e Gestão Recurso Humano       </div> <div style="border: 1px solid black; padding: 10px; text-align: center;">         Aprovado pela Director National       </div> </div>

## **Annex 3: File format for weekly monitoring and evaluation**



## WEEKLY CONTROL AND EVALUATION SYSTEM (SIDE A)

NAME OF EMPLOYEE								POSITION		DEPARTMENT					
WEEK EVALUATED (dd-dd/dd/year)															
HOURS PRESENT AT WORK	IN	OUT	IN	OUT	TOTAL	SSERVICE	LICENCE	DESCRIPTION OF WEEKLY TASKS	FULFILMENT INDICATOR	Less than 50 % complete (1)	50% complete (2)	75 % complete (3)	100% complete (4)	OBSERVATIONS	
								Briefly describe the tasks to be done on each day of the week							Describe how to establish that a task is complete
MONDAY															
TUESDAY															
WEDNESDAY															
THURSDAY															
FRIDAY															
<b>TOTAL WEEKLY HOURS</b>								<b>TOTAL TASKS POINTS</b>							



## WEEKLY CONTROL AND EVALUATION SYSTEM (SIDE B)

NAME OF EMPLOYEE	POSITION	DEPARTMENT			
WEEK EVALUATED (dd-dd/month/year)	OBSERVATIONS				
<b>PROFESSIONAL ATTITUDES</b> (Evaluated weekly)	Very rarely (1)	Sometimes (2)	Often (3)	Always (4)	OBSERVATIONS
RESPONSIBLE IN HIS WORK: carries out tasks without constant supervision					
WORKS WELL WITH OTHERS: helps others without being asked					
COMMITTED TO RESULTS: makes constant efforts to achieve results					
COMMITTED TO IMPROEMENTS: continuously tries to do things better					
<b>TOTAL POINTS ATTITUDE</b>					

	POINT
<b>TOTAL POINTS TIMETABLE</b> 0 points < 40 hours worked a week 16 puntos= >40 hours worked a week	
<b>TOTAL POINTS TASKS</b>	
<b>TOTAL POINTS ATTITUDE</b>	
<b>TOTAL POINTS</b>	
<b>GLOBAL WEEKLY</b>	

Employee

Head of Department

Human Resources Section

Direcção Nacional de Pescas e Aquicultura

1-16 POINTS INSUFFICIENT  
 17-29 POINTS SUFFICIENT  
 30-42 POINTS GOOD  
 43-52 POINTS VERY GOOD

## **Annex 4: Data Base for the Monitoring and Evaluation System**

Nº	POSISAO ACTUAL	NOME	WEEK1	WEEK2	WEEK3	WEEK4	WEEK49	WEEK50	WEEK51	WEEK52	GLOBAL EVALUATION OF THE YEAR	COURSES ATTENDED	COMMENTS
1	<b>Chefe Departamento</b>	Case 1	IN	B	B	B	B	IN	B	B	<b>B</b>		
2	<b>Chefe Secção</b>	Case 2	IN	IN	IN	IN	B	B	SF	IN	<b>IN</b>		
3	<b>Chefe Secção</b>	Case 3	MB	MB	B	B	SF	B	B	B	<b>B</b>		
4	<b>Chefe Secção</b>	Case 4	MB	IN	IN	IN	B	B	B	IN	<b>SF</b>		
5	<b>Chefe Secção</b>	Case 5	IN	B	IN	IN	B	MB	MB	IN	<b>SF</b>		
6	<b>Técnico Secção</b>	Case 6	MB	MB	MB	MB	MB	B	B	MB	<b>MB</b>		
7	<b>Técnico Sr Secção</b>	Case 7	IN	IN	SF	SF	SF	IN	B	MB	<b>SF</b>		
8	<b>Técnico Sr Secção</b>	Case 8	SF	SF	SF	SF	B	B	MB	MB	<b>B</b>		
9	<b>Técnico Secção</b>	Case 9	IN	IN	IN	IN	IN	IN	IN	IN	<b>IN</b>		




## **Annex 5: Form for Managing Results-Based Incentives**

**PERSONAL OBJECTIVES SYSTEM**NAME  
POSITION  
CATEGORY  
DEPARTMENT  
INCENTIVE (%)

OBJECTIVE 1:	RESULT (%):
OBJECTIVE 2:	RESULT (%):
OBJECTIVE 3:	RESULT (%):
OBJECTIVE 4:	RESULT (%):
OBJECTIVE 5:	RESULT (%):
Sign of the employee	Sign of the Head of Department
	TOTAL ACHIEVEMENT: TOTAL TO PAY:

## **Annex 6: Template for meeting minutes**

		<b>MINUTES TEMPLATE</b>	Record N: Page 84 of 91
TYPE OF MEETING (CHIEFS OF DEPARTMENT, DFO'S, GENERAL STAFF)			
DATE AND TIME:	PLACE:	LENGTH:	
ATTENDING:			
MAIN TOPICS:			

### **SUMMARY OF THE MEETING**

- **Action points agreed**
  
- **Other relevant information**

## **INFORMATION THAT MUST APPEAR IN MEETING MINUTES:**

### **Heading:**

Record N: if so desired, an alphanumerical code can be established to facilitate filing of minutes.

### Type of meeting:

The type of meeting must be specified: monthly meeting of management with Department Chiefs, monthly meeting with DFOs and so on.

### Date and time:

Day, month and year the meeting was held and time it started.

### Place:

Details of where the meeting was held: in which room, office, entity etc.

### Length:

How many hours and minutes the meeting lasted

### Attending:

State the names and surnames of people attending the meeting and their positions.

### Main topic

Briefly mention the subjects dealt with in the meeting.

### **Text:**

Summary of the meeting: as detailed a summary as possible of all topics discussed at the meeting, noting the comments made by each attendee, from beginning to end of the meeting.

### Action points

The conclusions and agreements made during the meeting and details of tasks to be carried out specifying at least who should do what and when or in what time frame it must be done. It is essential that the action points are as concrete and specific as possible.

### Other relevant information

In this final section, include any other relevant matter that will help to provide information about the meeting.

## **Annex 7: Internal Communications Sheet**



## National Directorate for Fisheries and Aquaculture

From: \_\_\_\_\_  
To: \_\_\_\_\_  
CC: \_\_\_\_\_  
Date: \_\_\_\_\_  
Issue: \_\_\_\_\_

---

### Internal Communication

---

Issue:

## **Annex 8: Preliminary Communications Plan Calendar**





## **Annex 9: Total procurement budget**

	<b>COMPUTER</b>	<b>BLACKBOARD</b>	<b>CHAIRS</b>	<b>TABLES</b>	<b>PROJECTOR</b>
<b>Units</b>	1	1	13	13	1
<b>Approx. Unit Price</b>	\$1,000	\$100	\$60	\$100	\$1,500
<b>Total</b>	\$1,000	\$100	\$780	\$1,300	\$1,500
<b>TOTAL TRAINING BUDGET</b>					<b>\$ 4,680</b>
	<b>LAPTOPS</b>	<b>CONNECTION DEVICES (TIMOR TELECOM)</b>	<b>ANNUAL CONNECTION (12 LICENCES)</b>	<b>ANTI-VIRUS SOFTWARE</b>	<b>INSTALLATION OF A LOCAL SERVER</b>
<b>Units</b>	11 DFO+1 NDFA (*)	11 DFO + 11 NDFA	11 DFO + 11 NDFA	11 DFO + 1 NDFA (**)	1 NDFA
<b>Approx. Unit Price</b>	\$1,000	\$90	\$720 (60x12)	\$90	\$750
<b>Total</b>	\$12,000	\$1,980	\$15,840	\$1,080	\$750
<b>BUDGET TOTAL COMUNICACIONES</b>					<b>\$31,650</b>
<p>* This figure is subject to the operational needs of each department and the current stock of PCs running.</p> <p>** The number of anti-virus software licenses is calculated on the number of terminals included in this Budget, but the programme should be installed in all terminals used in the NDFA.</p>					