

## **Financial Cooperation with Madagascar**

### **FEASIBILITY ISSUES RELATED TO A PROPOSED WILDLIFE COLLEGE – BUSH ACADEMY AFFILIATED WITH MADAGASCAR’S PROTECTED AREAS**

#### Key Target Groups:

Protected Area Personnel  
Local and Regional Nature Tourism Guides

**Fact Finding Mission 26<sup>th</sup> of February to 12<sup>th</sup> of March 2009**

Diagnostic Report  
8<sup>th</sup> of May 2009

**Dr. Goetz Schuerholz  
Rabeson Tokiarifely**

## **Executive Summary**

### **1.1. Introduction**

This diagnostic report summarizes the results of a Fact-finding Mission on behalf of Madagascar National Parks (MNP) within the framework of Germany's Financial and Technical Cooperation Agreement (EZ) with Madagascar in the area of biodiversity conservation.

A recognized Key shortcoming limiting the development potential of the country's Protected Area System and nature-based tourism is the lack of well trained and well qualified protected area personnel and well trained local tourism guides. In recognition of this problem Madagascar's Ministry of Environment, Forestry and Tourism (MEFT) requested KfW to explore the possibility of establishing a centralized training facility that could meet the growing demand for training related to protected areas and nature based tourism. The MEFT's special interest focuses hereby on the potential revitalization and conversion of the existing Centre de Formation Professionnelle Forestière (CFPF) de Morondava into a centralized training facility of high standards: "Wildlife College/Bush Academy".

In response to the Ministerial request KfW retained the services of Goetz Schuerholz and Rabeson Tokiarifely to implement the Fact- finding Mission in February/March 2009.

### **1.2. Study Objectives, Scope and Limitations**

The overall purpose of this study was to assess the feasibility of a centralized training center addressing the training needs of protected area personnel and local tourism guides catering to visitors of protected areas. It is self-evident that the complexity of the task requires much more field work than allocated to this first Fact-finding Mission. The scope of follow-up work to this study has to address the full range of existing and new protected areas in order to do justice to the overall training needs of the country related to the protected areas and nature-based tourism.

## **2. Implementation and Approach**

In support of the Mission the consultants met with key persons from 16 Government agencies and Training Institutions affiliated with training related to protected areas and tourism. The approach taken for this Fact-finding Mission involved the compilation of baseline data, followed by a gap analysis leading to conclusions and recommendations. Based on the overall data assessment preliminary conclusions are drawn on the advantages and disadvantages of a centralized Training Facility, followed by recommendation for follow-up work.

### **3. Background and Problem Analysis**

#### **3.1. Protected Areas and the Forestry Sector**

Although Madagascar is recognised as one of the 17 greatest mega-diversity hotspots in the world for biodiversity the conservation of biodiversity outside of its protected area network remains highly problematic. Protected areas are increasingly becoming islands surrounded by fields, grasslands and severely degraded natural areas.

Madagascar's current Protected Area System (SAPM) under the jurisdiction of the Madagascar National Parks (MNP) is composed of 46 conservation areas. The pledge by the Malagasy President at the Durban Conference to expand the country's Protected Area System to 6 Mio ha by the year 2012 (currently 1.7 Mio ha) puts a great burden on the Ministry of Environment and Forests. The new law on Protected Areas from 2008 therefore empowers the Private Sector, and more prominently local communities to take a pro-active role in the designation and sustainable management of new protected areas. Since stewardship for the new ecological corridors and the resources within are increasingly handed over to local Community Based Organizations (CBOs), the demand of well trained personnel related to sustainable land- and resource use management is expected to grow exponentially. The on-going creation of new protected areas linked to the ambitious tourism expansion plans are expected to create numerous job opportunities requiring dramatic training needs which exceed the capacity of existing Training Providers and Institutes.

Most of Madagascar's endemic biodiversity occurs in forest areas. While 13% of the forest area (outside the designated corridors) is located within a relatively well-managed protected area network, the vast majority of forests continue being lost or degraded more rapidly than forests in the rest of the world.

Mainstreaming conservation and responsible forest management into rural economies as stipulated by the Environmental Program-Phase III (EP-III) requires expertise which currently is not available. At the same time this will open a new and very important niche for much needed employment in economically marginalized areas. The magnitude of training needs to meet the new challenge will be enormous.

##### **3.1.1. Madagascar National Parks (MNP)**

Created in 1990 as a parastatal institution MNP with financial and technical assistance from donors such as USAID, KfW, WWF and CI has evolved into a decentralized operation which reports to the MEFT. The protected area network managed by MNP includes 2.2 Mio. ha (roughly 2,9% of the country's land surface area) terrestrial ecosystems not including support zones of the protected areas. A 2007 KfW Project Report on the proposed basket funding in support of the country's protected area system and new protected areas indicates that in spite of promising potential the tourism sector is still in an embryonic state as a result of (*inter alia*) poorly developed tourist destinations, lack of infrastructure, low service quality and insufficiently trained and qualified personnel on all levels. Furthermore, that the protection of the existing protected area system is adversely affected through lack of adequate infrastructure and equipment, unresolved land tenure

## Madagascar Centralized Training Facility Fact-finding Mission

issues and incomplete boundary demarcation. Under given framework conditions the MNP is unable to comply satisfactorily with its management functions.

The MNP's core-funding is provided by the World Bank (GEF) and the Government of Madagascar (GOM) with complementary funding originating from a multitude of donor- and NGO- sponsored projects. Germany's financial assistance at current allocates € 30 Mio. to the MNP and existing protected areas. Further € 12 Million are dedicated to MNP supporting its efforts to achieve financial sustainability for the country's 46 protected areas.

In view of the MNP's limited capacity and capability to manage the 46 protected areas under its authority the planned expansion of the country's protected area system will proceed mostly under the auspices of the Directorate of Forestry in cooperation with NGOs and local Community-based Organizations (CBOs).

### **3.1.2. Target Group Analysis: "Protected Area Personnel"**

The rationale for the focus on protected area personnel for this Fact-finding Mission is that the sustainable management of protected areas as Madagascar's prime tourist destinations can only be achieved with the assistance of well qualified, well trained and highly motivated personnel in collaboration with support zone communities which provide the local tourist guides --the second key target group of this assessment.

The MNP personnel are grouped into: (a) **Management Personnel** (43 persons); (b) **Administration Personnel** (312 persons); and (c) **Production Personnel** (532 persons). The MNP annually designs an in-service training program based on a general training need assessment provided by the Directors/Chiefs of the protected areas. The training program is tailored to the priorities identified by the MNP. Training delivery is mostly accomplished through in-house personnel and in agreement with training providers such as the INSCAE, NGOS and independent Consultants hired for this purpose. Most of the training proposed for the past five years, however, did not take place due to budget constraints and changing MNP priorities. This also applied to the 2008 training program which targetted NP Directors and Chiefs of Reserves.

As of April 2009 the MNP had 887 employees. The level of job entry education is relatively high. All employees have at least finished primary school. Considering the importance of nature based tourism for protected area management it is noteworthy that only 0.9% of the staff has an educational background related to this sector. A total of 505 staff is directly involved in nature-based tourism activities within 21 National Parks and 12 Special Reserves. A total of 393 park rangers are directly linked to tourism activities. The MNP considers the current level of staffing sufficient to guarantee optimum protection to the existing PAS.

## **3.2. Tourism Sector**

Estimates by the World Travel and Tourism Council (WTTC) of financial and economic impacts of tourism in Madagascar indicates that personal travel and tourism generated US\$ 213.1 million in 2003, and is predicted to grow to US\$ 547.8 million by 2013. The WTTC also estimates that

## Madagascar Centralized Training Facility Fact-finding Mission

Madagascar employs 82,800 people in the tourism industry, and that by 2013 this will nearly double to 136,100 (or 2.9% of employment).

Protected areas are one of the main reasons for tourists to come to Madagascar. MNP Statistics show a steady increase of visitors to protected areas from 5898 in 1992 to 137,321 in 2008. Despite the generally positive outlook regarding the country's tourism growth, there are numerous shortcomings and hurdles to be overcome before reaching the ambitious targets of tourism growth set by the GOM.

### **3.2.1. Target Group Analysis: “Local Tourism Nature Guides”**

The nature tourist guide categories used by the MNP are (a) Agreed Guides (b) Guides Stagiaires, and (c) Pisteurs Guides. The category “Agreed Guides” refers to “Tour Guides” showing the highest level of performance. The “Guides Stagiaires” category covers all Guides with a medium level of experience and training from villages neighbouring PAs who usually are un-employed but familiar with the protected areas in which they wish to operate. The guides falling into this category generally speak one foreign language (mostly French). They are used by NPs and Reserves because they are familiar with the area of operation, in need of income, and because they are local stakeholders. The third category “Pisteurs Guides” includes all guides unable to speak a foreign language but who are familiar with the tourism related infrastructure of the PA in which they operate. It is noteworthy that of 47 protected areas only 19 report guide activity (584 guides).

A summary of MNP sponsored guide training from 1995 to date shows that training modules differ widely depending on the training provider/facility involved. Most training has been custom-tailored adjusted to local needs. Financing of guide training in the past has been covered by the MNP core budget with sponsorship for specific training events by international and national sources. The MNP jointly with INTH conducted a guide training need assessment in 1995 and 1996 which served as basis for the design of training modules and programs by the MNP and INTH. Current efforts by MNP aim at standardizing guide training to be based on the recommendations by the World Bank financed “Pôles Intégrés de Croissance” (PIC) Project. Overall training within the Tourism Sector is believed to be spotty and inconsistent. The lack of standardized training for nature guides, tour guides and operators is considered to be one of the more significant barriers to sustainable nature-based tourism.

## **3.3. Training Providers and Training Facilities**

### **3.3.1. Introduction**

The country's poor state of education, lack of training and the large demand for well trained and qualified professionals and technicians equally apply to the sectors of protected areas, forestry, tourism and CBOs. The Tourism Master Plan for Madagascar provides a list of governmental and semi-governmental institutions in Madagascar in need of synchronized educational and training programs and in need of formalized training standards.

### **3.3.2. Protected Area and Tourism related Training by Donor Community**

It appears that all bilateral and international donor agencies and organizations as well as all major conservation oriented NGOs active in Madagascar have been involved at some point in training activities of personnel related to protected areas and/or the tourism sector. This includes the **World Bank (WB)**, the **“Pôles Intégrés de Croissance” (PIC) Project**, **Gesellschaft für technische Zusammenarbeit GmbH (GTZ)**, **United Nations Development Programme (UNDP)**, the **United States International Development Agency (USAID)**, **JARIALA** (US based Consulting Company), **Conservation International (CI)**, **Wildlife Conservation Society (WCS)**, **World Wide Fund for Nature (WWF)**, **FANAMBY**, **GOTO Madagascar**, and the **Tour Guide Association**, **Office National du Tourisme (ONTM)**. The findings of this Mission suggest that there has been little cooperation and synchronization amongst the international training providers .

### **3.4. Training Institutions (Tourism Sector and Protected Areas)**

The following comparison of Training Providers and Training Facilities encompasses ISCAM, INSCAE, INTH, the Chamber of Commerce, the University of Antananarivo (L.A.T.A), the “Institut de Formation en Tourisme” (INFOTOUR), and the « Tout Tourisme Madagascar - Centre de formation aux métiers du tourisme et de l’hôtellerie » (ATM), and the Laulanie Green University, all located in Antananarivo.

The **main focus** of ISCAM, INSCAE and the University Antananarivo (L.A.T.A) is on education and training related to the tourism service sector, management aspects and tourist products rather than on tourist- and nature guides. **Degree Training** is provided by the Institute Superior Polytechnic of Madagascar (ISPM) and the Catholic Institute of Madagascar (ICM), both offering Diploma degrees in tourism. ISPM currently considers offering a course leading to a Master degree in the area of interest. ICM focuses on students pursuing a Bachelor degree and post-graduate courses in economics and management. **Service Sector and Tour Guides Training** is provided by INTH, the «Tout Tourisme Madagascar - Centre de formation aux métiers du tourisme et de l’hôtellerie» (ATM), the “Institut de Formation en Tourisme” (INFOTOUR) and the Chamber of Commerce, all addressing training needs of tourist guides, lodge personnel, Bed & Breakfast operations and “catering services”.

A curricula comparison of the eight Institutions shows congruence in some topics (environment, culture, communication techniques and foreign language training). None of the Institutes investigated offers specific courses related to protected area management.

Except for INSCAE and the Chamber of Commerce (CCIA) all Institutes aim at the education of young students pursuing academic degrees. INSCAE and the CCIA provide short courses and modules to mature students, mostly in form of on-the-job training.

Training of protected area personnel is mostly restricted to in-service training generally provided by senior MNP staff. All eight Institutes offer a tourism-related degree such as a “Licence”, “Certificate”, “Diploma” or “Master”, except for the Chamber of Commerce. It is noteworthy that INSCAE has the highest capacity in terms of the number of trainees who can be accommodated (1200 students), followed by ISCAM with a capacity for 800 students (30 in tourism area). Overall, INTH, ISCAM, INSCAE and IATA appear to have the largest capacity with up to 40 in-house teaching staff available by each Institute.

A meaningful qualitative comparison of the training programs offered by the eight Institutes is not possible due to the lack of standardized training curricula. In a highly competitive market and faced with continuous financial constraints, Institutes compete for students who contribute the largest portion to institutional budgets (enrolment and course fees). Against this background it appears essential that all training modules and curricula undergo a rigorous review to result in a standardized training program for each target group which then can be delivered by any Institute that qualifies.

### **3.6. The Centre de Formation Professionnelle Forestière (CFPF) Morondava**

In accordance with the Terms of reference for this Mission the CFPF Morondava was assessed in more detail as a potential centralized training center (Wildlife College/Bush Academy). The CFPF was created in collaboration with Swiss Bilateral Aid in 1978 under the umbrella of the Ministry of Water and Forests as a central forestry related training and research facility serving primarily the Menabe Region. Originally established as a training center for timber harvesting professionals (technicians) and wood processing specialists (i.e., carpentry), it has evolved in step with changing needs and changing resource utilization within the Menabe Region and Madagascar at large. To enable field research by the CFPF the Center was awarded stewardship over the 12.500 ha Kirindy Research Forest, located approximately 70 km from Morondava.

From 1978 to 1988 CFPF was fully funded by Swiss Aid covering all costs related to the Facility's infrastructure establishment, equipment, personnel and trainees. From 1989 to 1993, training and experimentation continued with the operating partners as before. The training program however expanded in order to address emerging interests in agro-forestry. Swiss funding continued until 1995 upon which the CFPF was left to independent financial subsistence. This also stopped all regular training courses. From 1995 to 2007 the CFPF operated without Government support on a shoe-string budget with limited funding provided through the NGO "Belgian-Madagascar Association" and revenues generated through contractual, project-specific agreements with other NGOs and Bilateral Aid Agencies. The CFPF's reputation rapidly declined from 2000 to 2005 due to gross mismanagement. This proceeded hand-in-hand with the deterioration of the facility's infrastructure. The situation stabilized after the appointment of a new director and staff in 2005.

Complementary to the establishment of the CFPF Swiss funding was used for the construction of the research facilities located inside the Kirindy Research Forest. The Kirindy facilities have been expanded over the years to also accommodate an increasing demand for nature-based tourism.

The CFPF is one of four training facilities in Madagascar providing technical training in forestry. Scheduled on-campus training of any kind at the CFPF had practically come to a standstill ever since the departure of Swiss Bilateral Aid in 1995 although short-term courses were continued to be offered on demand by and in cooperation with donors (on-campus and off-site). Since 2007 no training of any kind has been offered by the CFPF.

The CFPF is located on two sites within the city of Morondava. Site 1 accommodates the CFPF administrative building and Site 2, the actual training facility, which is located on a 4 ha CFPF owned property. All buildings and infrastructure are in urgent need of rehabilitation. The student facilities are sub-standard. Several buildings appear unfit for refurbishing. All of the training

## Madagascar Centralized Training Facility Fact-finding Mission

facility's equipment and vehicles are outdated and have to be replaced. The infrastructure of the Kirindy tourism facilities (capacity of 20 visitors/night) and research station (capacity of 25 persons) are in acceptable condition but need upgrading.

The CFPF currently has 43 employees. Twelve permanent positions are allocated to the nature-based tourism operation at Kirindy, and 10 permanent employees are responsible for the Kirindy research facilities. The remaining 21 persons are working at the CFPF in Morondava. Of the 43 employees ten are professionals with degrees related to forestry, conservation, finance and management and 15 are forestry technicians. The remainder is service personnel.

The CFPF has an annual budget of approximately EUR 70.000 (70% wages and 30% operational costs). The entire budget is composed of revenues generated by the CFPF without any Government support. Majority revenues originate from the Kirindy tourism operation and research facilities for remuneration received by the CFPF from European and North American Research Institutions and Universities against the use of the facilities.

### **4. Protected Areas Related Training in the SADC Region**

In their training need assessment on behalf of the Southern African Wildlife College (SAWC) Pullen and Petersen<sup>1</sup> indicated that there is a deficiency in the capacity for conservation agencies to effectively manage protected areas throughout the Southern African Development Community (SADC) due to the lack of suitable training programmes available to agencies and their staff for conservation.

In general, the formal education system of SADC member Nations is still developing and major inconsistencies and standards occur between countries. Whilst countries such as South Africa have in place formal programs of primary, secondary and tertiary education, others such as Mozambique and Angola have been restricted due to internal conflicts and lack of resources. The concept of training protected area personnel on all levels, in particular wildlife and conservation managers for on-the-ground management, is relatively recent, with southern Africa's oldest wildlife training institution (outside South Africa) being the College of African Wildlife Management at Mweka, Tanzania, established in 1963.

Since 1998 there has been a growing regional trend towards modular training and the involvement and integration of communities in the planning processes and the sustainable management of resources in support zones of protected areas. In previous years, protected area management in SADC received considerable overseas aid in the form of money, management input, infrastructure and equipment. In more recent years, the focus of such support has changed to community development and capacity building programmes. There are a large number of public and private aid donors operating in southern Africa. General perceptions are that the availability of such aid (predominately foreign) is lessening and that agencies reliant on donor assistance will face increasing difficulties sourcing aid. Reasons are multi-faceted including political instability of countries, governmental change and changing donor policies.

---

<sup>1</sup> Pullen Lyn and Leif Petersen (2001). Training Needs Analysis Southern African Wildlife College. Unpubl. Report. Archives WWF South Africa.



## Madagascar Centralized Training Facility Fact-finding Mission

A wide range of Training Institutions and conservation agencies throughout SADC continue to access donor and NGO/Private Sector assistance for conservation-, as well as Community-based natural resource management- (CBNRM) and tourism related training.

Although each SADC Member State appears to have its own training facility with training programs custom-tailored to the country's needs, the SAWC is considered the most important conservation management and tourism related training facility in the southern African realm providing community and natural resource management training to students from throughout the SADC region and beyond. Training is presented as Long Course Certificate and Diploma formats (duration: one year for each level) and also through a number of Short Courses (duration: one - twelve weeks).

The multitude of training programs offered by countries in the Southern African Region and Africa at large are neither standardized nor synchronized rendering a content- and quality comparison difficult.

### **5. Training Gap Assessment**

As documented in this report, countless training events have taken place over the years in Madagascar targeting both PA personnel and tourist guides, financed and implemented by every donor, NGO, Institute and agency active in the areas of conservation and tourism in Madagascar. Past training need assessments have mostly been localized, associated with donor- projects. The result is a colourful mosaic of single, un-synchronized efforts which have failed to produce synergies, and/or formalized and homogenous training programs.

The training need estimates of National Park Personnel and Local Tourist Guides related to National Parks as provided by this report permit preliminary conclusions regarding existing training gaps for these two key target groups.

#### **5.1. Target Group Protected Area Personnel**

Comprehensive quantitative data on potential trainees supplied by the MNP indicate that the majority of the MNP personnel have undergone some training. Past training has been intermittent, did not cover all protected areas equally and has been constrained by MNP's budget limitations. A conservative estimate reveals that at least **700 MNP Personnel** (excluding service personnel) of the 887 persons would be subject to in-service and special training. 505 of the MNP's 887 employees are currently directly linked to tourism activities.

Extrapolation of the personnel figures from the 46 existing protected areas suggests that at least **2000 new positions** directly linked to new protected areas will be created until the year 2012 (proposed finalization of the establishment of new protected areas). It is safe to assume that **all 2000 new employees will need basic training**. Expected training needs apply to the three personnel categories: management, administration and field personnel.

## **5.2. Potential Target Group “Community Based Organizations (CBOs)”**

It is suggested that by far the largest need for future training will be related to sustainable community development and conservation in view of the Government’s priority development policy aiming at community empowerment. The demand for training of CBOs in all areas related to sustainable land and resource use, conservation, environmental protection, and planning is expected to be huge. It is widely accepted that the greatest demand will be for well trained technicians in all areas related to land- and resource use management.

## **5.3. Target Group “Nature Guides”**

The statistics provided by the MNP on local guides operating under an agreement with the MNP in protected areas indicate that at present 504 local nature guides are actively involved in 20 of the 46 protected areas. The rest of the protected areas have no visitors and consequently no need for guiding services. With improved access and infrastructure protected areas currently not visited are expected to attract tourists in the future, generating an estimated need of **300 additional local tourist guides**. The need for local guides is expected to increase exponentially with the creation of the proposed new protected areas (triple the size of the current area under protection). On completion of the planned expansion program (by 2012) the total number of new guides could reach as many as **2000** increasing the combined training demand for new local guides to an **estimated 2600 trainees by 2012**.

## **5.4. Target Group “Forest Technicians”**

The gap between demand and supply of well trained forestry technicians and engineers in the country appears to be widening. This applies in particular to the growing need for qualified forest technicians at the certificate and diploma level by communities with stewardship for sustainable forest management. The current training facilities and providers are unable to meet this demand.

## **5.5. Training Institutions**

The eight Institutes with educational/training programs related to the Tourism Sector identified in Antananarivo mostly address the training needs for upper management personnel of the tourism service sector, to a lesser degree local guides. No Institute evaluated appears to be directly involved in capacity development of upper management personnel of protected areas. No academic curriculum/degree is currently offered in the field of protected area management anywhere in Madagascar. Two Institutes offer on-site training within protected areas for local guides. The only Institute offering forestry related academic degrees is the University of Antananarivo. Four Regional Forest Colleges offer curricula leading to a Diploma degree and/or Certificates related to forest management. There are no Institutes and/or Training Facilities specifically addressing CBO training needs. CBO training at current is mostly implemented by NGOs in collaboration with international donors.

According to the institutional assessment provided by this report it appears doubtful that existing training providers and training facilities will be able to meet the expected training demand considering their limited capacity.

There is stakeholder consensus that the lack of **standardization** of training programs is a serious problem which directly corresponds with the problem of **accreditation** of degrees and certificates. Both issues should be addressed on a priority basis.

## **6. Potential Creation of a Wildlife College/ Bush Academy**

The validity of a centralized training facility depends on many factors, **sustainability** being one of the most important (i.e., financial-, institutional- and training demand sustainability). Judging by the estimated total number of potential trainees -including all target groups addressed in this report- ranging from 9,000 to 12,800 by the Year 2012, a centralized training facility appears to be feasible option. Many still unanswered questions, however, remain before any decision on an optimum solution to meeting the growing training demand can be made. It is obvious that one single College cannot address all levels of training addressing upper management personnel (Master degree level) as well as vocational training (Certificates). Another key question in this context is whether a centralized training facility would find sufficient **donor support**.

If a centralized facility such as the CFPF would be considered seriously as candidate “Wildlife College/ Bush Academy” the mandate of the CFPF would have to be expanded in order to address the training needs of all target groups defined by this project. A key issue would be: **what to do with the existing largely defunct CFPF facilities**. Would it be wise to **renovate and upgrade, upgrade and expand, or would it be better to establish a new state-of-the art College** standing up to international standards and being build for the future?

A second option could be to support and upgrade existing Training Institutions with expanded mandates. At present none of the existing training facilities would be able to individually meet the predicted demand. None of the Institutes is specialized in providing training specifically aimed at certificates and diploma degrees in the areas of interest which at present are mostly needed.

The CFPF had been originally designed to cater to this niche product. Its mandate, however, covered the forestry sector only (forest production and wood-processing). This still leaves the niche for synchronized training of technical personnel related to protected areas, sustainable forestry and conservation, and nature-based tourism. A new dimension of growing importance is added through the training needs of CBOs for sustainable land- and forest management.

A third option implies upgrading the CFPF facilities, expand its mandate, and support existing Institutes in order to cover the wide spectrum of training needs on all levels. This option suggests supporting Institutes such as INTH, or ISCAM to cater to specific training needs such as mid-management tourism- and protected area personnel. At the same time upgrading the existing CFPF facilities to cover the demand for technical personnel (Diploma degrees and certificates) related to the forestry sector, protected areas, tourism and CBOs.

## **7. Conclusions**

The findings of this Fact-finding Mission may suggest that the establishment of a Wildlife College/Bush Academy using the existing CFPF facilities may be feasible in principle pending a

## Madagascar Centralized Training Facility Fact-finding Mission

more comprehensive training need assessment and a more critical analysis of the general framework conditions.

The “College” part of the Facility could focus on education and training (certificate and Diploma degrees) up to the entry level of tertiary University education. Perceived key target groups would be technical personnel related to protected areas, tourism, forestry and technicians of CBOs related to ecological corridors and new protected areas. The “Academy” part of the Facility would offer research opportunities to scientists and students from Madagascar and abroad with focus on sustainable forest management, biodiversity conservation, sustainable management of marine and transitional ecosystems, as well as CBO related topics (i.e., empowerment, land use planning, good governance, conflict resolution etc.) using neighbouring terrestrial and marine protected areas, support zones, and the Kirindy Research Forest for field research.

There appears stakeholders consensus on the need for synchronized and standardized training and the growing demand for technical personnel related to the forestry-, protected area-, tourism- and CBO sectors.

### **8. Recommendations**

Prior to deciding on any of the options offered a comprehensive feasibility study is required to focus on financial sustainability, a comprehensive training need assessment, and optimum training delivery. A generic recommendation regardless whether a Wildlife College/Bush Academy is established would be the urgent need to standardize training programs, modules, curricula and syllabi, subsequently to be accredited by the Ministry of Education. This requires a concerted effort by key stakeholders and financial partners.

## Madagascar Centralized Training Facility Fact-finding Mission

### Acronyms

ANG	National Association of Guides
AFD	Agence Française de Développement
ANGAP	Agence Nationale de la Gestion des Aires Protégées ( re-named MNP- Parcs Madagascar Nationaux)
ATM	Tout Tourisme Madagascar - Centre de formation aux métiers du tourisme et de l'hôtellerie
BMZ	Bundesministerium für wirtschaftliche Zusammenarbeit
CAMPFIRE	Communal Areas Management Programme For Indigenous Resources
CBD	Convention of Biological Diversity
CBNRM	Community Based Natural Resource Management
CCIA	Chambre de Commerce et d'Industrie d'Antananarivo –CCIA
CGI	Conseil General de l'Isère France ()
EP I, II, & III	Environmental Programs I, II and III
CELCO	Cellule de Coordination (World Bank basket for all contributions to PE-3) CFPPF Centre de Formation Professionnelle Forestière
CGI	Conseil General de l'Isère France
CI	Conservation International
CBO	Community-based Organization
COAP	Code des Aires Protégées (Code of Protected Areas)
DED	Deutscher Entwicklungsdienst
DSAP	Directorate of Protected Area System
DVRN	Directorate for Natural Resource Valorization
EP	Environmental Program (I, II, and III)
EU	European Union
EZ	Entwicklungszusammenarbeit (German Development Aid)
FZ	Finanzielle Zusammenarbeit (KfW) (Financial Development Aid KfW))
GAT	Tourism Master Plan of Madagascar
GDP	Gross Domestic Product
GEF	Global Environment Facility
GELOSE	Local and Secure Management of Natural Resources (Gestion locale sécurisée)
GEF	Global Environment Facility
GOM	Government of (the Republic of) Madagascar
GRAP	Plan GRAP, Plan de Gestion de Réseau des Aires Protégées
GTZ	Gesellschaft für Technische Zusammenarbeit GmbH
HIPC	Highly Indebted Poor Countries (Initiative)
IMF	International Monitoring Fund
INFOTOR	Institute de Formation en Tourisme
INSCAE	Institut National de Sciences Comptables et de L'Administration D'Enterprises
INFOTOUR	Institut de Formation en Tourisme
INTH	Institut National de Tourisme et d'Hôtellerie
ISCAM	Institut Supérieur de la Communication, de Affaires e du Management
ISPM	Institute Superior Polytechnic of Madagascar
IUCN	International Union for Nature Conservation
KfW	Kreditanstalt für Wiederaufbau

## Madagascar Centralized Training Facility Fact-finding Mission

L.A.T.A	University of Antananarivo
MDG	Millennium Development Goals
ME	Ministry of Education (Ministère de l'enseignement secondaire et éducation de base)
MEFT	Ministry of Environment, Forestry and Tourism
MGA	Ariary Malgache
MNP	Madagascar National Parks
NEAP	National Environmental Action Plan
NGO	Non Government Organization
NP	National Park
PAS	Protected Area System
PA	Protected Area
PIC	Poles Integres de Croissance
ONE	<i>Office National pour l'Environnement</i>
ONG	Organización Non Governamental sin lucro
ONTM	Office National du Tourisme
PAE	Plan d'Action Environnemental
PE 2 / PE 3	Programme Environnemental - Phase 2 / 3
PLAE	Programme Lutte Antiérosive (FZ)
REPC	Reseau de Educateurs et Professionelles de la Conservacion a Madagascar SADC Southern African Development Community
SAWC	Southern African Wildlife College
SAPM	Système des aires protégées de Madagascar
Fondation	Fondation pour les aires protégées et la biodiversité de Madagascar (BMZ PN 2005 65 051)
ToR	Terms of Reference
TZ	Technische Zusammenarbeit (GTZ) (Technical Development Aid (GTZ))
PAE	Environmental Action Plan
UNDP	United Nations Development Program
USAID	United States Agency for International Development
WB	The World Bank
WTO	World Tourism Organization
WTTC	World Travel and Tourism Council
WWF	World Wide Fund for Nature

Currency (exchange rate from 7April 09)

1 Euro = 2,703.66 Malagasy Ariary

1 Euro = 1.34429 US Dollar

### **Project Team:**

Prof. Dr. Goetz Schuerholz, External Consultant

Rabeson Tokiarifely, Local Consultant

Dra. Michaela Pawliczek (KfW Office Antananarivo)

**Acknowledgements**

The consultants express their gratitude to the Ministry of Environment, Forests and Tourism for the cooperation in support of this mission. Thanks are extended to all agencies, private sector organizations and NGOs for generously sharing vital information and materials used in the preparation of this diagnostic report. Special thanks are given to Michaela Pavliczek for her efficient logistical and technical support.

**Table of Contents**

1.	INTRODUCTION .....	1
2.	IMPLEMENTATION AND APPROACH .....	3
3.	BACKGROUND AND PROBLEM ANALYSIS.....	5
3.1.	Protected Areas and the Forestry Sector.....	5
3.1.1.	Madagascar National Parks (MNP).....	7
3.1.2.	Target Group Analysis: “Protected Area Personnel” .....	9
3.2.	Tourism Sector .....	12
3.2.1.	Target Group Analysis: “Local Tourism Nature Guides” .....	14
3.3.	Training Providers and Training Facilities .....	17
3.3.1.	Introduction .....	17
3.3.2.	Donor Community Protected Areas and Tourism Related Training .....	19
3.3.2.1	World Bank (WB): .....	19
3.3.2.2	“Pôles Intégrés de Croissance” (PIC) Project : .....	19
3.3.2.3	Gesellschaft für technische Zusammenarbeit GmbH (GTZ):.....	20
3.3.2.4.	United Nations Development Programme (UNDP): .....	20
3.3.2.5.	United States International Development (USAID):.....	21
3.3.2.6.	JARIALA: .....	21
3.3.2.7.	Conservation International (CI):.....	22
3.3.2.8.	Wildlife Conservation Society (WCS): .....	23
3.3.2.9.	World Wide Fund for Nature (WWF): .....	23
3.3.2.10.	FANAMBY: .....	24
3.3.2.11.	GOTO Madagascar:.....	24
3.3.2.12.	Tour Guide Association:.....	25
3.3.2.13.	Office National du Tourisme (ONTM): .....	25
3.4.	Training Institutions (Tourism Sector and Protected Areas).....	26
3.4.1.	Institut National de Sciences Comptables et de L’Administration D’Enterprises (INSCAE) .....	26
3.4.2.	Institut Supérieur de la Communication, de Affaires e du Management (ISCAM) ...	27
3.4.3.	Institut National de Tourisme et d’Hôtellerie (INTH).....	27
3.4.4.	Chambre de Commerce et d’Industrie d’Antananarivo (CCIA).....	28
3.5.	Comparison of Antananarivo’s Identified Eight Training Institutions .....	28
3.6.	The Centre de Formation Professionnelle Forestière (CFPF) Morondava.....	33
4.	PROTECTED AREAS RELATED TRAINING IN THE SADC REGION.....	37
5.	TRAINING GAP ASSESSMENT .....	39
5.1.	Target Group Protected Area Personnel .....	40
5.2.	Potential Target Group “Community Based Organizations” (CBOs) .....	41
5.3.	Target Group “Nature Guides” .....	41
5.4.	Target Group “Forest Technicians” .....	42
5.5.	Training Institutions .....	42
6.	POTENTIAL ESTABLISHMENT OF A WILDLIFE COLLEGE/ BUSH ACADEMY .....	44
7.	CONCLUSIONS .....	51
8.	RECOMMENDATIONS.....	53

**Selected References**



## Madagascar Centralized Training Facility Fact-finding Mission

### **Tables**

Table 2.:	Approach to the conceptual development of the report
Table 3.1.1.:	Germany's EZ in Madagascar
Table 3.1.2.:	Example for PA Staffing Related to Threats.
Table 3.2.1:	Existing number of Tour Guides related to protected areas
Table 3.5.-a:	Training Objectives and Job Opportunities Comparison of Training Modules and Certificate/Diploma courses offered by the Training Institutions analysed
Table 3.5-b:	Institutional Baseline Information
Table 3.5.-c:	Required topics to be covered by training of Tourist Nature Guides Table
Table 3.6.:	CFPF revenue generation
Table 6.-a:	Estimated Training Demand by Sector and Target Group (Year 2012).
Table 6.-b:	Financial performance of SAWC from its first year of operation in 1999 until 2002 (currency in ZAR)
Table 6.-c:	Perceived Advantages and Disadvantages of a Centralized vs. the Use

### **Annexes**

Annex 1:	List of Contacts
Annex 2:	Map: System of Protected Areas
Annex 3:	Map: Proposed New Protected Areas
Annex 4:	Baseline Data related to protected areas under the jurisdiction of MNP
Annex 5:	MNP Personnel by Position and Area
Annex 6:	MNP Senior Staff Training Plan 2005-2008« Recyclage Interne »
Annex 7:	Background of MNP staff (10 Tables)
Annex 8:	Terms of Reference (ToR) and Job Entry Qualifications for Typical MP Field Positions
Annex 9:	Visitor Numbers of Protected Areas (1992-2008)
Annex 10:	Number of Nature Guides by National Park
Annex 11:	Comparison of Training Modules and Certificate/Diploma courses offered by the Training Institutions analysed
Annex 13-a:	Legal status of Training Institutes and Partnership Agreements
Annex 13-b:	Training Fees Charged by the Institutes
Annex 14:	Conservation Related Training Facilities in the SADC Region
Annex 15:	Floor Plan and Costs of a (Model) New College (capacity 400 students)

## Madagascar Centralized Training Facility Fact-finding Mission

### 1. INTRODUCTION

The following diagnostic report summarizes the results of a fact finding mission for Madagascar National Parks (MNP) within the framework of Germany's Financial and Technical Cooperation Agreement (EZ) with Madagascar in the area of biodiversity conservation.

From its first rather modest involvement in the early 90s German EZ evolved into one of the most important Programs in support of the country's Protected Area System (PAS) and the agency responsible for its administration: "Madagascar National Parks" (MNP), formerly known as "Association Nationale pour la Gestion des Aires Protégées" (ANGAP).

German EZ assists in the implementation of the country's priority development strategies with focus on poverty alleviation, the implementation of Madagascar's new Action Plan (MAP), the Presidential Vision: „Madagascar naturellement“ and the Environmental Action Plan 3 (PE-III)<sup>2</sup>. This is expected to be achieved through Germany's major contributions to the sectoral basket-fund.

The PE-III is considered Madagascar's key document related to its environmental development strategy. Complementary to the PE3 are the highly ambitious expansion plans for the country's PA system as pledged by Madagascar's President at the 2003 World National Parks Conference. This asks for a threefold expansion of the current system by 6 Mio hectares of mostly forest and marine ecosystems.

The MNP is expected to use the „Investment Fund for National Parks“ (Basket Fund) to cover part of its budget (60,7 Mio. EUR until 2013 composed of investments and operational costs) and for internal restructuring. Contributors to the Basket-Fund apart from Germany are The World Bank (WB), the Global Environment Facility (GEF), the United States Agency for International Development (USAID) and NGOs such as WWF and CI. The basket fund is expected to enable the MNP to comply with its task to sustainably manage the current PA System under its authority. Germany's Financial Cooperation (FZ) is mostly aimed at the existing protected areas and the MNP complemented through Technical Cooperation (TZ) with focus on sustainable support zone development of existing and newly protected areas for the benefit of the rural poor and biodiversity conservation alike.

One of the widely acknowledged shortcomings limiting the development potential of the country's PA System and nature-based tourism is the lack of well trained and well qualified personnel on all levels. This applies to protected area personnel as well as the mostly self-proclaimed local "eco"-guides catering to tourists. In recognition of the apparent training needs Madagascar's Ministry of Environment, Forestry and Tourism (MEFT) requested KfW to explore the possibility of establishing a centralized training facility that could meet the growing demand for training related to protected areas and nature based tourism<sup>3</sup>. The MEFT's special interest focuses hereby on the potential revitalization and conversion of the existing but poorly functioning Centre de Formation

---

<sup>2</sup> KfW (2006). Chapeau-Papier. Archives KfW Antananarivo.

<sup>3</sup> Le Ministre de L'Environnement, Des Eaux et Forets et du Tourisme (21 July 2008). Demande d'étude technique et financière pour la mise en place d'un « Wildlife College/Bush Academy » a Madagascar. Letter of request for assistance sent to KfW.

## Madagascar Centralized Training Facility Fact-finding Mission

Professionnelle Forestière (CFPF) de Morondava into a state-of-the-art training facility (“Wildlife College/Bush Academy”).

This ministerial request supports the interests of KfW in securing financial sustainability for the country’s protected areas. Enhanced tourism is expected to play a major role in this quest. Sustainable tourism related to protected areas, however, may only be achieved through sustainable conservation management of protected areas as prime tourist destinations which requires well qualified and well trained personnel apart from a sound and visitor-friendly infrastructure. Of equal importance in this context are well trained local guides catering to park visitors. In other words, sound training of park personnel of all levels and of local and regional tourism guides specializing on protected areas are Key to successful and sustainable tourism expected to generate much needed revenue.

In response to the Ministry’s request KfW retained the services of Goetz Schuerholz to implement the fact finding mission in February/March 2009. The lead consultant was supported by Rabeson Tokiarifely who focused on an assessment of current training providers and training programs in the country. The following report summarizes the results of this Fact-finding Mission.

### **1.1. Study Objectives and Scope**

The overall purpose of this study was to assess the feasibility of a centralized training center addressing the training needs of protected area personnel and local tourism guides catering to visitors of protected areas. This supports past and on-going interventions within focal areas of German financial development aid in Madagascar contributing to the creation of favourable framework conditions in support of the sustainable development of tourism and financial sustainability of protected areas.

In order to comprehensively address the rather complex issue of training and how best to meet training needs requires a holistic approach. It is apparent that prior to drawing meaningful conclusions, key target groups as well as existing training facilities have to be identified and assessed. This is to be complemented through an assessment of curricula, syllabi and training modules used by current training providers ranging from public and private agencies and organizations to local and international Non-Government and Non-for Profit Organizations (NGOs) and international donors (i.e. bilateral donors, World Bank, UNDP etc.).

Using the assessment of the defined baselines, a gap analysis is appropriate in order to identify specific training needs of PA personnel and local tourist guides as identified (key target groups for this Fact-finding Mission). Once the training needs are defined by target group in qualitative and quantitative terms a critical analysis of how best to meet the training needs is required. The question of financial sustainability of a centralized facility compared to the use of existing institutions figures prominently in this discussion. Numerous other aspects, such as on-site vs. off-site training, centralized vs. regional training, and socio-economic-cultural aspects are of equal importance.

The feasibility issues related to a centralized training facility can best be reviewed within the context of three broad themes: (a) compilation of baselines which includes profiling of existing PAs as

## Madagascar Centralized Training Facility Fact-finding Mission

tourist destinations; definition and assessment of target groups; identification and assessment of existing training facilities; (b) gap analysis in order to define training needs, suitable training facilities and training providers; (c) and conclusions and recommendations.

The obvious complexity of the issue at stake requires a comprehensive feasibility study which goes beyond the scope of the current Fact-finding Mission. The development of the concept for a Wildlife College/Bush Academy will be an essential part of the proposed comprehensive Feasibility Study.

The authors of this report like to emphasize the limitations of this preliminary assessment to be seen as a first step to providing guidance to a more comprehensive Feasibility Assessment.

### **1.2. Limitations to the Fact-finding Mission**

- The complexity of the task requires much more field work than allocated to this first Fact-finding Mission.
- Time constraints did not permit any in-depth survey of any of the study components.
- The rather narrow focus of this study (Madagascar's National Parks only) as requested by the ToR of this assignment excluded perceived training needs of key target groups from the assessment (New protected Areas and Ecological Corridor management related training).
- Political and social instability during the country-visit constrained travel inside and outside the Capital resulting in:
  - the finding of this report being mostly based on interviews and written information available from sources located in the Capital;
  - except for a one-day visit to the Centre de Formation Professionnelle Forestière (CFPF) de Morondava all work concentrating on meetings with stakeholders, agencies, institutions, donors, and NGOs, and on archive reviews in Antananarivo;
  - time- and logistical constraints not permitting direct interactions with key target groups ear-marked for training;
  - inability of visiting training facilities and training providers located in other parts of the country outside the Capital.

## **2. IMPLEMENTATION AND APPROACH**

The Fact-finding Mission to Madagascar took place from the 26<sup>th</sup> of February to the 26<sup>th</sup> of March 2009. During this visit the consultants met individually with key persons from Government agencies and private sector institutions affiliated with tourism, and tourism related training with focus on the country's protected area system:

- Institut National de Sciences Comptables et de L'Administration D'Enterprises
- INSCAE;
- Madagascar National Parks –MNP--;
- Institut National de Tourisme et d'Hôtellerie –INTH--;
- Chamber of Commerce –CCIA--;
- Office National du Tourisme –ONTM--;

Madagascar Centralized Training Facility Fact-finding Mission

- Ministry of Education;
- Ministry of Environment, Forests and Tourism –MEFT-- :
- Institut Supérieur de la Communication, de Affaires e du Management –ISCAM).

The consultants also met with donor agencies and international organizations actively involved in the country’s biodiversity conservation and tourism development (USAID, World Bank, UNDP) and representatives of environmental NGOs (WWF, CI, WCS, FANAMBY), all located in the Capital Antananarivo (Annex 1). The lead consultant was accompanied to some of these meetings by Dra. Michaela Pawliczek (KfW Antananarivo) and Rabeson Tokiaritefy (local resource consultant contracted in support of this assignment). The fact finding meetings in Antananarivo were complemented through a two-day visit of the CFPF located at Morondava within the Menabe Region (i.e., one of the focal areas of the German development cooperation. On this trip the lead consultant was accompanied by Dra. Pawliczek.

The approach taken for this fact finding mission involved the compilation of baseline data followed by a gap analysis leading to conclusions and recommendations. Based on the overall data assessment a concept is presented providing different options on how best to meet identified training needs of protected area personnel and the tourist sector affiliated with protected areas as illustrated by Table 2.

**Table 2:** Approach to the conceptual development of options for best meeting tourism-related training needs affiliated with Madagascar’s Protected Area System.

STEP 1	STEP 2	STEP 3	C O N C E P T
<b>Baseline Information</b>	<b>Gap Analysis</b>	<b>Conclusions</b>	
PA Profiles			
Target Groups			
PA Personnel	Training Needs	Recommendations	
Tourism Guides	Training Needs	Recommendations	
(Service Sector)	(Training Needs)	(Recommendations)	
Training Providers/Facilities	Opportunities	Recommendations	

### 3. BACKGROUND AND PROBLEM ANALYSIS

#### 3.1. Protected Areas and the Forestry Sector

Madagascar is recognised as one of the 17 greatest mega-diversity hotspots in the world for biodiversity, but conservation of biodiversity outside of its protected area network remains highly problematic. Protected areas are increasingly becoming islands surrounded by fields, grasslands and severely degraded natural areas. Transfer of natural resource management rights to empowered communities was begun under Madagascar's second Environment Program. This shows great promise, but participatory and sustainable management of ecosystems and natural resources is severely constrained by the lack of viable sustainable natural resource models and the lack of economic incentives to communities for sustainable management<sup>4</sup>.

Madagascar's current Protected Area System (SAPM) is composed of 19 National Parks, 5 Integral Natural Reserves and 22 Special Reserves (Annex 2). The category "Integral Special Reserve" (equivalent of IUCN category I) enjoys the strictest legal protection status of the three categories managed by MNP. Attempts are underway, however, to convert all protected areas into National Parks. The rationale for this policy is not quite clear. At present the MNP has 933 employees of which 60 work in Headquarters and 893 in the Regional Offices.

The pledge by the Malagasy President at the Durban Conference to expand the country's Protected Area System to 6 Mio ha by the year 2012 (currently 1.7 Mio ha) puts a great burden on the MEFT (Annex 3). In view of the on-going management and financial constraints plaguing the MNP it is apparent that the challenge of handling new areas in addition to the 46 existing protected areas would exceed the MNP's institutional and technical capacity. Taking this into consideration the new law on Protected Areas from 2008<sup>5</sup> empowers the Private Sector, and more prominently local communities to take a pro-active role in the designation and sustainable management of new protected areas. This has prompted international donors (e.g., USAID, GTZ, UNDP/GEF) and leading conservation NGOs (e.g., CI, WCS, WWF) to fully capitalize on this opportunity.

Although employment opportunities to be created by the new protected areas are not available at this point, an extrapolation of statistics available for the existing protected area system (close to 1000 employees managing 42 protected areas) may be indicative of the potential magnitude of future personnel needs to manage an area three times the size of the current system.

Most new protected areas will be located inside designated ecological corridors and coastal areas (i.e., marine protected areas) requiring integrated spatial land use planning and sustainable management<sup>6</sup>. Since stewardship for the ecological corridors and the resources within are increasingly handed over to local Community Based Organizations (CBOs) in accordance with the Government's new policies on community empowerment and decentralization, the need of skilled

---

<sup>4</sup> UNDP/GEF (2004). Third Environment Programme (EP III) Madagascar. Project Document submitted to GEF Council. Archives UNDP Antananarivo.

<sup>5</sup> Government de Madagascar (2008). Project de Loi N°028/2008 du 29 Octobre 2008 portant refonte du Code de Gestion des Aires protégées. Archives MEFT.

<sup>6</sup> Serge Rajaobelina, Executive Secretary FANAMBY. Personal Communication 2nd of March 2009.

## Madagascar Centralized Training Facility Fact-finding Mission

personnel on all levels and for all components related to sustainable land- and resource use management is expected to grow exponentially<sup>7</sup>. Furthermore, the creation of new protected areas linked to the very ambitious plans for the expansion of tourism will provide many more job opportunities on all levels and all aspects related to tourism. This dramatically will increase the need for training which currently would exceed the capacity of existing training institutions in the country.

The designated ecological corridors accommodate some of the last contiguous forest ecosystems in the country which are of great importance to biodiversity conservation and the local communities depending on forests for their livelihood.

It is widely recognized that most of Madagascar's endemic biodiversity occurs in forest areas. While 13% of the area of these forests (outside the designated corridors) is located within a relatively well-managed protected area network, the vast majority of forests (national gazetted forests and a mosaic of non-gazetted forests in the rural landscape) are unmanaged or very poorly managed, constituting a de-facto free access resource. Overall, these forests are being lost or degraded more rapidly than forests in the rest of the world<sup>8</sup>.

The UNDP/GEF Project Document<sup>9</sup> related to the country's Environmental Program (EP-III) aptly summarizes some of the problems related to Madagascar's sustainable forest management. It states that while it is apparent that the Government is unable to protect or manage the country's forests working in isolation, current incentive frameworks are not sufficiently conducive to long-term forest management efforts or conservation by local communities and international investors. The reasons:

- *poorly defined property rights providing de-facto open-access to forest resources, while traditional land tenure systems accord rights to those who clear the forest for agriculture;*
- *the permitting mechanism for commercial use of natural resources comprising a system for exploiting natural resources – not for managing natural resources;*
- *during EP II, emphasis has been on transferring access rights and non-commercial usufruct rights with the obligation to protect; there has been very little emphasis on the development of sustainable use/management systems that generate benefits while ensuring the regeneration of the resources and the sustained productivity of ecosystems;*
- *the transfer of management rights to communities have rarely been accompanied by measures to enhance the on-farm income derived from natural resources<sup>10</sup>.*

These shortcomings have been fully addressed by the current EP-III which promotes integrated spatial land-use planning leading to sustainable land- and resource use by stakeholders through a participatory planning and management approach, on a priority basis applied to designated ecological corridors.

---

<sup>7</sup> IBID

<sup>8</sup> IBID

<sup>9</sup> UNDP/GEF (2004). Third Environment Programme (EP III) Madagascar. Project Document submitted to GEF Council. Archives UNDP Antananarivo.

<sup>10</sup> UNDP/GEF (2004). Third Environment Programme (EP III) Madagascar. Project Document submitted to GEF Council. Archives UNDP Antananarivo.

Mainstreaming conservation and responsible forest management into rural economies as stipulated by the EP-III requires expertise which currently is not available. At the same time this will open a new and very important niche for much needed employment in economically marginalized areas. The magnitude of training needs to meet the new challenge will be enormous.

### **3.1.1. Madagascar National Parks (MNP)**

The background of MNP (former Association Nationale pour la Gestion des Aires Protégées (ANGAP) and the overall framework conditions related to the sector of interest are aptly described in the 2007 KfW Project Report on the proposed basket funding in support of the country's protected area system and new protected areas<sup>11</sup>. The report concludes that in spite of promising potential the tourism sector is still in an embryonic state as a result of (*inter alia*) poorly developed tourist destinations, lack of infrastructure, low service quality and insufficiently trained and qualified personnel on all levels. Furthermore, that the protection of the existing protected area system is adversely affected through lack of adequate infrastructure and equipment, unresolved land tenure issues and incomplete boundary demarcation. Under given framework conditions the MNP is unable to comply satisfactorily with its management functions. The sustainable financing of the SAPM has not been secured yet and the country's diversified ecosystems are still under-represented by the SAPM justifying the proposed expansion plans.

Created in 1990 as a parastatal institution MNP with financial and technical assistance of donors such as USAID, KfW, WWF and CI has evolved into a decentralized operation which reports to MEFT. The protected area network managed by MNP includes 2.2 Mio. ha (roughly 2,9% of the country's land surface area) terrestrial ecosystems not including support zones of the protected areas. Annex 4 provides background information on the current Protected Area System. The table indicates -by administrative region- for each protected area its size, legal protection status (i.e., category), the principal ecosystem/habitat the area protects, actual donor involvement and financing. It is interesting to note that 20 areas of the total of 46 PAs protect "Humid Evergreen Forest" Ecosystems, 15 "Dry Deciduous Forests" Ecosystems, 7 transitional Ecosystems and 4 "Mangrove and Litoral" Forest Ecosystems.

The MNP's core-funding is provided by the World Bank (GEF) and the Government of Madagascar (GOM) via a specially established PE-3- mechanism (CELCO – Cellule de Coordination), which has been criticized as a parallel structure established and supported by the World Bank. Complementary funding originates from a multitude of donor- and NGO- sponsored projects ranging from single contributions and interventions and small-scale short-duration projects to large-scale and long-term projects and programs such as the current German EZ involvement which supports specific parks, new protected areas and support zone development.

Germany's financial assistance related to the country's "Green Sector" currently amounts to € 50 Million (Table 3.1.1.). € 30 Million are allocated in direct support of the MNP and existing protected areas. Further € 12 Million are dedicated to MNP supporting its efforts to achieve financial sustainability for the country's 46 protected areas.

---

<sup>11</sup> KfW (2007). Investitionsfonds Nationalparks. Programmprüfungsbericht. Archives KfW Frankfurt.



**Table 3.1.1.:** Germany's financial cooperation in Madagascar

Nom du projet	Partenaire	Accord KfW	Durée de validité
<b>1. Protection des ressources agraires et forestières</b>			
Programme de lutte anti-érosive III	Ministère de l'agriculture; Consultant: AHT	4 Mio €	-2011
Protection et utilisation durable des ressources naturelles (projet bois énergie avec la GTZ)	Ministère de l'Environnement, des Eaux et Forêts et du Tourisme	5 Mio €	À partir 2008
<b>2. Plan d'action environnemental</b>			
PN Andringitra + Marojejy	MNP; Consultant: WWF	6 Mio €	-2008
PN Ankarafantsika	MNP; Consultant: GfA	7,5 Mio €	-2009
PN Kirindy et Tsimanampetsotsoa	MEEFT MNP; Consultant: WWF	5 Mio €	-2009
Fonds d'investissement Parcs Nationaux Madagascar	MEEFT MNP	7 Mio €	-2013
<b>3. Assurance financières des Parc Nationaux de Madagascar</b>			
Promotion du secteur privé dans l'écotourisme	MNP ensemble avec Business Partners	2 Mio €	-2011
Trustfund	Ministère de la Finance Fondation pour les aires protégées et la biodiversité de Madagascar (FAPBM)	5 Mio €	-2009
Aide budgétaire	Ministère de Finance	5 Mio €	À partir 2008
<b>4. Formation environnemental</b>			
Manuel environnemental *Ny Voaary	Ministère de la Culture Consultant: WWF	3.5 Mio€	-2009
<b>Total</b>		<b>50 Mio €</b>	

The highly diversified contractual agreements and differentiated financial arrangements between donors and MNP, compounded by mostly donor-driven programs, projects and agendas, pose a great challenge to the agency. This challenge currently exceeds the agency's institutional capacity and capability in effectively and efficiently dealing with the multi-faceted tasks and problems of managing the SAPM.

## Madagascar Centralized Training Facility Fact-finding Mission

According to KfW's institutional analysis of the MNP<sup>12</sup> the aforementioned shortcomings continue to hamper the MNP's ability to develop its own identity and management style forcing the agency to comply with donor demands rather than allowing the MNP to develop and implement a practical and transparent operational plan that pays tribute to real needs and priorities.

The EP II spearheaded the transfer of management responsibilities for natural resources from the State to local communities, in a bid to confront open access dilemmas. These transfers were authorized under the new law (GELOSE), and made operational through the support of a Unit within ONE (the GELOSE Unit). EP II aimed at consolidating the programs initiated under the first phase by putting the established national institutions more firmly in the driver's seat<sup>13</sup>. The third and final phase of the National Environmental Programme (EP-III ) aimed at better integrating environmental management into the local and regional governance systems being created under the country's decentralisation drive, mainstreaming conservation into macroeconomic management and sector programs, and establishing long-term sustainability.

The country-wide crisis of 2002, followed by a 10 months interruption of World Bank financing between EP-II and EP-III in 2004 caused a financial dilemma that was compounded by massive shortfalls of national contributions (more than 80%) since 2004. The problems were compounded by ANGAP's poor financial management, and the introduction of the "result oriented" financing imposed by the World Bank on ANGAP for the EP-III which meanwhile appears to have been remedied<sup>14</sup>. The resulting institutional and management crisis within MNP still has not been fully resolved..

In view of the MNP's limited capacity and capability to manage the 46 protected areas under its authority the planned expansion of the SAPM (from former 1.7 Mio ha to 6 Mio ha) will proceed mostly under the auspices of the Directorate of Forestry in cooperation with NGOs and local communities. Although the long-term effects of this split authority for the country's protected area system is difficult to gauge at this point, it may safely be assumed that the result will be an additional challenge to the MNP and the country at large.

### **3.1.2. Target Group Analysis: "Protected Area Personnel"**

The personnel of the protected areas under the authority of Madagascar National Parks is one of the two key target groups to be analyzed within the framework of this Fact-finding Mission in preparation of the Gap Analysis. The rationale for the focus on this target group is that the sustainable management of protected areas as Madagascar's prime tourist destinations can only be safeguarded by well-qualified, well-trained and highly motivated personnel in collaboration with support zone communities which provide the tourist guides (i.e., the second key target group of this assessment) associated with the protected areas.

The MNP groups its personnel into three categories: (a) **Management** with a total of 43 persons including all positions related to upper management positions such as Headquarter- and Regional- and National Park Directors, and Chiefs of Reserves; (b) **Administration** with a total of 312 persons

---

<sup>12</sup> KfW (2007). Investitionsfonds Nationalparks. Programmpruefungsbericht. Archives KfW Frankfurt.

<sup>13</sup> UNDP/GEF (2004). Third Environment Programme (EP III) Madagascar. Project Document submitted to GEF Council. Archives UNDP Antananarivo

<sup>14</sup> Herijaona Randriamanantenasoa, Director of Operations MNP. Personal Communication 2nd of March 2009.

## Madagascar Centralized Training Facility Fact-finding Mission

constituting all positions related to finance, human resources and office administration; and (c) **Production** with 532 persons including all personnel of the protected areas (except for the two categories listed above) and professionals involved in rural development, nature-based tourism and environmental education (Annex 5).

For each budget year the MNP designs an in-service training program based on a general training need assessment provided by the Directors/Chiefs of the protected areas. The training program is then tailored to the priorities identified by the MNP. Training delivery is mostly accomplished through in-house personnel and in agreement with training providers such as the INSCAE, NGOS and independent Consultants hired for this purpose. Detailed training schedules for the past consecutive years (2005-2008) are provided by Annex 6.

Of special interest in this context are the training topics chosen for each year. The training schedule for 2005 emphasizes training in the areas of: financial management, human resources management, GIS monitoring, policy and strategy development for the sectors of nature-based tourism, research, conservation and environmental education (Annex 6 Schedule 2005). According to Faustin Randrianarison, MNPs Director of Human Resources<sup>15</sup> all of the 2005 training was delivered by MNP staff.

In 2006 training emphasis shifted to administration, legal aspects, forestry and local management, and secretarial training. For the 2006 training schedule the MNP entered into agreements with Training Institutions offering expertise in the requested field to include topics such as public-private partnerships, partnership management and negotiation, conceptualization of micro-projects, team management and communication, social and environmental laws, environmental impact assessments of nature-based tourism, ecological monitoring of marine ecology and financial auditing. Most of the training however did not take place due to budget constraints and changing priorities. The training that was provided was delivered by senior in-house staff as in the previous year.

The proposed 2007 training schedule focused on ecological survey techniques and ecological data analysis/processing, inventories of flora and fauna and the elaboration of didactic materials for environmental education. As in 2006 most of the proposed training was not implemented due to budget constraints and other priorities; the training provided was delivered by MNP staff relying mostly on the expertise of protected area personnel to address the issues on their own. Specific topics to be covered by the 2007 program included *inter alia*: infrastructure and equipment maintenance, finance and bookkeeping, conflict management, project management, GIS and GPS skill development, tourist reception and communication and elaboration of work programs.

The 2008 training program aimed exclusively at Directors of National Parks and Chiefs of Reserves. None of the planned training however was delivered. The 2008 schedule is proposed to be implemented within 2009.

As of April 2009 the MNP had 887 employees. The level of job entry education is relatively high. All employees have at least finished primary school. 85 employees have a primary school education only; 517 have completed secondary school; 62 have obtained a bachelor degree; 107 a Maitrise and 39 a Masters degree. Two of the MNP Managers hold a Doctorate degree. Annex 7 provides an

---

<sup>15</sup> Faustin Randrianarison, Director of Human Resources MNP, Personal Communication 2nd of March 2009.

## Madagascar Centralized Training Facility Fact-finding Mission

overview of academic achievements for all MNP personnel by position (Annex 7 Table 1). It is interesting to note that of the 887 employees only 121 received special training related to the environment; 103 to management. Seventeen hold an arts degree, 4 a degree in mathematics/physics, one in land surveying, 7 in marine biology and 8 in tourism (Annex 7, Table 2). Considering the importance of nature based tourism for protected area management it is noteworthy that only 0.9% of the staff has an educational background related to this sector. As may be learnt from Table 3, Annex 7, a total of 505 staff is directly involved in nature-based tourism activities within 21 National Parks and 12 Special Reserves. All tourism activities of the MNP are coordinated at the MNP Headquarters by the Operational Director and one Professional assigned to the organization's Nature-based Tourism Program. 393 of the PAs' rangers (in Malagasy called "Park Agents") are directly linked to tourism activities.

The qualifications of the MNP personnel by MNP category (Management, Administration and Production) are shown by Table 4 of Annex 7. Examples of typical staffing of a National Park is shown by Annex 7 (Tables 5a and 5b), and examples of typical staffing of Special Reserves by Annex 7 (Tables 6a and 6b).

The MNP considers the current level of staffing sufficient to guarantee optimum protection to the existing PAS<sup>16</sup>. This statement results from numerous studies undertaken to determine the level of staffing for optimum protection taking into account the magnitude of threats, pressure on resources and biodiversity, and many other factors.

Table 3.1.2. may support the argument that there are more important factors involved than staffing levels correlated to the size of a protected area for its optimum protection: although the Isalo National Park is almost four times the size of Ankarana National Park both areas differ only insignificantly in the level of staffing but providing the same level of protection.

**Table 3.1.2.:** Example for PA Staffing Related to Threats rather than Size

<b>Protected Area</b>	<b>Size (ha)</b>	<b>Personnel number</b>
Ankarana National Park	18 225	32
Isalo National Park	81 540	35
Masoala National Park	230 000	65

Terms of Reference (ToR) for the positions of a National Park Director, Chief of Nature-based Tourism, Chief of Sector and a Park ranger (equals "Park Agent") are provided by Annex 8. The academic qualifications for a Park Director as required by the MNP are surprisingly high (i.e., Master degree in forestry, environmental sciences or social sciences). The required qualification for the Chief of Tourism is a bachelor degree in management, economics, commerce or tourism. Park Rangers are required to hold a high school diploma.

---

<sup>16</sup> Herijaona Randriamanantenasoa, Director of Operations MNP, Personal Communication 2nd of March 2009.

### **3.2. Tourism Sector**

Tourism, although still in its infancy already appears to contribute strongly to Madagascar's economy being a significant source of foreign exchange. Estimates by the World Travel and Tourism Council (WTTC) of financial and economic impacts of tourism in Madagascar indicates that personal travel and tourism generated US\$ 213.1 million in 2003, and is predicted to grow to US\$ 547.8 million by 2013. The WTTC also estimates that Madagascar employs 82,800 people in the tourism industry, and that by 2013 this will nearly double to 136,100 (or 2.9% of employment)<sup>17</sup>.

The WTTC forecasts however differ significantly from those released by the Ministry of Culture and Tourism as observed by Spenceley and Rozga (2007)<sup>18</sup>. According to these authors the Ministry's report of January 2007 states that in 2006 there were 311,730 foreign tourists (growth of 14%) and that there were 22,409 people directly employed in the sector. In 2006 there were 1015 hotels and 755 B&Bs providing 11872 rooms that had an average of 57% occupancy. Activities undertaken by tourists included nature-based tourism (55%), sun and beach (19%), cultural activities (15%), sport and adventure (8%) and others (3%).

It is widely acknowledged that protected areas are one of the main reasons for tourists to come to Madagascar. Statistics provided by the MNP report a steady increase of visitors to protected areas from 5898 in 1992 to 137,321 in 2008 (Annex 9). The highest number of tourists are reported from NP Isalo (33,763) followed by NP Andasibe (23,386) and Ramonafana (24,542). Kirindy Mitea which may be of future interest as a candidate training site for students from the Centre de Formation Professionnelle Forestière received 41 visitors in 2008. There is little doubt that Madagascar has the great opportunity to offer a virgin destination in an overcrowded tourism market where in the past development failures have been avoided.

The framework conditions for the expansion of the tourism sector in Madagascar appear to be positive in principle. Indicators are:

- the strong Government commitment to the cause, the support provided by the Bretton Woods Institutions for tourism development and protected areas as prime destinations for nature-based tourism;
- the significant and continuing support provided by the donor community, the European Union and NGOs to sustainable land use management, biodiversity conservation and sustainable tourism;
- the overall interest in advancing the tourism sector as reflected by the multitude of related background studies and research, action plans and strategies developed in the country on behalf of the Government, Donors and the Private Sector.

Spenceley and Rozga (2007)<sup>19</sup> have aptly summarized major donor interests in furthering Madagascar's tourism sector as follows:

---

<sup>17</sup> From: Spenceley Anna and Zachary Rozga (2007). IFC Tourism Training Network Market Research. Report. Report to the Global Business School Network, International Finance Corporation. Archives KfW Antananarivo.

<sup>18</sup> *IBID*

<sup>19</sup> *IBID*

## Madagascar Centralized Training Facility Fact-finding Mission

*“Donor and development agency interventions have a committed portfolio in Madagascar of \$26.6 million. The SME Solutions Center (SSC) has screened over 900 SMEs, and there is a \$10 million SME Fund, managed by Business Partners (a South Africa based company). Specific to tourism, the IFC has two advisory mandates with the Government of Madagascar for the concessioning of 12 airports, while PEP Africa is implementing programs in Entrepreneurship Development Initiative (EDI), Leasing and Export Promotion. PEP Africa is also currently developing proposals covering Tourism, and Rural Electrification. For the past three years the Federation des Hoteliers et Restaurateurs de Madagascar (FHORM) has worked in cooperation with the IFC and a school in Reunion to provide training in catering, housekeeping, waitressing and tourism management. A Government project funded by the World Bank called the Pôles Intégrés de Croissance (PIC) is working to promote socioeconomic development in three destinations or ‘poles’ (Nosy Be, Fort Dauphin, and Antanarivo & Antsirabe). The project’s strategic priorities include to improve the capacity of local people, training, and to stimulate private sector investment in tourism”.*

Despite the generally positive outlook regarding the country’s tourism growth, there are numerous shortcomings and hurdles to be overcome before reaching the ambitious targets set by the GOM. The “Tourism Masterplan Madagascar” produced by GATO in 2004<sup>20</sup> highlights the willingness of the Malagasy population to participate in tourism development but also points out that there is: “.. a huge amount of unqualified workers among the population, which hinders the expansion of the tourism sector” and that there is “...a lack of commitment and regulations in tourism education with only very few training institutions and qualified training facilities. The mentioned points are, among others, the reason for today’s inadequate service quality standard which is a great barrier in the very competitive international tourism market.”

It is widely acknowledged that tourism if carefully planned, developed and properly managed, can bring considerable benefits to local communities and the country at large and that it has the potential to improve the lives of the poor.

In view of the recent political changes in Madagascar however it appears prudent to emphasize the risks involved in focusing on tourism as a major generator of foreign currency. Experience from African countries in particular show that political instability characterized by violence and social turmoil will bring international tourism to a standstill with long-term adverse impacts on the local economy. Absence of tourists inevitably will result in a slow deterioration of infrastructure affecting the service sector and destinations such as protected areas alike. This usually is followed by a loss of professional personnel on all levels and other skilled employees looking for more attractive employment opportunities elsewhere. The long-term effects can be detrimental, a problem also highlighted by GAT in the Tourism Master Plan Madagascar as follows:

*“...**security concerns** rank among the highest in the decision-making process for tourists. Personal safety in a destination is today closely related with the perceived stability of the political situation, both in an international and national context. Destinations with a negative image and a bad press will be subject to much more scepticism and reluctance by the tourist at the time of deciding on his vacation. The local cultural and social surrounding in the destination itself does also play an*

---

<sup>20</sup> GATO (2004). Tourism Masterplan Madagascar. Archives Ministry of Environment, Forestry and Tourism.

*important role in this respect. Although it is apparent that a total security can never be guaranteed, a stable environment is the basic requirement for successful tourism destinations in the future<sup>21</sup>.*

### **3.2.1. Target Group Analysis: “Local Tourism Nature Guides”**

The Madagascar Protected Area System Management Plan (PlanGrap) elaborated in 2003 on behalf of the MEFT<sup>22</sup> stipulates that nature guides operating in protected areas are grouped into the following three categories depending on qualification, skill level and experience: (a) trail guide, (b) naturalist guide and (c) interpretative guide in increasing order of qualification. To date this classification however has failed to be applied. The categories commonly in use are quite different: (a) Agreed Guides (b) Guides Stagiaires, and (c) Pisteurs Guides.

The category “Agreed Guides” refers to “Tour Guides” showing the highest level of performance and qualification level of performance as annually assessed by the National Institute of Tourism and Hotels (INTH) based on a test developed by INTH. Guides falling into this category are expected to provide the highest service quality to visitors.

The “Guides Stagiaires” category covers all Guides with a medium level of experience and training from villages neighbouring Pas who usually are un-employed but familiar with the protected areas in which they wish to operate. The guides falling into this category generally speak one foreign language (mostly French). They are used by NPs and Reserves because they are familiar with the area of operation, in need of income, and because they are local stakeholders. The MNP offers training to these guides in order to upgrade their skills qualifying them for the higher status category “Agreed Guides”. Past training however appears to have had limited success due the refusal by many local guides to undergo the training, believing in the sufficiency of their current level of knowledge<sup>23</sup> as confirmed by several NGOs and Training Institutions interviewed in support of this project (i.e., FANAMBY, CI, and the National Guide Association (ANG)).

The third category “Pisteurs Guides” includes all guides unable to speak a foreign language but who are familiar with the tourism related infrastructure of the PA in which they operate. As described for the previous category these guides are un-employed residents of neighbouring villages interested in nature and working with tourists.

The PlanGrap identifies language skills, communication with foreign visitors skills and skills related to visitor security and visitor “management” as priority topics for guide training.

Guide performance and quality are of crucial importance within a highly competitive international tourism market. Rabeson<sup>24</sup> describes the dramatic change in tourism attitude and expectations over the last two decades. The definition of the freely used term “eco-tourism” should not be mistaken for low level/poor service. An acceptable definition of eco-tourism implies: low carbon- and

---

<sup>21</sup> GATO (2004). Tourism Masterplan Madagascar. Archives Ministry of Environment, Forestry and Tourism.

<sup>22</sup> Ministry for the Environment, Water and Forests and Tourism (2003). PlanGrap: Madagascar Protected Area System Management Plan. Archives MEFT.

<sup>23</sup> Herijaona Randriamanantenasoa, Director of Operations MNP, Personal Communication 2nd of March 2009.

<sup>24</sup> Rabeson, T. (2003). Document Cadre de Gestion du Service de Guidage dans les Aires Protégées du Réseau National.

## Madagascar Centralized Training Facility Fact-finding Mission

environmental footprint which is not necessarily identical with low quality services and facilities which may not be environmentally sound. Visitors to protected areas demand high standards in professionalism (applying equally to all personnel), service, infrastructure, and accommodation. This has to be taken into consideration for training delivery; tourism nature guides of all three categories not being an exception.

The existing number of nature guides related to the country's SAPM is shown by Table 3.2.1. It is noteworthy that of 47 protected areas only 19 report guide activity. Guides are operating in all National Parks but only in one single Reserve: Cap Sainte Marie Special Reserve. The number of visitors to an area is influenced by numerous factors: attractiveness of the area as a tourist destination, accessibility, national and international popularity, marketing, level of service, quality of tour operator etc. (Annex 10: the number of guides for a PA reflects its popularity amongst tourists). National Park Isalo for example is internationally well known as a prime tourist destination because of its unique biological diversity and culture of neighbouring communities. The high number of tourists is reflected by the high number of well qualified guides (95) operating in this area. National Parks Isalo and Andasibe Mantabia show the highest number of tourism nature guides of the 19 protected areas offering guide services. All 19 areas are accessible by road (mostly fair weather dirt roads). Tsingy Bemaraha National Park can also be accessed by canoe via the Manambolo River. The large majority of Reserves are plagued with access problems, a serious bottleneck for the development of tourism.

The total number of guides currently operating in the 19 protected areas is 584. The number of guides meeting the highest standards according to the INTH gauging model is surprisingly high (505), although in reality there appears to be a large variation in standards and quality<sup>25</sup>.

According to Lanto Razafimahatratra, President of the "Association National des Guides" (ANG)<sup>26</sup> national and regional guides work in partnership with local guides, a collaboration requiring professionalism and quality service from local guides. The potential of economically lucrative collaboration is seen as an incentive for local guides to improve their skills through advanced training.

---

<sup>25</sup> Lanto Razafimahatratra, President Association National des Guides. Personal Communication 2nd of March 2009.

<sup>26</sup> IBID



**Table 3.2.1:** Existing number of local Tour Guides related to protected areas

	<b>Potected Area Name</b>	<b>Agreed Guides</b>	<b>Guides Stagiaires</b>	<b>Pisteurs Guides</b>	<b>Total</b>
1	ISALO	90	0	5	95
2	ANDASIBE MANTADIA	40	50	0	90
3	BEMARAHA	48	6	0	54
4	ANKARANA	50	0	0	50
5	MONTAGNE D'AMBRE	50	0	0	50
6	RANOMAFANA	49	0	0	49
7	MASOALA	27	11	2	40
8	ANDRINGITRA	38	0	0	38
9	ANDOHAELE	30	0	0	30
10	ANKARAFANTSIKA	24	1	0	25
11	ZAHAMENA	14	0	0	14
12	ANJANAHARIBE SUD	12	0	0	12
13	MAROJEJY	12	0	0	12
14	BAIE DE BALY	6	0	0	6
15	KIRINDY MITEA	6	0	0	6
16	MANANARA NORD	0	0	4	4
17	ZOMBITSE	4	0	0	4
18	CAP STE MARIE	3	0	0	3
19	TSIMANAMPETSOTSA	2	0	0	2
	<b>Total</b>	<b>505</b>	<b>68</b>	<b>11</b>	<b>584</b>

(Source MNP)

Although an “optimum” number of guides for a protected area may be difficult to define, it may safely be assumed that the optimum number adjusts itself to the market conditions. The number of guides is expected to increase with the number of visitors; the process being driven by demand/opportunity.

It is left to the discretion of a NP Director/Chief of Reserve to restrict or expand the number of guides who work under a special permit issued by the protected area administrator. No studies on carrying capacities related to visitors of the country’s protected areas have been carried out yet (to the consultants’ knowledge) although carrying capacity estimates are generally part of a management plan in other parts of the world.

A summary of MNP sponsored guide training from 1995 to date for NP Ranomafana shows that training modules differ widely depending on the training provider/facility involved (Annex 11). Most of the training appeared to have been custom-tailored to local needs. Annex 11 shows that most training has been delivered by the National Institute of Tourism and Hotels although MNP senior professionals have also been extensively involved. Financing of training has been mostly covered by the MNP budget with sponsorship for specific training events by BAMEX-USAID,

## Madagascar Centralized Training Facility Fact-finding Mission

IDA/World Bank, the Conseil General de l'Isère France (CGI), and the Wildlife Conservation Society (one event in 2005 targeting 24 guides of Andohahela National Park).

The MNP jointly with INTH conducted a guide training need assessment in 1995 and 1996 which served as basis for the design of training modules and programs by the MNP and INTH. The need assessment involved an evaluation test applied to all local guides operating in the protected areas at the time. MNP chose the services of INTH because it was Madagascar's first training facility created in 1991 providing tourism related training. It also happened to be a Government Institution and therefore generally believed to be of high credibility and stability as a training Institute. Subsequent to a need assessment INTH designed training modules with focus on the areas of: (a) basic knowledge of area-specific flora and fauna; (b) cultural environment emphasizing traditional customs; (c) visitor reception and communication; (d) ecotourism; (e) risk management and (f) foreign languages (French and English). Following the approval of the training programs by MNP the training was delivered in the following years during the off-season allowing park rangers and local guides to equally benefit. The training was provided free of charge.

As may be learnt from the MNP training schedule for 7 selected National Parks (Annex 11) the early training modules had been rather vague, covering broad topics. Although modules appeared to become more specific in following years, clear standards and uniformity of training modules was lacking.

The MNP in collaboration with the INTH are in the process of assessing procedures and steps involved in standardizing guide training. This will be based on the recommendations resulting from the Malagasy Government and World Bank funded "Pôles Intégrés de Croissance" (PIC) Project providing a "Tourism National Reference" guide defining national standards and norms for the different personnel involved in the tourism industry. The importance of the "Referentiel de Certification: Brevet d'Etude Professionnel Voyage et Accompagnement - Guide local" was reiterated by the President of ANG<sup>27</sup> who is worried by the disparate level of performances by local guides. Razafimahatratra indicated that the majority of local guides need to strengthen their skills through intense and continuous training.

In general, overall training within the Tourism Sector is still widely believed to be spotty and inconsistent. The lack of standardized training of nature guides, tour guides and operators may well be one of the more significant barriers to sustainable nature-based tourism. This statement may also apply -to a lesser extent- to protected area personnel which also appears to be insufficiently trained to meet international tourism expectations.

### **3.3. Training Providers and Training Facilities**

#### **3.3.1. Introduction**

In the context of Madagascar's current status of training and education, the summary on education provided by the Bertelsmann 2008 Country Report<sup>28</sup> is noteworthy:

---

<sup>27</sup> Lanto Razafimahatratra, President Association National des Guides. Personal Communication 2nd of March 2009.

<sup>28</sup> Bertelsman Transformation Index (2008). Country Report Madagascar 2008. Source: Website BTI Madagascar.

## Madagascar Centralized Training Facility Fact-finding Mission

*“The state and system of education is in poor shape: primary education suffers from overcrowded classes; buildings in near ruins, poorly paid and de-motivated teachers, and outdated curricula and methods. Secondary education and university systems are also in poor shape. The outcome of these deficiencies has produced hazardous academic results. This is in part due to a privatized micro-type of secondary schooling. Furthermore, professional training is underdeveloped. This is to some degree caused by an explosion in enrolment related to the country’s age structure. Professional training is underdeveloped due to the second republic’s failure to re-invest in and deepen social capital. The HIPC debt relief initiative has set budget means free, which are invested in new teachers, buildings and better curricula to improve education. Education expenditures are now in the area of 3.3% of GDP. While reforms have begun, it will take a cautionary 15-20 years before these reforms will yield results.”*

The poor state of education, lack of training and the large demand for well trained and qualified professionals and technicians as described by the Bertelsmann country report apply country-wide; the sectors of protected areas, forestry and tourism being no exception.

The Tourism Master Plan for Madagascar highlights the importance of capacity development and training for the tourism industry. Weaknesses highlighted by the Tourism Master Plan include: a low awareness of service; insufficient public training facilities (INTH is the only facility); a lack of guidelines and regulations for training; a shortage of qualified personnel on all levels and in all areas of the tourism sector; little English skills; and insufficient quality standards of training and trained people. The Master Plan recommends targeting schools across the country for the application of awareness building programs related to tourism; furthermore to establish Vocational Training Centers and Colleges to train personnel needed for the service sector of tourism on all levels to also include apprenticeship programs. The Master Plan emphasizes the need to train tourist operators as well as national, regional and local tourist guides. The plan also suggests setting up Tourism Management Schools to train hospitality supervisory personnel, and a Centre for Tourism Studies at the University level. The plan indicates the need to develop certified training programs and curricula, to set standards for all education and training programs, curricula and syllabi to be certified by the Ministry of Education.

The Tourism Master Plan also recommends to the Office National de Tourisme de Madagascar (ONTM) to assume responsibility for gathering information on international standards, identifying training needs, defining training schedules; promoting apprenticeship programs, endorsing cooperation with other international schools, defining training schedules for the different training facilities, controlling the quality of training, monitoring the content of training programs, implementing special short-term training events and monitor the success of these efforts.

The Master Plan also provides a list of governmental and semi-governmental institutions in Madagascar which should synchronize educational and training programs offered and which should cooperate in establishing commonly accepted standards.

In summary, the very comprehensive Tourism Master Plan provides an excellent overview of Madagascar’s tourism sector. It aptly analyses the shortcomings, bottlenecks and constraints hampering the development of tourism. It addresses salient issues in great detail and provides

potential solutions to all problems highlighted by the Plan. The recommendations provided are generally sound but highly ambitious. In short, the Tourism Master Plan may serve as a high quality guide for the development of the country's tourism industry.

### **3.3.2. Donor Community Protected Areas and Tourism Related Training**

It appears that all bilateral and international donor agencies and organizations as well as all major conservation oriented NGOs active in Madagascar have been involved at some point in training activities of personnel related to protected areas and/or the tourism sector. In the following a brief overview of past, on-going and planned training by key donors and NGOs is provided.

#### **3.3.2.1 World Bank (WB):**

From 2004-2009 the World Bank has provided financial support (*inter alia*) to MEFT through a US\$ 40 Mio. grant that is complemented through a US\$ 9 Mio. GEF grant. The grants cover part of MEFT's operational costs, support capacity development of MEFT personnel, in particular of the Forestry Division, finances the new forestry code (jointly with GTZ) and supports MNP (i.e., institutional strengthening and covering all its operational costs which also include training). It has become obvious that the highly ambitious targets set for the current Phase III of the Program cannot be reached within the given timeline (end of 2009). Phase III has therefore been expanded by one year to terminate by the end of 2010. At current US\$ 12 Mio. are still available in support of MNP. USD 7 Mio. of the US\$ 49 Mio. combined grant had been allocated to the Endowment Fund set up in support of the Protected Area System. The World Bank currently negotiates a follow-up Phase III with the GOM<sup>29</sup>.

According to B. Rajaonson<sup>30</sup> from the World Bank the remaining funds are provided to the MNP "without strings attached". In other words allocation is left to the discretion of the MNP. Apparently 7%-12% of the US\$ 12 Mio. are allocated to training without further specification.

#### **3.3.2.2 "Pôles Intégrés de Croissance" (PIC) Project :**

This Government project funded by the World Bank is working in close collaboration with different Ministries to promote socio-economic development in three destinations or 'poles' (Nosy Be, Fort Dauphin, and Antananarivo - Antsirabe). The project's strategic priorities include sustainable resource management, tourism and tourism related training, capacity development of local people, and to stimulate private sector investment in tourism. In 2005 the PIC project evaluation document of Phase I (2000-2005) indicated that in Nosy Be and Fort Dauphin, 70% of employees in the tourism sector needed better professional training<sup>31</sup>. The same source concluded that sustainable financing for much needed training in all areas related to tourism is essential. PIC's second phase (2005-2010) builds on Phase I with the same focal areas and US\$ 5 Mio. allocated to the development of tourism in the three geographic target areas for which a tourism related training

---

<sup>29</sup> Bienvenue Rajaonson, Principal Environmental Specialist World Bank. Personal Communication 5th of March 2009.

<sup>30</sup> Bienvenue Rajaonson, Principal Environmental Specialist, World Bank. Personal Communication 5th of March 2009.

<sup>31</sup> CHL Consulting (2005) Appui à la formation professionnelle dans le secteur Tourisme et les secteurs Liés au Tourisme, Project Poles Integres de Croissance (PIC), Rapport final, 10 Juin 2005.

## Madagascar Centralized Training Facility Fact-finding Mission

need assessment has been carried out. The need assessment, however, addresses mostly the service sector although local, regional and specialized guides are mentioned.

In 2006 the PIC project sent Malagasy people to a “train-the-trainers” session to Mauritius. The trainers returned to provide basic training to hotel staff in Madagascar. The training aims exclusively at the service sector (i.e., room service, reception, waiters, restaurant, bar work, roles of supervisors etc.). PIC has trained approximately 300 persons so far, all related to the service sector. First aid training was provided by the PIC for tour guides, using teachers from the Malagasy Red Cross. In 2006 around 50 guides were trained, and the process will continue in 2007. PIC intends to expand the training need assessment to tourist guides within the three regions. Since guides are mostly independent (i.e. not part of any tourist agency) PIC relies on information on training supplied by regional tourist offices.

In this context two observations are noteworthy, (a) PIC’s activities are geographically restricted to three regions only and (b) it addresses the tourism service sector only. Nature-based tourism and protected areas as critical destinations are not explicitly included in the PIC Program.

### **3.3.2.3 Gesellschaft für technische Zusammenarbeit GmbH (GTZ):**

GTZ activities focus mostly on support zones of protected areas and the establishment and sustainable management of new protected areas. The three major areas of interventions are:

- Environmental Education (Kit MAD’ERE): targeted at teachers of elementary schools, not directly linked to protected areas. Teacher training and program development proceeds in collaboration with the Ministry of Education and is implemented by local NGOs on behalf of GTZ.
- Biodiversity Advisory function at MEFT: with focus on the establishment and sustainable management of new protected areas. This also includes the development of a strategy for sustainable tourism related to new protected areas which according to GTZ<sup>32</sup> is insufficiently covered by the Tourism Master Plan Madagascar. According to the same source, tourism related training will be stressed.
- Promotion of Sustainable Tourism in partnership with MEFT, PIC and FANAMBY: a three year training project (EUR 400,000) aimed at the training of 60 trainers related to tourism. Training will be provided to hotel service management, waiters, NGOs, Community Based organisations (CBO), personnel of the National Tourism Board and tour guides. The training is related to three protected areas each within the three geographic regions of German Assistance (Diana, Boeny, Atsimo Andrefana).

### **3.3.2.4. United Nations Development Programme (UNDP):**

At current UNDP plays a minor role in the area of interest. Its present involvement is confined to a US\$ 600,000 grant provided to the local NGO FANAMBY for work related to the establishment of new protected areas based on spatial integrated land use planning, and the empowerment of CBOs located within selected ecological corridors. Also in collaboration with FANAMBY, UNDP is in the process of conceptualizing a project aimed at the creation and management of new protected areas,

---

<sup>32</sup> Klaus Mersmann , Senior Advisor GTZ. Personal Communication 5th of March 2009.

to be selected on the proven basis of integrated spatial land use planning in specially targeted ecological corridors. The concept paper will be presented to the GEF Council for funding approval within the current calendar year.

**3.3.2.5. United States International Development (USAID):**

USAID has been one of the first and most important promoters and supporters of biodiversity conservation in Madagascar. For the past 18 years USAID has worked in support of the country's protected areas and has been instrumental in establishing MNP to which it provided direct financial and technical support until 2004. In 2004 USAID pulled out of its direct support to MNP in favour of working directly with CI, WWF, and WCS, however, still in support of protected areas and biodiversity conservation.

USAID operates on a five-year budget/program cycle. The last cycle (2003-2008) which ended within the previous calendar year, focused on the expansion of the protected area network in response to the country's Durban Vision . Focal areas of interventions have been the expansion of the current PA system within identified ecological corridors, the development of nature-based tourism for the benefit of communities, and capacity development of protected area personnel and CBOs (via CI, WWF and WCS).

**3.3.2.6. JARIALA:**

One of USAID's Program Components (2004-2009 ending within the current calendar year) aimed at re-vitalizing the country's forestry sector. More specifically, JARIALA (US based Consulting Company) on behalf of USAID, has been involved in re-designing and up-dating the forestry training curriculum at the Forestry Faculty of the University of Antananarivo, producing manuals for forest technicians in the realm of sustainable forest management and training curricula for forest technicians and engineers.

The project Director Andy Keck<sup>33</sup> reports that there is an enormous demand for well trained forestry technicians, engineers and managers, especially in the light of forest management responsibilities being increasingly delegated to local communities. Communities appear to have neither the technical expertise nor the personnel to manage the forest resources in a responsible fashion. The problem is compounded by the fact that the country's forest ecosystems are extremely rich in biological diversity which is increasingly threatened in the absence of sustainable management. According to Keck the most basic knowledge of forest management (inventories, access development, sustainable utilization and processing of wood products) is lacking, substantiating the enormous demand for well trained forestry personnel on all levels, especially within rural communities charged with forest management responsibilities.

Keck argued that at current forestry related training at technical institutions is almost non-existent and that the situation is worsening with ever fewer persons receiving training. Furthermore that although the elaboration of forest management plans are part of the legal requirements for community forest management, communities are unable to comply with such stipulations due to the

---

<sup>33</sup> Andy Keck, Project Manager of Forestry Project USAID/Jakiala. Personal Communication 11th of March 2009.

lack of qualified personnel. Also there are no standards for management plans and/or organized training.

USAID is currently involved in conceptualizing and organizing the next Program Phase for 2009-2014. According to N. Razakamanarina<sup>34</sup> the new phase will concentrate on new protected areas within Madagascar's designated Eastern Ecological Corridor, good governance and livelihood improvement of corridor communities. For the new Phase USAID will enter a co-financing agreement with the WB and GTZ, also hoping for co-financing and cooperation with KfW<sup>35</sup>. As expressed by N. Razakamanarina<sup>36</sup> the greatest need is for practical, hands-on-training in sustainable resource management on the community level, training related to tourism and the management of new protected areas.

### **3.3.2.7. Conservation International (CI):**

Conservation International, one of the largest international US-based Conservation NGOs, has historically been a leading force in Madagascar's biodiversity conservation movement. CI played a key role in promoting the urgent expansion needs of the country's protected area system which is currently taking place. With the new Protected Area Code coming into effect in 2006 allowing private sector involvement in the establishment and management of new protected areas CI's main focus has shifted to new protected areas. CI now concentrates on the establishment and sustainable management of new protected areas. For this purpose CI has entered into collaboration- and co-financing agreements with numerous international donors and NGOs such as WCS, WWF, New York Botanical Gardens, Durrell Foundation and locally with FANAMBY, the University of Madagascar (Agriculture Faculty) and others. CI in the past has assumed a lead role in organizing regular donor workshops to discuss conservation strategies and how best to create synergies.

The NGO currently operates in two geographic regions (i.e., designated ecological corridors, the perceived backbone of the new protected areas to be created) for which sites for potential new protected areas have been identified. Key challenges for CI are to address the questions of how best to manage the new areas, optimum governance and how to locate sustainable financing.

A critical component of CI's efforts in support of new protected areas has been the aspect of capacity development and training. Based on a need assessment carried out by CI for its geographic target areas, CI has initiated tourism product development and conducted tourist guide training related to the new PAs targeted for CI support. According to James MacKinnon<sup>37</sup> future efforts will continue to be directed to the development and sustainable management of the designated ecological corridors that connect existing protected areas. CI recognizes that capacity development and training related to the new protected areas, the development of nature-based tourism and the strengthening of CBOs will be Key to the successful establishment and management of new areas. Strategies are expected to be adopted by CI to fully address such needs in cooperation with its partners.

---

<sup>34</sup> Ndranto Razakamanarina, Deputy Teamleader Environment/Rural Development Office USAID. Personal Communication 12th of March 2009.

<sup>35</sup> *IBID*

<sup>36</sup> Ndranto Razakamanarina, Deputy Teamleader Environment/Rural Development Office USAID. Personal Communication 12th of March 2009.

<sup>37</sup> James Mc Kinnon, Conservation International. Personal Communication 27th of February 2009.

### **3.3.2.8. Wildlife Conservation Society (WCS):**

The probably most important project of the Wildlife Conservation Society (WCS) in Madagascar is currently implemented in collaboration with the “Réseau de Educateurs et Professionnelles de la Conservation a Madagascar (REPC)”. Phase 1 of this Program (2004-2008; total budget of US\$ 500,000) with co-financing from the McArthur Foundation, successfully developed and implemented training modules in resource management and conservation throughout the country. Meanwhile REPC has developed 25 training modules including Modules on Tourism (service sector), Nature-based Tourism and Protected Areas. The latter module is targeted at University students but can be adapted to other target groups as required. Currently the REPC is working jointly with the American Museum of Natural History and the MNP on a module for protected areas and nature-based tourism addressing five key topics: (a) basics of conservation and biodiversity, (b) sustainable resource management, (c) management of protected areas, (d) marine ecosystem conservation, and (e) climate change. Prior to elaborating the modules the REPC in close collaboration with MNP provided training to trainers with trainers originating from MNP. REPC also cooperates with MEFT on training MEFT’s regional technicians (22 trainees for the country’s 22 regions) and has completed already two training events. The REPC has a total of 900 members distributed throughout Madagascar, mostly teachers and practitioners. The organization is currently in its second phase (2008-2010) with new funding from the MacArthur Foundation. Its increasing membership and growing requests for training events reflect the increasing popularity of the REPC and its activities.

In this context the method applied to the production of the modules is noteworthy: In a first step the module to be elaborated is publicly advertised in a quest for proposal. Proponents of a proposal are then screened by a multi-disciplinary Committee with special expertise in the area of interest. Potential candidates selected are then invited to discuss their approach to be taken to the issue at stake at a multi-stakeholder workshop. On completion of the module development the product is peer-reviewed and amended. All modules follow the same structure: synthesis of the topic, power point presentation, teachers guide and exercises.

### **3.3.2.9. World Wide Fund for Nature (WWF):**

The World Wide Fund for Nature has a long presence in Madagascar. Being one of the first international Conservation NGOs in the country, the WWF has been instrumental in the establishment of Madagascar’s Protected Area System in close cooperation with CI, the donor community and MNP. In the past it has set up and implemented a program funded by USAID on ecotourism and protected area management, also sending MNP staff for training to South Africa and Canada on PA interpretation and management. At present WWF is involved primarily in the implementation of the EP-III Program related to new protected areas. With a staff of 150 the WWF currently implements 50 conservation projects, all of which have training components. According to Holihasinoro Andriamandimbisoa<sup>38</sup>, WWF’s Capacity Development Officer, WWF is in the process of developing a training program aimed at 20 CBOs related to new protected areas to apply training modules elaborated in-house. The training modules focus on organizational capacity development of

---

<sup>38</sup> Holihasinoro Andriamandimbisoa, Capacity Development Officer WWF. Personal Communication 3rd of March 2009.



CBOs, participatory planning techniques and monitoring and evaluation. If successful, the training will be expanded to a total of 100 CBOs. WWF is not involved in any tourism affiliated training and/or protected area staff training and has no immediate plans to become involved in these specialty areas<sup>39</sup>.

#### **3.3.2.10. FANAMBY:**

A Madagasy NGO founded in 1997, FANAMBY's work focus traditionally has been on support zone development of the country's protected areas in close collaboration with support zone communities. The decision to work on support zones of PAs was prompted by a large multi-stakeholder workshop on the country's biodiversity conservation in 1995. Capitalizing on its experience with sustainable land- and resource use planning related to PA support zones the NGO has now shifted its focus from support zones to the newly designated ecological corridors which provide an opportunity to the private sector to assume a more assertive role in PA establishment, the strengthening of Community-based Organizations (CBO), and integrated land-use planning, in accordance with the new Code on Protected Areas.

FANAMBY is currently involved in establishing six new protected areas based on an integrated land use plan elaborated by the NGO in close collaboration with CBOs related to the respective PAs. According to Serge Rajaobelina<sup>40</sup>, the Director of the NGO, Communities are very receptive to FANAMBY's planning and management approach which produces visible results for the benefit of communities. CBOs have come to realize the benefits of this cooperation and their new role in proactive decision-making processes and FANAMBY's efforts in technical transfer and assistance to open new markets for local products. This also applies to FANAMBY's approach to community-based tourism establishing contacts between CBOs and Tour Operators to make use of new destinations developed jointly with CBOs.

FANAMBY has been involved in tourism related training, mostly directed to the service sector (personnel of a wilderness lodge and village accommodation) related to community-based tourism. The NGO has also trained 15 local tourist guides associated with village operations. FANAMBY does not provide scheduled training, pursuing its approach of "hands-on" training, "learning by doing", in all projects in which FANAMBY is involved<sup>41</sup>.

#### **3.3.2.11. GOTO Madagascar:**

"GOTO Madagascar", a group of tourism operators in the country, undertook a tourism training program between September 2005 and May 2006, which was part-financed by the European Commission under the ProInvest Program<sup>42</sup>. The Program targeted 10 tourism industry leaders from Madagascar and Mauritius to exchange knowledge, ideas and experience of sustainable tourism in both countries. The training program introduced the participants to concepts of sustainable tourism

---

<sup>39</sup> Holihasinoro Andriamandimbisoa, Capacity Development Officer WWF. Personal Communication 3rd of March 2009.

<sup>40</sup> Serge Rajaobelina, Executive Secretary FANAMBY. Personal Communication 2nd of March 2009.

<sup>41</sup> *IBID*

<sup>42</sup> GOTC and PROINVEST (2007). Training and development for Tourism. Training Initiative to catalyse Interest in Sustainable Tourism in the Tourism Industry in Madagascar and Mauritius.

in order to encourage discussions on how to better access the tourism market and make tourism products and destinations more sustainable. Based on this training event a quite useful tourism manual was developed in modular form, co-financed by GTZ<sup>43</sup>. It is noteworthy that the initiative for the training event had been taken by the Private Sector reflecting the awareness of training needs on all levels within the Tourism Industry.

### **3.3.2.12. Tour Guide Association:**

Created in 1999 the National Association of Guides (ANG) promotes guiding skills on the local, regional and national level, although numerous local guides (nature-based tourist guides) are not yet official members of the Association. Regional members are actually the Regional Tourism Boards (currently represented in 15 of the country's 22 administrative Regions).

Recognized guide categories by the Association are national guides, provincial guides, regional guides, local guides and specialized guides (nature-based tourist guides). In reality, cooperation is confined to tour guides (national and regional) cooperating with local guides<sup>44</sup>. The Guide Association has 800 members (250 national and 550 local) of which only 30% carry a "guide licence" issued by the MEFT. National guides generally receive training by their employing agency and/or hands-on training by seasoned guides working for the same agency. The majority of guides are free-lancing, numerous with inadequate qualifications and/or training. All guides operating under the tutelage of tour- and travel agencies, however, need an operating licence by the MEFT. Most local guides have not received any training. They usually operate from their home base and are affiliated with a neighbouring protected area. Local guides operating in protected areas work under the umbrella of the MEFT and under an operating agreement with the respective protected area authorities.

Although the Guide Association does not provide scheduled training events it has hired trainers in the past to train local guides on special requests in an attempt to link local guides to the market. The training is generally tailored to the local needs. The Association collaborates with MEFT and the Ministry of Education. In 2008 the Association cooperated with "& Beyond" (South African company specialized in nature tourism-related training) and Conservation International on a training event aimed at training trainers of local guides. 22 trainees affiliated with 8 protected areas participated in this 10-days event. Allegedly, this first trial proved to be a failure. According to Lanto Razafimahatratra<sup>45</sup> the training was too short to be meaningful (10 days) and much too costly. The program will therefore be discontinued.

### **3.3.2.13. Office National du Tourisme (ONTM):**

The National Tourism Board is a parastatal agency (Private Sector Association) reporting to a Board composed of private sector representatives including the Federation of Hotels, Professional Guides, MNP, Airlines, the Regional Tourism Board (representing the country's 16 Regional Tourism

---

<sup>43</sup> GOTC and PROINVEST (2007). Training and development for Tourism. Training Initiative to catalyse Interest in Sustainable Tourism in the Tourism Industry in Madagascar and Mauritius.

<sup>44</sup> Lanto Razafimahatratra. President Federation National des Guides/ Association National des guides. Personal Communication 11th of March 2009.

<sup>45</sup> *IBID*

Boards) and others. Although the ONTM performs its own fund-raising it receives EUR 250,000/year from the Government. The ONTM has signed several co-financing agreements with donors and sponsors from the private sector. The ONTM has 20 full-time employees (12 professionals). Its major focus is on tourism promotion. The ONTM regularly attends major tourism fairs in Europe and organizes and implements in collaboration with the MNP incentive tours involving mostly representatives of the Service Sector.

The ONTM with financing of France has conducted a 3-months training need assessment of the service sector in 2008 covering all 22 Administrative Regions of the country. It also has developed jointly with CI a marketing program for products and small-scale tour operators within the framework of promoting sustainable tourism.

Based on the results of the country-wide training need assessment the ONTM has designed a training program for hotel staff in Antananarivo (400 trainees in total) to be financed by the IFC and the Private Sector which will be implemented by the National Institute of Tourism. Recognizing the potential of the country's unique cultural diversity and protected areas, the ONTM also has started a promotion campaign jointly with CI on cultural tourism. Although the Board is fully aware of the training needs related to protected area personnel and local tourism guides, no training has been planned yet to address these urgent training needs<sup>46</sup>.

### **3.4. Training Institutions (Tourism Sector and Protected Areas)**

Eight Training Institutions have been identified for this study in Antananarivo providing tourism related training. There are numerous other regional training facilities which have not been investigated within this study due to time-constraints. Because of their importance as key training facilities related to tourism four of the eight identified Institutions will be assessed in more detail before providing a more general overview and comparison of the eight Training Facilities and their training programs.

#### **3.4.1. Institut National de Sciences Comptables et de L'Administration D'Enterprises (INSCAE)**

INSCAE is the key Institution for training related to all of the Public Service Sector including the diplomatic service. The Institution provides Diploma degrees and offers a Master degree in accounting and organization and business administration. Established through Canadian bilateral aid funding, INSCAE, although a Government owned Institution, operates independently as a parastatal Association. The Institute conducts its own fund-raising which contributes 80% of its annual budget (mostly student fees). 20% of the budget are provided by the Government. The Institute has a permanent staff of 20 and access to 40 specialist trainers on demand. Apart from 15 lecture rooms (capacity of 25 students each), staff offices and a library, INSCAE is equipped with a language- and a computer laboratory. The Institute has trained 50 tourist operators within the past two years. It currently is developing three modules related to the tourism sector: (a) marketing tourism products and destinations; (b) management of tourism development projects; and (c) marketing of

---

<sup>46</sup> Vola Raveloson, Directeur Executif ONTM. Personal Communication 3rd of March 2009.

ecotourism. According to Cyprien Botonavao<sup>47</sup>, INSCAE's Director of Executive Training, the Institute attempts to harmonize training standards with Universities abroad (did not specify which Universities).

### **3.4.2. Institut Supérieur de la Communication, de Affaires e du Management (ISCAM)**

ISCAM was created in 1990 with Swiss funding as the first privately owned and operated training facility with training focus on commerce, business administration and the promotion of private sector commercial initiatives. Academically it is considered a "Centre of Excellence". It combines high standard academic teaching with internships providing hands-on experience to students. According to Colette Rahajarison<sup>48</sup>, ISCAM's Directeur de Formation, high academic standards are safeguarded by annual course updating and evaluation, evaluation of academic performance by students, the quality of teaching staff (all hold a PhD degree), excellent facilities and modern equipment. Dra. Rahajarison indicated that more than 95% of the Institute's graduates find high profile jobs within a very competitive industry reflecting the quality of training. ISCAM is generally regarded as one of the best training facilities in its field in the country. ISCAM prides itself to have partnerships with high profile Universities abroad.

At current ISCAM offers a two-year Diploma course related to the tourism sector. Career opportunities for successful graduates of the tourism program are positions for managers of tourist companies and tour operators, lodges, destination developers etc. A market study by ISCAM indicates that academic degrees higher than the Diploma level are not needed and/or wanted<sup>49</sup> by the industry. For this reason no Master degree is offered by the Institute. Ms. Botonavao reported that ISCAM is involved in negotiations with MNP for student internship placement in protected areas and would like to establish closer working relationship with the MNP for a possible expansion of the training program related to the Tourism Sector. The capacity affiliated with the tourism Diploma course is 25-30 students per year. The Year is the first calendar year at which ISCAM offers a diploma and bachelor degree course in the area of nature-based tourism. However, enrolment is not expected to start until the fall term. ISCAM also offers short courses in modular form which may lead to a Diploma degree.

### **3.4.3. Institut National de Tourisme et d'Hôtellerie (INTH)**

The INTH is a parastatal Institution linked to the MEFT. Its primary teaching/course work focus is directed at the service sector of the tourism industry. The Institute offers Diploma degrees in the areas of hotel management, business management and housekeeping. Certificate courses are offered to tour guides (9 months training) and restaurant/housekeeping (3 months course). The INTH has a standing cooperation agreement with the MNP since 1998. It has provided guide training on behalf of ANGAP delivering 1-3 week on-site guide training (inside the targeted National Parks) using training modules with focus on culture and tourism, nature-based tourism, and language training. Until to date INTH jointly with MNP has trained 300 local guides. The Institute also provides custom-made training to professionals on demand using its own facilities and permanent teaching staff during the period of the academic summer break. INTH is funded to 60% by student fees; it

---

<sup>47</sup> Cyprien Botonavao, Director of Executive Training ISCAE. Pers. Communication 3rd of March 2009.

<sup>48</sup> Colette Rahajarison Directeur de Formation ISCAM. Personal Communication 11th of March 2009.

<sup>49</sup> Romaine Ramananarivo, Director general ISCAM. Personal Communication 11th of March 2009.

receives 30% of its budget from presentations and restaurant services and 10% from Government contributions. According to Noromanana Rabenitany<sup>50</sup>, the Director of the INTH, the Institute is in search of constructing its own facilities pending funding. The current facilities are over-crowded and out-dated. INTH will be unable to meet the growing demand for training hampered by the limitations of its current facilities.

#### **3.4.4. Chambre de Commerce et d'Industrie d'Antananarivo (CCIA)**

The Chamber of Commerce is a Government financed and operated Institution promoting private sector business. It receives its budget through the Ministry of Finance. The CCIA is currently represented in 12 of the country's 22 regions. It falls under the jurisdiction of the Ministry of Commerce and the Ministry of Finance. It has 120 employees, being the largest CCI in the country. Its first priority is to promote Trade and Commerce on behalf of the country's business operations; it establishes contacts for local companies with business partners abroad; it organizes events and trade shows for industry and the service sector including tourist operators, hotels and their corresponding associations. Its capacity to promote business and commerce abroad however appears to be rather limited<sup>51</sup>, mostly confined to cooperation with Embassies.

The CCIA provides training aimed at different target groups including the Tourism Sector. The training module related to tourism includes subject matters such as tour operations, organization of package trips, role of tourist guides, service provider, ecotourism, rural and cultural tourism and camping. The CCIA has developed its own training programs providing certificates accredited by the Ministry of Education. Training started in 2007 involving 15 tour guides (15 in 2008 and 20 in 2009). The training capacity of the CCIA Program is for 25 tour guides/year. The training is free of charge and trainers are paid by the Chamber of Commerce from a special budget provided by the Ministry of Finance for this purpose.

According to Rila Razafimahatratra<sup>52</sup> from the CCIA there is a perceived need for training providers to coordinate and synchronize training syllabi, modules and target groups in order to apply the same standards sector- and country-wide. National standards are lacking. Ms. Razafimahatratra also confirmed the current counterproductive competition between training providers and institutions offering similar training programs of widely differing quality.

#### **3.5. Comparison of Antananarivo's Identified Eight Training Institutions**

The following comparison of Training Providers and Training Facilities encompasses ISCAM, INSCAE, INTH, the Chamber of Commerce, the University of Antananarivo (L.A.T.A), the "Institut de Formation en Tourisme" (INFOTOUR), and the « Tout Tourisme Madagascar - Centre de formation aux métiers du tourisme et de l'hôtellerie » (ATM), and the Laulanie Green University.

---

<sup>50</sup> Noromanana Rabenitany, Director of INTH. Personal Communication 3rd of March 2009.

<sup>51</sup> Rila Razafimahatratra, Responsable de la Formation professionnelle Duale of the CCIA Antananarivo. Personal Communication 3rd of March 2009.

<sup>52</sup> *IBID*

## Madagascar Centralized Training Facility Fact-finding Mission

The **main focus** of ISCAM, INSCAE and the University of Antananarivo (L.A.T.A) is on education and training related to the tourism service sector, management aspects and tourist products rather than on tourist- and nature guides.

**Degree Training:** The Institute Superior Polytechnic of Madagascar (ISPM) and the Catholic Institute of Madagascar (ICM) are both offering Diploma degrees in tourism. ISPM currently considers offering a course leading to a Master degree in the area of interest. ICM focuses on students pursuing a Bachelor degree and post-graduate courses in economics and management.

**Service Sector and Guides:** The INTH, the « Tout Tourisme Madagascar - Centre de formation aux métiers du tourisme et de l'hôtellerie » (ATM), the “Institut de Formation en Tourisme” (INFOTOUR) and the Chamber of Commerce cater to the training needs of tourist guides lodge personnel, Bed and Breakfast operations and the sector “catering services”.

A curricula comparison of the eight Institutions (Annex 12) shows congruence in some topics (environment, culture, communication techniques and foreign language training). None of the Institutes investigated offers specific courses related to protected area management.

Except for INSCAE and the Chamber of Commerce (CCIA) all other Institutes assessed aim at the education of young students pursuing academic degrees. INSCAE and the CCIA provide short courses and modules to mature students, mostly in form of on-the-job training.

Training of protected area personnel is mostly restricted to limited in-service training generally provided by senior MNP staff. As mentioned already in a different context, INTH occasionally includes NP rangers and other NP personnel in their on-site training providing the permission of the Park Director for park employees to participate in the training event is granted. This offers a unique opportunity to park personnel to get familiarized with nature-based tourism related issues, especially with aspects of visitor safety and security. All Institutes analysed offer a tourism-related degree such as a “Licence”, “Certificate”, “Diploma” or “Master”, except for the Chamber of Commerce.

Table 3.5-a analyses and compares the training objectives and visions of the Institutes and potential job opportunities resulting from the training. The Table shows that key jobs targeted by the training facilitated by INTH and the Chamber of Commerce are for Tourist Guides and Nature Guides also a key target of the Institute de Formation en Tourisme (INFOTOR). All other jobs aimed at by this Institute’s training program are mostly directed to technicians working for the Tourism Industry. ATM targets jobs for Tour Guides on a national level and Guides with special language skills as well as managers of small tourist operations. As may be learnt from Table 3.5.-a, the Training Institutions make an effort to address in their training programs possible job opportunities offered by the Tourism Industry.

Table 3.5.-b offers a capacity assessment of each Institute. It is noteworthy that INSCAE has the highest capacity in terms of the number of trainees who can be accommodated (1200 students), followed by ISCAM with a capacity for 800 students (30 in tourism area). Overall, INTH, ISCAM, INSCAE and IATA appear to have the largest capacity with up to 40 in-house teaching staff available by each Institute.

## Madagascar Centralized Training Facility Fact-finding Mission

Annex 13-a describes the legal status of each Institute and lists the partnerships formed with other Institutes at home and abroad. For self-explaining reasons most overseas partnerships are with French speaking Institutes. Annex 13-b reports on the fees charged by the Institutes.

**Table 3.5.-a:** Training Objectives and Job Opportunities Comparison of Training Modules and Certificate/Diploma courses offered by the Training Institutions analysed

<b>Institute</b>	<b>Objective/ Vision</b>	<b>Job Opportunity</b>
INTH	To increase tourism sector contribution for the social and economic development	<b>Tourist and ecotourist Guide</b> Commercial Agent
L.A.T.A Universite D'Antananarivo (Langues Appliquées aux Tourisme et aux Affaires)	To train future leader of economic development based tourism	Designer and manager of tourist project
ISCAM	To become a management pole of excellence	Operational senior manager of enterprise
INSCAE		-Marketing responsible -Administrative manager of tourism
ATM (Atout Tourisme Madagascar) (Centre de formation aux métiers du tourisme et de l'hôtellerie)	To create a practical center of ecotourism in Angavokely (Antananarivo)	<b>-Translator Guide</b> <b>-Tour Guide on national level</b> -Booking and ticketing Agent -Receptionniste -Sous-chef -Manager of small and medium sized-enterprise
INFOTOUR (Institut de Formation en Tourisme)	To train Professional worker	-Ecotourist <b>Guide</b> -Technician of Tourism -Ticketing agent -Commercial technician -Chief of travel agency <b>-Developer of tourism product</b> <b>-Manager of tourism enterprise</b>
Laulanie Green University	To decentralize training center	Future trainers for rural development
Chambre de Commerce d'Antananarivo (Formation Professionnelle Duale)	-Learning by doing -to prepare qualified human resources	<b>Tour Guide</b> Tour guides assistant





**Table 3.5.-b:** Institutional Baseline Information

<b>Institute</b>	<b>Trainers Enseignant et personnel</b>	<b>Infrastructures/ Facilities</b>	<b>Number of certified and specificity of institution</b>
INTH  Creation: 1991	70 trainers, 40 administrative personal	-Capacity of 450 students -Informatics' room -Library -Meeting rooms	600 students with diploma; 2500 certified
L.A.T.A Université D'Antananarivo (Langues Appliquées aux Tourisme et aux Affaires) Creation : unknown	50 professional trainers	Capacity of 300 students	150 students with diploma
ISCAM  Creation: 1990	40 trainers	Capacity of 800 students / 30 students in tourism field	250 students with diploma in tourism (1991-2003)
INSCAE  Creation: unknown	23 permanent trainers 29 part time trainers	Capacity of 1200 students  -12 rooms -3 labo TIC -1 labo de langue -1 library (3048 titles and 32169 exemplaires)	50 students with certificate in tourism
ATM (Atout Tourisme Madagascar)  Creation 2002	15 trainers	Capacity of 70 students  3rooms	Field trip (4) "voyages d'études"  130 with diploma
INFOTOUR Date of creation 1999		4 rooms	
Laulanie Green University Creation 2002	22 trainers	Capacity of 200 students	50 students with diploma
Chambre de Commerce d'Antananarivo Creation: unknown		2 rooms	30 certified people

**In summary:** Although a lot of information has been gathered on the eight Training Institutions analysed in this study, a meaningful qualitative assessment of the curricula and training and their delivery remains difficult to produce in absence of comparable standards. As shown earlier, curricula leading to the same degree differ widely in content and delivery making a qualitative comparison impossible. It is understandable that each Institute questioned tries to prove that it is the best in its field offering the best training. In a highly competitive market and faced with continuous financial constraints, Institutes compete for students who contribute the largest portion to institutional budgets (enrolment and course fees). Against this background it appears essential that all training modules and curricula undergo a rigorous review to result in a standardized training program for each target group which then can be delivered by any Institute that qualifies.

The GOM - PIC project has provided valuable generic guidelines on training modules and on the duration of required training for Tourist Nature Guides that could serve as a model for training of other target groups related to the tourism sector (Table 3.5.-c).

**Table 3.5.-c:** Required topics to be covered by training of Tourist Nature Guides <sup>53</sup>

Libellé	Total Horaire		Total Semaines	
	Théories	Travaux dirigés	Théories	Travaux dirigés
Savoirs Spécifiques	29	47	0,72	1,17
Les cultures générales	112		2,8	
Les techniques d'agence	20		0,5	
La communication	30		0,75	
Le savoir vivre	06		0,15	
Les techniques de vente	08		0,20	
Sous total	205	47	5,12	1,17
Cours en entreprise				04
<b>Total global</b>			<b>10,29 semaines</b>	

The column “Libelle” of the Table refers to generic topics. Each generic topic is broken down into several related sub-topics which jointly form one training block or training module. For further detail on the proposed modules still to-be standardized and approved by MEFT and the Ministry of Education it is referred to the PIC document “Référentiel Certification”<sup>54</sup>.

### 3.6. The Centre de Formation Professionnelle Forestière (CFPF) Morondava

**Introduction:** In accordance with the aforementioned special ministerial request to KfW a general assessment of the CFPF was implemented from 8<sup>th</sup> to 9<sup>th</sup> of March as part of the current assignment. This assessment had been preceded by a similar analysis of the CFPF carried out by the USDA

<sup>53</sup> PIC (2008). Référentiel Certification: Référentiel des Activités Professionnelles. Archives PIC Office Antananarivo.

<sup>54</sup> *IBID*

## Madagascar Centralized Training Facility Fact-finding Mission

Forestry Service on behalf of USAID in 2008<sup>55</sup>, apparently also prompted by a direct ministerial request. The very comprehensive report produced by the USDA Forestry Service provides a detailed historical account of the CFPF, its changing missions, past and current governance, its current status, personnel and financing. Further information on the history and changing management policies since of the CFPF is provided by an internal paper prepared by CFPF staff in support of the current assignment<sup>56</sup>.

**History:** The CFPF was created in collaboration with Swiss Bilateral Aid in 1978 under the umbrella of the Ministry of Water and Forests as a central forestry related training and research facility serving primarily the Menabe Region. Originally established as a training center for timber harvesting professionals (technicians) and wood processing specialists (i.e., carpentry), it has evolved in step with changing needs and changing resource utilization within the Menabe Region and Madagascar at large. In order to provide trainees from the CFPF and Faculty and students from the University of Antananarivo with hands-on practical experience and research opportunities the CFPF was awarded stewardship over the 12.500 ha Kirindy Research Forest, located approximately 70 km from the Morondava training centre.

**Past Operations:** From 1978 to 1988 CFPF was fully funded by Swiss Aid covering all costs related to the Facility's infrastructure establishment, equipment, personnel and trainees. Le décret n° 88-020 du 22 janvier 1988, complété par le décret n°90-261 du 21 juin 1990 après l'abrogation du décret n° 79-056 du 07 mars 1979 donne au CFPF un statut d'Etablissement Publique à caractère Administratif ou EPA.

From 1989 to 1993, training and experimentation continued with the operating partners as before. The training program however expanded in order to address emerging interests in agro-forestry. Swiss funding continued until 1995 upon which the CFPF was left to independent financial subsistence. This also stopped all regular training courses.

From 1995 to 2007 the CFPF operated without Government support on a shoe-string budget with limited funding provided through the NGO "Belgian-Madagascar Association" and revenues generated by contractual, project-specific agreements with other NGOs and Bilateral Aid Agencies.

The CFPF's reputation rapidly declined from 2000 to 2005 due to gross mismanagement. This proceeded hand-in-hand with the deterioration of the facility's infrastructure. The situation stabilized after the appointment of a new director and staff in 2005.

*Après la période de difficulté en 2002, Le Ministère a procédé à la restructuration du CFPF et c'est seulement en 2007 que la procédure touche à sa fin. Ainsi le trente et un mars 2008 le CFPF est désormais dénommé CFPF suivant le Decret n° 2008-404 portant création et organisation du Centre National de Formation, d'Etudes et de Recherche en Environnement et Foresterie, avec un*

---

<sup>55</sup> Jonhson M. and M. Michaud (2007). Mission d'assistance technique du Service forestier de l'USDA République de Madagascar au Ministère de l'Environnement, des Eaux et Forêts; USAID Madagascar et Programme Jariala. Etude technique financière et environnementale du CFPF en prévision de l'élaboration d'un plan de restructuration.

<sup>56</sup> C.N.F.E.R.E.F. (2009). Note de Presentation. Archives C.N.F.E.R.E.F. Morondava.

*statut d'EPIC au lieu de EPA comme avant. Suivi de la mise en place du nouveau directeur le 2 septembre 2008*<sup>57</sup>.

**Kirindy Research Forest and Eco-Tourism Facility:** Complementary to the establishment of the CFPF Swiss funding was used for the construction of the research facilities located inside the Kirindy Research Forest. The Kirindy facilities have been expanded over the years to also accommodate an increasing demand for nature-based tourism. Both, the research- and tourism facilities continue to be in high demand as indicated by the internal review of the CFPF:

*La gestion du site écotouristique de Kirindy, qui a été en location gérance depuis l'année 2000 jusqu'au mois de septembre 2002, a été reprise par le CFPF et les travaux de recherche continueront avec les divers partenaires tels que l'EPFZ, l'ESSA-Forêts, le DPZ, la CIRAD-Forêts, le Durelle wildlife, le TBA (Tropical Biologic Association)*<sup>58</sup>.

The CFPF is one of four training facilities in Madagascar providing technical training in forestry. Scheduled on-campus training of any kind at the CFPF had practically come to a standstill ever since the departure of Swiss Bilateral Aid in 1995 although short-term courses were continued to be offered on demand by and in cooperation with donors (on-campus and off-site). Since 2007 no training of any kind has been offered by the CFPF.

**CFPF Related Training Centres in Madagascar:** The other three Technical Training Centers: Antananarivo, Fianarantsoa and Toamasina which also offer long-term courses (three-year Diploma degree course in Forestry) have joint annual output of 20 graduates. Madagascar's only Faculty of Forestry as part of the University of Antananarivo has an output of 15 graduates per year receiving a bachelor degree on successful completion of a 5-year forestry curriculum. In accordance with an agreement between the CFPF and the Faculty of Forestry students continue to use the research facilities at the CFPF's owned and operated Kirindy Research Forest for forestry related research and field courses.

**The CFPF Morondava Infrastructure:** The CFPF is split into two sites situated within 2 km of each other, both located along the main road of the city Morondava. Site 1 accommodates the CFPF administrative building and a garage/storage building both situated on a city lot. The two-storey masonry office building has 14 rooms (4 offices, one library, 2 meeting rooms, 2 administrative rooms, bathrooms, reception- and storage rooms). Both buildings are sound but in urgent need of repairs. The site is connected to the city water and power supply. All office equipment and furnishings need to be replaced.

Site 2, the actual training facility, is located on a 4 ha CFPF owned property. It is composed of 7 staff bungalows, one student dormitory with 4 rooms accommodating 28 students, shared bathroom/ablution facilities, one building with 2 lecture halls (20 students each), one kitchen and restaurant, one mechanic shop, one very large, open-sided woodworking shop and sawmill and one small tree nursery. All buildings are run down and in urgent need of repairs and rehabilitation. The student facilities are sub-standard and in urgent need of repairs. Several buildings should be condemned, unfit for rehabilitation. The mechanic workshop needs major rehabilitation. The large

---

<sup>57</sup> *IBID*

<sup>58</sup> *IBID*

## Madagascar Centralized Training Facility Fact-finding Mission

structure of the wood-working/processing complex is sound. Most of the original wood-processing machines including the saw mill are not functioning. The property is neither fenced nor landscaped. The site is connected to the city's power grid and water supply. All of the training facility's equipment and vehicles are outdated and have to be replaced.

**The CFPF Kirindy Infrastructure:** The Kirindy tourist and research facilities can be reached via all-weather dirt road from Morondava (2-3 hours driving distance). The infrastructure of the Kirindy tourism facilities is composed of 10 two-bed cabins, one building with 7 (two-) bedrooms, two large open-walled communal rooms (i.e., one dining room/restaurant and one lecture hall), one reception cabin and one kitchen cabin. All structures are made of wood. The facilities are rustic with communal ablutions. Each guest cabin has a shower. The camp is solar-powered. Water has to be taken in by a tank- wagon from a 12 km distant source. The Kirindy research quarters can accommodate 7 resident scientists and 20 students. The capacity of the nature-based tourism facilities is 20 tourists/night. A total of 2048 tourists visited Kirindy in 2008 (March to October). For tourism the CFPF cooperates with tour operators from Antananarivo. The research facilities have their own kitchen, restaurant, dormitories and cabins. All buildings are made of wood. The facilities are rustic, also solar-powered and supplied by the same water source as the tourist camp.

**CFPF Personnel:** The CFPF currently has 43 employees. Twelve permanent positions are allocated to the nature-based tourism operation at Kirindy, composed of 4 nature guides, 4 cooks, 2 receptionists, 2 chambermaids and 3 paid labour (service personnel). Ten permanent employees are responsible for the Kirindy research facilities. The remaining 21 persons are working at the CFPF in Morondava. Of the 43 employees ten are professionals with degrees related to forestry, conservation, finance and management and 15 are forestry technicians working on training projects related to forest management and environmental education. The remaining employees is "service personnel".

**CFPF Budget:** The CFPF has an annual budget of approximately EUR 70.000 (70% wages and 30% operational costs). The entire budget is composed of revenues generated by the CFPF itself without any Government support. Majority revenues originate from the Kirindy tourism operation and research facilities for remuneration received by the CFPF from European and North American Research Institutions and Universities against the use of the facilities (i.e., Agreement with the Primate Center of the University of Goettingen, Germany, sending approximately 10 students/year to conduct research and field courses; agreement with the University of Cambridge, England, sending 23 students every November on a field course; agreement with the Tropical Biology Association TBA of Great Britain, etc.). Other revenues stem from contractual work on behalf of international donors (i.e., implementation of "forest inventories" as part of a GEF/PNUD/GTZ financed project; elaboration of a management plan for the sustainable management of a forest block on behalf of GTZ; evaluation of projects related to forest management transfer to communities and the private sector on behalf of GEF/PNUD etc.). A budget source summary is provided by Table 3.6.

**Table 3.6.:** CFPF revenue generation

<b>Revenue Source</b>	<b>Percent</b>
Kirindy tourism rents and fees	48%
Partnerships and collaborative projects	9%
Consulting services on behalf of donors/NGOs (mandates)	30%
Sawmill and wood processing shop rental, tree nursery	10%
Director position (funded by Ministry)	3%

#### 4. PROTECTED AREAS RELATED TRAINING IN THE SADC REGION

In the context of capacity building and the training of protected area personnel, tourist guides, nature guides and CBOs it may be of interest to see how this is addressed in neighbouring African countries.

In their training need assessment on behalf of the Southern African Wildlife College (SAWC) Pullen and Petersen<sup>59</sup> indicated that there is a deficiency in the capacity for conservation agencies to effectively manage protected areas throughout the Southern African Development Community (SADC) due to the lack of suitable training programmes available to agencies and their staff for conservation.

In general, the formal education system of SADC member Nations is still developing and major inconsistencies and standards occur between countries<sup>60</sup>. Whilst countries such as South Africa have in place formal programs of primary, secondary and tertiary education, others such as Mozambique and Angola have been restricted due to internal conflicts and lack of resources. The concept of training protected area personnel on all levels, in particular wildlife and conservation managers for on-the-ground management, is relatively recent, with southern Africa's oldest wildlife training institution (outside South Africa) being the College of African Wildlife Management at Mweka, Tanzania, established in 1963<sup>61</sup>.

Since this time, a number of other institutions specialising in wildlife and conservation training have become established throughout the SADC region, all with varying degrees of success.

There have been a series of training needs assessments carried out related to conservation training in the SADC region which have led to the establishment of the SADC Wildlife Management Training Project, targeted at Government wildlife agencies and with emphasis on training at the University of Zimbabwe and Mweka.

---

<sup>59</sup> Pullen Lyn and Leif Petersen (2001). Training Needs Analysis Southern African Wildlife College. Unpubl. Report. Archives WWF South Africa.

<sup>60</sup> Schuerholz Goetz (2001). Ausbildungszentrum für Naturschutzmanagement (Schlusspruefung). Southern African Development Community (SADC). Archives KfW Frankfurt.

<sup>61</sup> From: Schuerholz Goetz (2002). Ausbildungszentrum für Naturschutzmanagement Ausbaustufe 2 (Projektpruefungsbericht) Southern African Development Community (SADC). Archives KfW Frankfurt

## Madagascar Centralized Training Facility Fact-finding Mission

Some of the major conclusions drawn at a planning workshop organized by SAWC in 2001 at Pretoria with participants representing regional training facilities the following overall training needs were identified<sup>62</sup>:

- Standardized training (long- and short-term courses) for protected area management personnel;
- Modular courses in administration and project/business management, management of contracts, leases and concessions, and ecological monitoring;
- All aspects of Community Based Natural Resource Management (CBNRM);
- Modules for tourism services and tourism guides;
- Field skills and micro-administration by junior staff in law enforcement, visitor services, CBNRM and ecological monitoring.

Since 1998 there has been a growing regional trend towards modular training and the involvement and integration of communities in the planning processes and the sustainable management of resources in support zones of protected areas. This process started in the early 70s with Zimbabwe's Communal Areas Management Programme For Indigenous Resources (CAMPFIRE) approach. Due to the increasing popularity of the concept numerous “derivates” of CAMPFIRE have been developed and applied since throughout the SADC Region.

In previous years, protected area management in SADC received considerable overseas aid in the form of money, management input, infrastructure and equipment. In more recent years, the focus of such support has changed to community development and capacity building programmes. There are a large number of public and private aid donors operating in southern Africa. General perceptions are that the availability of such aid (predominately foreign) is lessening and that agencies reliant on donor assistance will face increasing difficulties sourcing aid. Reasons are multi-faceted including political instability of countries, governmental change and changing donor policies.

Agencies such as UNDP, World Bank, USAID and German EZ have highlighted the importance of environmental issues and sustainable natural resource management, including sustainable agriculture, although these are not considered a priority in terms of funding. Numerous international agencies still appear to view them as “cross-cutting themes” and a number are deliberately ‘main streaming’ environmental aspects in their funded programs.

A wide range of training institutions and conservation agencies throughout SADC continue to access donor and NGO/Private Sector assistance for conservation-, as well as CBNRM- and tourism related training.

The colleges and training institutions targeted by the Pullen study<sup>63</sup> have been those offering sub-degree and field based training. Such institutions are considered the most comparable to the SAWC and its programmes (Annex 14). The results of this study show that there are a variety of natural resource-based educational courses available in the SADC region varying from basic on-the-ground training exercises for community members to advanced diploma and degree level training for those

---

<sup>62</sup> *IBID*

<sup>63</sup> Pullen Lyn and Leif Petersen (2001). Training Needs Analysis Southern African Wildlife College. Unpubl. Report. Archives WWF South Africa.

## Madagascar Centralized Training Facility Fact-finding Mission

already working within the conservation or management sphere. Many institutions offer a range of Long Courses and Short Courses with a growing trend to modular training. This has led to a highly competitive market with Training Facilities increasingly competing for dwindling donor support and trainees. Most training agencies are focused on training local people (i.e.: from that country). Only a small number including the SAWC have a more regional focus in terms of sourcing students for training.

The SAWC was established in 1997 using mostly donor money from KfW. The SAWC is a “not-for-profit” company operating with the support of WWF-SA, and other fundraisers and providers. Like many other SADC conservation training institutions, the SAWC was established to train and build capacity of on-the-ground natural resource managers (i.e., mostly National Park Personnel and CBOs) from the SADC region. This is part of a process of increasing local empowerment and is considered essential for the long-term sustainable development of SADC countries.

To date, the SAWC provides community and natural resource management training to students from throughout the SADC region and beyond. Training is presented as Long Course Certificate and Diploma formats (duration: one year for each level) and also through a number of Short Courses (duration: one - twelve weeks). The SAWC states its vision to be “regionally recognised as a centre of excellence in conservation education and training in the next five years”.

Each SADC country appears to have its own training facility with training programs custom-tailored to the country’s needs. The multitude of training programs offered by countries in the Southern African Region and Africa at large are neither standardized nor synchronized rendering a content- and quality comparison difficult.

### 5. TRAINING GAP ASSESSMENT

Studying the background information provided by this report the reader may get the impression that “all bases” are covered regarding the training of protected area personnel and tourist nature guides. Both prime target groups of the need assessment in support of the discussion on the Ministry’s request for the establishment of a “Wildlife College” in Madagascar. Digging a bit deeper, however, the training issue becomes confusing.

As also documented by this report, countless training events have taken place over the years targeting both PA personnel and tourist guides, financed and implemented by every single donor, NGO, Institute and agency active in the areas of conservation and tourism in Madagascar. On the other hand, as documented by this report, there has been very little coordination and collaboration with regards to training programs and delivery between providers in the past. Every single training provider, be it a donor, NGO, Training Institute or a Government Agency seemingly felt obliged to designed its own training program and to pursued its own mode of delivery.

Although training in the past may have been based on (rudimentary) training need assessments/“gap analysis”, such efforts have been localized and associated with mostly donor-driven projects. The result is a colourful mosaic of single, mostly un-synchronized efforts which have failed to produce any synergies, formalized and homogenous training programs and/or training accreditation.



## Madagascar Centralized Training Facility Fact-finding Mission

In synthesis, the training need estimates of National Park Personnel and Local Tourist Guides related to National Parks as provided by this report permit preliminary conclusions regarding existing training gaps for these two key target groups. Training need estimates for all other target groups related mostly to new protected areas, however, are speculative and should be confirmed by a comprehensive need assessment covering the entire country.

The gathered information on training needs, however, appears sufficient to determine whether the demand for training concerning the defined target groups would be large enough to justify the establishment of a centralized training facility such as the proposed Wildlife College – Bush Academy.

### **5.1. Target Group Protected Area Personnel**

Very comprehensive quantitative data on potential trainees has been supplied by the MNP. The data provided indicate that the majority of the MNP personnel has undergone some training; furthermore, that training programs for in-service training have been designed by the MNP jointly with INTH annually for the past decade. The delivery of the training, however, has been far from satisfactory. It was intermittent and did not cover all protected areas equally; also the training appeared to be rather superficial because of budgetary constraints.

The MNP currently employs 887 persons: 312 work in administrative and service positions, 43 occupy higher level management positions and 532 are considered field personnel, working directly inside protected areas.

**A conservative estimate reveals that at least 700 MNP Personnel (excluding service sector personnel such as night guards, drivers, cleaning personnel etc.) of the 887 persons would be subject to in-service and special training.**

As indicated by Annex 7 Table 3, 505 of the 887 employees are currently directly linked to tourism activities. No quantitative data are available on training topics for the 887 employees. Available information appears to suggest that the need is greatest amongst park personnel on all levels. As learnt from Annex 7 Table 2 only 91 of the 532 persons working inside protected areas (mostly rangers) have some educational background related to “environment”. It may be safe to assume that knowledge gaps especially in areas of ecology, sustainable resource use and protection, communication, conflict management, and nature-based tourism exist.

This Fact-finding Mission explicitly excludes proposed new protected areas which eventually will be integrated into the existing protected area system. There are two main reasons for focussing on National Parks within this study: (a) it was (rightly) assumed that the existing data base for National Parks would be better than for the new protected areas which are mostly in various stages of development, and (b) To keep the overall sample size “manageable” in this first attempt to address a highly complex issue.

For argument's sake, a conservative extrapolation of the available employment figures for the existing protected areas suggests that at least **2000 new positions** directly linked to the new areas will be created over time. It is safe to assume that all 2000 new employees will need basic training to meet the challenges of their designated jobs. Expected training will cover all three categories: management, administration and field personnel.

**It is estimated that a total of at least 2500 persons directly linked to protected areas (existing National Parks and New Protected Areas) will need base training and/or continuing in-service training by the year 2012 (proposed completion date of the new protected areas establishment).**

### **5.2. Potential Target Group “Community Based Organizations” (CBOs)**

As may be learnt from the principle objectives of the EP-III Program, the PIC Program, and the Madagascar Action Plan, as well as from most donor and NGO conservation oriented projects (USAID, GTZ, UNDP/GEF, WWF, CI, FANAMBY), by far the largest need for future training will be related to sustainable community development and conservation. In accordance with Government policy, community empowerment is one of the central priorities of the country's overall development goals. The demand for training of CBOs in all areas related to sustainable land and resource use, conservation, environmental protection, and planning will therefore be huge. There is no doubt that current projects and funding addressing the huge demand for training in this area are only touching the tip of the Iceberg. If CBOs are expected to accept stewardship over biodiversity-rich forests, marine and coastal ecosystems, the support zones of protected areas and ecological corridors, training demands will grow exponentially. Much of the training needs could and possibly should be delivered on-site. It is widely accepted, however, that the greatest need will be for well trained technicians in all areas related to land- and resource use management which only can be delivered using accredited Training Institutions, providing Certificate level training and Diploma degrees (long-term courses).

### **5.3. Target Group “Nature Guides”**

The statistics provided by the MNP on local guides operating under an agreement with the MNP in protected areas indicate that at present 504 local nature guides are actively involved in 20 of the 46 protected areas. The rest of the protected areas have no visitors and consequently no need for guiding services. The absence of visitors appears to be mostly access related and because of lacking infrastructure. With improved access and infrastructure areas currently not visited may attract tourist. This also would generate more jobs for local guides. A conservative estimate suggests a future need for at least 300 additional local guides for the 26 areas with no visitation at present.

Considering the proposed new protected areas (triple the size of the current area under protection) the need for local guides will grow exponentially. On completion of the planned expansion of the

protected area system (by 2012) the total number of new guides could reach as many as **2000**. According to MNP, approximately 500 of the existing local guides fit into the highest category of the guide classification by the MNP/INTH. Lanto Razafimahatratra<sup>64</sup>, however negates this statement suggesting that the standards of local guides (including the highest category) are still below acceptable levels and that special areas of importance have been lacking in past training provided by ANGAP/INTH.

**The demand for local guide training related to the expanded protected area system amounts to an estimated 2600 potential trainees by 2012 (proposed date by which the expansion program is expected to be finished).**

#### **5.4. Target Group “Forest Technicians”**

Christian Burren<sup>65</sup>, a Forestry Expert at MEFT, referred to a widening gap between demand and supply of well trained forestry technicians and engineers in the country. According to Burren this applies in particular to the growing need for qualified forest technicians at the certificate and diploma level by communities with stewardship for sustainable forest management. The current training facilities and providers are unable to meet this demand. Against the background of growing community empowerment which includes stewardship for sustainable forest management, the demand for well trained forestry technicians is expected to grow exponentially, a critical factor in assessing the future mandate and potential of the CFPPF.

A forestry sector analysis has not been a part of the ToR of this Fact-finding Mission. Nevertheless, a comprehensive training need assessment related to the forestry sector would have to be an essential part of a more comprehensive feasibility study needed prior to deciding on the future of the CFPPF as a centralized Training Institute.

**It is safe to assume:  
that the current demand for training in the forestry sector is large and growing with increasing community empowerment..**

#### **5.5. Training Institutions**

Eight Institutions have been identified with educational/training programs related to the Tourism Sector in Antananarivo, mostly addressing the training needs for upper management personnel of the tourism service sector, to a lesser extent for local guides.

<sup>64</sup> Lanto Razafimahatratra, President Association National des Guides. Personal Communication 2nd of March 2009.

<sup>65</sup> Christian Burren Forestry Expert MEFT/JARIALA. Personal Communication 12<sup>th</sup> of April 2009.

## Madagascar Centralized Training Facility Fact-finding Mission

No Institute evaluated appears to be directly involved in capacity development of upper management personnel of protected areas. No academic curriculum/degree is currently offered in the field of protected area management anywhere in Madagascar. Two Institutions offer on-site training within protected areas for local guides. As described earlier, MNP park personnel may participate in such training events.

The only Institute offering forestry related academic degrees in the country is the University of Antananarivo. Four Regional Forest Colleges offer curricula leading to a Diploma degree and/or a Certificates related to forest management.

There are no Institutes and/or Training Facilities specifically addressing CBO training needs. CBO training at current is mostly implemented by NGOs in collaboration with international donors.

No concrete data on the numbers of trained professionals in sectors related to sustainable forest management and community-based natural resource planning and management are available at this point. Concrete statistical information may only be obtained through a country-wide comprehensive need assessment covering all sectors equally, a critical prerequisite for intelligent and meaningful future planning of training programs and business plans for Training Providers and Institutions.

It is doubtful, however, that existing training providers and training facilities will be able to meet the expected demand considering their current capacities. This may only be achieved through a concerted effort involving all key stakeholders (Government, Donors, NGOs and Training Institutions) elaborating a coordinated and synchronized training strategy and supporting a facility (-ies) that can deliver the training.

One of the key shortcomings adversely affecting Training Providers, Training Institutes and trainees alike is the lack of standardized teaching materials and training offered. The issue of standardization has surfaced in all discussions held with the donor community, NGOS, professionals, training providers and training institutions consulted in support of this assessment. The lack of standardization is recognized as a “huge problem” affecting all sectors of the country. Although there is stakeholder consensus on the need for standardization no concerted effort has been made yet to solve the problem.

According to M. Mandrimanana, Directeur de l’Enseignement Technique Ministere de l’Education<sup>66</sup>, the Ministry has established Committees to develop educational and training standards for several target groups. This is a first attempt to address this issue at the highest level. According to the Ministry no standards have been developed yet for tourism guides although the urgency to address this problem is recognized<sup>67</sup>.

Several other efforts have been made addressing this problem (e.g., Tourism Masterplan Madagascar, Project PIC, Plan GRAP, MEFT’s “Strategie de Recyclage”, and REPC), which may only be solved through a more holistic approach involving all key stakeholders.

---

<sup>66</sup> M. Mandrimanana, Directeur de l’Enseignement Technique Ministere de l’Education, Personal Communication 5th of March 2009.

<sup>67</sup> *IBID*

## Madagascar Centralized Training Facility Fact-finding Mission

In this context the issue of “accreditation”, closely linked to the issue of “standardization”, is recognized as a critical problem that also has to be addressed urgently. The current accreditation procedure under the jurisdiction of the Ministry of Education is outdated, counter-productive and in urgent need of revision. At present, training facilities and training providers in Madagascar do not need the approval by the Ministry of Education to operate. Consequently, a growing number of private training providers are seemingly operating without accreditation by the Ministry. This exacerbates the already unmanageable problem related to the lack of standardized training. It also poses a grave problem for students applying for admission at accredited Institutes which may not recognize degrees from un-licensed providers, hence denying graduates access to a higher education.

**The generic problem of lacking norms, standardized training, and accreditation has to be addressed urgently.**

### 6. POTENTIAL ESTABLISHMENT OF A WILDLIFE COLLEGE/ BUSH ACADEMY

The idea to create a “Wildlife College/Bush Academy” as put forward by the MEFT requires a critical analysis. The concept of a centralized Training/Research Facility has its appeal and merits. To date no such facility exists in Madagascar in contrast to numerous SADAC member Nations operating centralized training facilities. The Colleges and Training Institutions in neighbouring Nations address primarily the training needs of Protected Areas and their Support Zones and increasingly community needs with respect to sustainable resource management.

The validity of a centralized facility depends on many factors. The most important question is whether such Institute can be sustainable, financially and in terms of trainees (sustainable numbers). The first step in answering this question would be a comprehensive training need assessment and demand analysis. This is supported by Johnson and Michaud<sup>68</sup> who highlight the importance of a comprehensive training need assessment in their recommendations to the MEFT based on their evaluation of the CFPPF. It is argued that a need assessment substantiating sector-specific training demand will be essential in guiding the decision-making process on the future of the CFPPF.

As indicated by Table 6-a the estimated total number of potential trainees including all target groups addressed in the previous Chapter may range from a conservative 9,000 to a high estimate of up to 12,800. It appears prudent, however, to use these estimates with great caution, since supporting data at current are only available for existing NP personnel and NP related local tourist guides. All other estimates are simply based on discussions and interviews held in support of this Mission and on deduction.

---

<sup>68</sup> Johnson M. and M. Michaud (2007). Mission d’assistance technique du Service forestier de l’USDA République de Madagascar au Ministère de l’Environnement, des Eaux et Forêts; USAID Madagascar et Programme Jariala. Etude technique financière et environnementale du CFPPF en prévision de l’élaboration d’un plan de restructuration. Archives USAID Antananarivo.

**Table 6-a:** Estimated Training Demand by Sector and Target Group (Year 2012).

Target Group by Sector	Estimated Number of Trainees	Comments
<b>Protected Areas (MNP):</b> Protected Area Personnel only	400	PA rangers and professionals
<b>New Protected Areas:</b> Protected Area Personnel only	<b>2,000</b>	<b>Unknown.</b> Conservative estimate
<b>Tourism Sector:</b> Existing Local Tourist Guides (all 3 MNP categories) New Areas	400 1,500	Existing PAs New PAs (Conservative Estimate)
<b>Ecological Corridors:</b> Community-based Organizations (CBOS)	<b>3,000 – 5,000</b>	<b>Unknown.</b>
<b>Forestry Sector:</b> Forest Technicians only	<b>est. 3,000 – 5,000</b>	<b>Unknown.</b>
<b>Total Demand</b>		
<b>Scenario 1: “Low estimate”</b>	<b>9,900</b>	
<b>Scenario 2: “High estimate”</b>	<b>12,800</b>	

The tentative figures provided by these estimates may speak in favour of a centralized training facility from a **demand sustainability perspective only**. There are many other questions however, which have to be answered first:

The optimum capacity of a centralized College:

- In case the demand exceeds the proposed capacity of the College a decision has to be made on which target groups to focus, or how many trainees of each target groups to enrol annually.
- Could a centralized training facility address all training needs and would it be equally best be suited for all identified target groups.
- Are there acceptable alternatives.
- Who would finance potential trainees (by target group).

It is obvious that one single College cannot address all levels of training required ranging from upper management (Master degree level) to the lowest positions (vocational training requiring apprenticeship programs). Other questions to be answered in this context address **donor support**: would donors have trust and confidence in a centralized facility and would it find their support.

## Madagascar Centralized Training Facility Fact-finding Mission

Also the question of optimum **Governance** has to be addressed (i.e., Government owned and operated, parastatal with Government support or private legal entity with or without Government guarantees).

If the choice would be in favour of the CFPF as a centralized training facility, would the current form of Governance be acceptable and would the location be optimum? Would the location provide sufficient opportunities to balance theory and praxis? Would research opportunities be sufficiently challenging to attract quality research staff? In this context it is noteworthy that the Kirindy Research Forest, the Kirindy-Mite National Park and the new Marine Park are all located within easy reach of the Morondava CFPF providing excellent training and research opportunities for the potential target groups identified.

Against this background the ministerial request to the USDA Forest Service and KfW for an independent assessment of the CFPF has to be seen in order to decide on the best option for the future use and role of the CFPF as a state-of-the-art training facility. Such facility would be expected to address the growing demand related to a growing spectrum of training needs covering the areas of protected area management, sustainable forest management, integrated land-use management, biodiversity conservation, local nature guides and possibly obvious needs for capacity development of CBOs which assume an increasingly pro-active role in protected area- and sustainable forest management.

Johnson and Michaud<sup>69</sup> investigate scenarios for the Disposition of the CFPF posing following valid questions:

- *Close down CFPF or transfer responsibility to other parties.*
- *Reconstruct CFPF as it exists to make it more efficient.*
- *Allow CFPF to more fully meet the needs within the forestry and conservation fields in the nation and the Menabe region, to be dynamic and flexible in the activities it undertakes to meet its mission. This could include:*
  - *new training and technology sectors;*
  - *new possible funding and collaborative partnerships;*
  - *expanding its restoration, conservation, rural development;*
  - *CFPF dynamism would be predicated by the development of a local steering committee that would initiate and validate the actions of an organization that would be responsive and adaptive in nature (see Section B recommendation below).*
- *Expand, consolidate, and receive delegation of management responsibility for the Menabe Protected Areas (SAPM network).*

The authors in their final conclusions recommend Scenario #3 “..because of the long-term, positive affects on the Menabe region. It is realized this will take planning, time and resources to achieve the expanded vision. CFPF should be a major stakeholder and provide strong support for the evolving Sustainable Natural Resource Management in the Central Menabe region<sup>70</sup>”.

---

<sup>69</sup> *IBID*

<sup>70</sup> Johnson M. and M. Michaud (2007). Mission d’assistance technique du Service forestier de l’USDA République de Madagascar au Ministère de l’Environnement, des Eaux et Forêts; USAID Madagascar et Programme Jariala. Etude

## Madagascar Centralized Training Facility Fact-finding Mission

The expanded mandate proposed by Johnson and Michaud focuses on training and re-training of individuals and groups in:

- *Forestry and timber harvesting and management;*
- *Rural development;*
- *Conservation;*
- *Ecotourism;*
- *Social organizing (community development);*
- *Fire prevention, control and use.*

The same authors recommend that CFPPF actively solicit assistance from subject matter experts and partners to:

: “...Coordinate training, develop/review course curriculum, and manage the CFPPF training facilities for at least three types of training:

- *CFPPF conduct training--develop, instruct, and manage entire training program;*
- *CFPPF assist in the development, instruction and training management;*
- *CFPPF facilitate other entities using CFPPF facilities”.*

The authors of this report share the view by Johnson and Michaud regarding an expanded mandate by the CFPPF if the choice is in favour of a centralized training facility. The expanded mandate should include all target groups addressed in this report and training to be restricted to certificate and diploma courses only. No academic training should be provided by such a facility.

Still unresolved key issues prior to making a recommendation on the future of the CFPPF are: **financial sustainability** and assuming the GOM decides in favour of converting the CFPPF into a centralized training facility (“Wildlife College/Bush Academy”) **what to do with the existing facilities** which are largely decrepit and defunct. Would it be wise to **renovate and upgrade, upgrade and expand, or better to establish a new state-of-the art College** standing up to international standards and build for the future?

### ***Financial Sustainability: Case Study Southern African Wildlife College (SAWC)***

*With reference to the question of financial sustainability it appears useful to look at the annual operational costs of a comparable facility, the which was build from scratch based on German bilateral funding in the late 90s at a cost of approximately EUR 4 Mio. Although its primary objective always has been to serve the SADC Region, it increasingly has attracted long-course Diploma students from other African nations attracted by its reputation as “Centre of Excellence”.*

*SAWC’s financial performance in its early years of existence (1999 first year of operation) are shown by Table 6-b. The key indicator is the increasing income from fees and other activities as a percentage of operating costs. Between 1999 and 2002 it had doubled from 15% to over 30%. This reflects the increasing number of paying students and the greater variety of revenue generating activities provided by the College.*

---

technique financière et environnementale du CFPPF en prévision de l’élaboration d’un plan de restructuration. Archives USAID Antananarivo.



**Table 6-b:** Financial performance of SAWC from its first year of operation in 1999 until 2002 (currency in EUR)

	<b>1999</b>	<b>2000</b>	<b>2001</b>	<b>2002</b>
	<b>Actual</b>	<b>Actual</b>	<b>Actual</b>	<b>Budget</b>
<i>Operating costs</i>	409,749	500,815	474,549	529,438
<i>Fees &amp; other income generated by the College</i>	60,452	130,199	141,938	173,193
<b>% Operating costs</b>	14.7	26.0	30.0	33.0
<i>Shortfall - funded by bursaries and grants</i>	349,296	370,616	332,611	356,245
<b>% Operating costs</b>	85.2	74.0	70.0	67.0

SAWC's prediction in 2002 was that the shortfall – in 2002 at 67% of operational costs - would in the short-term continue to be recovered from donors in the form of bursaries and grants, and to a limited extent through donations in kind. It was recognized however that this would not be sustainable due to the notable “donor-fatigue” already at that time.

It is recognized that there is also a general reluctance amongst the donor and aid community to provide for the core costs of an organisation in the long term. Government subsidies are another option. But in the case of the College, a SADC entity, the Board was in general agreement that it would not be desirable for a single country to carry the responsibility.

**Lessons Learnt**

**SAWC's more recent budgets (2002 to 2007) indicate that the operational costs are still at approximately EUR 500,000/a with an average annual budget shortfall of approximately EUR 150,000 covered by the Peace Park Foundation and other sponsors. To date SAWC has been unable to generate sufficient revenues on its own to cover its operational costs in spite of being considered a Centre of Excellence.**

This valuable lesson from SAWC should be taken into account when deciding on the future of the CFPPF. Without the assurance of financial sustainability it will be difficult to justify converting the CFPPF into the proposed Wildlife College/Bush Academy Central Training Facility. The overall risks would be substantially lower if a decision would be made in favor of upgrading the existing facilities and supporting Institutions which could deliver some of the required training.

Some of the more obvious advantages and disadvantages of a centralized training facility are highlighted by Table 6-c.

**Table 6- c:** Perceived Advantages and Disadvantages of a Centralized Training Facility

<b>Centralized Training Facility</b>	
<b>Perceived Advantages</b>	
<ul style="list-style-type: none"> <li>• Facilitates design and delivery of homogenous training programs and curricula.</li> <li>• Facilitates standardization and accreditation.</li> <li>• Facilitates catering to the needs of target groups.</li> <li>• High flexibility to adjust to changing markets and training requirements.</li> <li>• Facilitates logistics for Government and target groups.</li> <li>• Facilitates design and delivery of custom-tailored modules within training facility and off-site.</li> <li>• Favours holistic approach to training needs including all interrelated target groups.</li> </ul>	<ul style="list-style-type: none"> <li>• Increases donor confidence.</li> <li>• Provides for easier quality control of training.</li> <li>• Facilitates inter-agency and inter-ministerial cooperation.</li> <li>• Enjoys Government support.</li> <li>• Encourages partnerships and twinning.</li> <li>• Provides better opportunities for combination of theory and praxis.</li> <li>• Provides management-oriented research opportunities.</li> <li>• Facilitates demand oriented expansion of training programs.</li> <li>• Facilitates opportunities for sustainable financing.</li> <li>• Facilitates obtaining stipend and bursaries for students.</li> <li>• Facilitates donor cooperation</li> </ul>
<b>Perceived Disadvantages</b>	
<ul style="list-style-type: none"> <li>• Exclusivity as Government sponsored facility may stifle competitive edge (Monopoly).</li> <li>• Reducing opportunities for other training providers and Institutes.</li> <li>• Relatively narrow scope reduces flexibility to cater to large variety of target groups.</li> </ul>	<ul style="list-style-type: none"> <li>• Difficult to address all levels of personnel (academic degrees, Diplomas and certificates).</li> <li>• Potential in-ability to adequately address regional needs.</li> <li>• Too much focus on Dry-Forest Ecosystem.</li> </ul>

**Model College Design:** In order to facilitate the decision-making process regarding a centralized vs. the use of several individual training facilities the construction plan for a hypothetical new Training Facility with a hypothetical capacity of 400 students/year has been elaborated for this report (Annex 15). The construction costs for a College of 400 students (including long-courses of up to three years leading to a Diploma degree and Certificate level short-courses addressing all potential target groups identified by this report) meeting international standards were calculated according to costs provided by a construction company from Morondava. Cost figures are based on local prices for materials which would all be locally available. Sufficient labour and reputable construction companies would also be locally available. The costs are comparable to those for medium-quality structures recently completed in the city of Morondava.

## Madagascar Centralized Training Facility Fact-finding Mission

The total costs for a brand-new facility of the dimensions and lay-out provided by Annex 15 would be approximately EUR 4.5 Mio. Furnishing and equipping the training facility in accordance with international standards may add another EUR 1 Mio. On completion, the operational costs of the facility are estimated to be comparable to SAWC (EUR 500,000/a). Assuming that the operational costs for the first four years would be part of the overall financial package, the cost total for a new facility would amount to EUR 7 Mio.

Prior to investing in any centralized facility it would be strongly recommended to assure following conditions:

- Standardized norms for training are in place and approved by the Ministry of Education in collaboration with the MEFT.
- High quality training programs are designed meeting target group specific requirements and are approved by the MEFT and the Ministry of Education setting nation-wide standards.
- All courses and programs offered are accredited by the Ministry of Education.
- A written commitment by the MNP and the MEFT to use the training facility for all employees under their respective jurisdiction (and the new protected areas).
- College status to be parastatal allowing the College to pursue its own fund-raising.
- Guaranteed Government subsidies to cover budget short-falls (e.g. Biodiversity Foundation support?)
- Assured financing of all construction costs, equipment and furnishings, and operational costs for the first four years of operation.

### Option 2:

A second option could be to support and upgrade existing Training Institutions with expanded mandates.

The current dilemma is that none of the existing training facilities and providers is able to meet the growing demand for training targeted by this assessment. The Training Institutions investigated cater principally to younger students pursuing academic degrees. None of the Institutes is specialized in providing training specifically aimed at certificates and diploma degrees in the areas of interest, which at present are mostly needed.

The CFPF had been originally designed to cater to this niche product. Its mandate however covered the forestry sector only, mostly related to forest production and wood-processing. This still leaves the niche for synchronized training of technical personnel related to protected areas, sustainable forestry and conservation, and nature-based tourism. A new niche of growing importance is added through the stewardship entrusted to CBOs for sustainable land- and forest management. The question is how this demand can best be met.

Regarding Option 2, it is conceivable to enter into agreements with existing Institutes to deliver training programs that would have to be designed in collaboration with the target sectors and relevant Ministries. One disadvantage would be that training other than academic training may always take second place with established Institutes used to provide academic training only.

### Option 3:

A third option could be to upgrade CFPF facilities with an expanded mandate and support existing Institutes to provide upper management training to target groups.

This option would imply supporting Institutes such as INTH, or ISCAM to cater to specific training needs such as mid-management tourism- and protected area personnel. At the same time upgrading the existing CFPF facilities to cover the demand for technical personnel (Diploma degrees and certificates) related to the forestry sector, protected areas, tourism and increasingly within the framework of CBO empowerment.

## 7. CONCLUSIONS

As this mission was aimed to be a first Fact-finding Mission, the data and analysis provided, permit preliminary conclusions only on the feasibility of a Wildlife College/Bush Academy as suggested by the Ministry to serve the country as a centralized training facility related to protected areas, forestry, and tourism.

The “College” part of the Facility would focus on education and training (certificate and Diploma degrees) up to the entry level of tertiary University education. Perceived key target groups would be technical personnel related to protected areas, tourism, forestry and technicians of CBOs related to ecological corridors and new protected areas. Training needs of related target groups could also be accommodated by the Facility on demand.

The “Academy” part of the Facility would offer research opportunities to scientists and students from Madagascar and abroad with focus on sustainable forest management, biodiversity conservation, sustainable management of marine and transitional ecosystems, as well as CBO related topics (i.e., empowerment, land use planning, good governance, conflict resolution etc.) using neighbouring terrestrial and marine protected areas, support zones, and the Kirindy Research Forest for field research.

The preliminary training need assessment carried out in support of this mission focused on protected area personnel and local tourist nature guides as key target groups. It appears prudent however to also address training needs of other target groups related in particular to new protected areas and ecological corridors by any follow-up study.

The preliminary need assessment and training need estimates offered in this report appear to indicate that the demand for training would be high enough to justify the establishment of a central training facility in principle as long as the facility is able to secure sufficient and sustainable enrolment of potential trainees from all identified potential target groups. This may only be achieved, however, through contractual training agreements with pertinent agencies and organizations willing to use the facility for their training needs. Furthermore, it would require the consent of key donors and NGOs to sponsor and support such facility.

The comparison and analysis of current training provided to the target groups reveals a confusing heterogeneity in the structure, content and delivery of training. This applies to the Donor Community, NGOs and Training Institutions alike. It appears that in the absence of standardized, accredited and binding training programs, curricula and syllabi, and in the absence of regulatory norms, each training provider feels free to design and deliver its own custom-tailored training

## Madagascar Centralized Training Facility Fact-finding Mission

program. The result is a confusing jungle of training packages which does not allow for an objective assessment and quality/relevance comparison. All training modules, curricula and syllabi reviewed in support of this assignment undoubtedly have valuable and relevant components. Lessons learnt from this analysis is the urgent need for standardization and application of regulatory norms equally addressing all sectors of concern to this assignment, making proper use of valuable and unique components of existing training programs. This may only be achieved through a synchronized effort involving all key stakeholders under the leadership of MEFT and the Ministry of Education.

The analysis of existing training facilities suggest that there are distinct merits related to a central training facility in order to meet the growing demand for technical and certificate level training, a sector insufficiently addressed by the Institutes assessed for this assignment. Training Institutions in Antananarivo focus more on academic training leading to advanced degrees. The role of the different Institutes and Universities should be to meet the training demand of upper management personnel related to protected areas, forestry and CBOs. The assessment of educational/training facilities appears to indicate a niche of growing importance which could be filled by a College with expanded responsibilities.

The assessment of donor and NGO activities related to target group training indicates insufficient collaboration and poor synchronization of activities and training substantiating the criticism of donor projects being donor driven. Donor and NGO support for a centralized training facility would eliminate much of the current discrepancies in training quality and delivery, overall a win-win situation.

By far the highest risk related to the potential creation of a College is the issue of financial sustainability. The most appropriate legal status of such College would be that of a parastatal Institute which qualifies for Government base funding but also permits the facility to do its own fund-raising. The Educational Facilities contacted for this assignment surprisingly appear to cover most of their operational cost from student fees. Lessons learnt from other facilities indicate chronic budget shortfalls (e.g., SAWC) which require aggressive fund-raising and sponsorships.

A Wildlife College/Bush Academy as proposed could serve as a role model for training in the country, especially if it could achieve an international reputation as a Centre of Excellence. This would open many doors for fund-raising at the same time offering attractive opportunities for lucrative twinning contracts with educational and research facilities abroad.

There is consensus agreement by all stakeholders contacted in support of this Fact-finding Mission on the need for synchronized and standardized training and the growing demand for technical personnel related to the forestry, protected area, tourism and CBO sector. The WB acknowledges the lead role of KfW in support of the MNP and has expressed keen interest in cooperation with KfW including the topic under discussion and possible co-financing<sup>71</sup>.

---

<sup>71</sup> Bienvenue Rajaonson, (Principal Environmental Specialist, World Bank), Personal Communication 5th of March 2009.

## 8. RECOMMENDATIONS

Prior to deciding on any of the options offered a comprehensive feasibility study is required with focus on financial sustainability and best delivery of training to the specified target groups. A detailed and country-wide need assessment should precede the feasibility study covering all target groups identified by this Fact-finding Mission.

In case the feasibility study opts in favour of the proposed Wildlife College/Bush Academy the issue of financial sustainability should be of first priority. It is recommended that supplementary financing to cover budget shortfalls of a College to be covered by the existing biodiversity Trust Fund if legally possible. It is further recommended to investigate opportunities for “windows” to be established by the trust fund to allow Private Sector contributions to the College through the Trust Fund.

If the feasibility study recommends focussing on a College it would be prudent:

- To secure collaboration with donors, NGOs, the Private Sector, relevant Ministries and other training providers.
- To define the vision and mission of the College.
- To elaborate a management plan and business plan prior to start-up of operations
- To allow for physical expansion of the facility and an expansion of its mandate in order to include other target groups if needed.
- To design training modules suitable for off-site application.
- Focus on training of technical personnel (Diploma degrees and certificates), possibly apprenticeship linked to vocational training.
- To assure parastatal status.
- To assure support by the GOM in terms of core budget and operations.
- Assess cooperation opportunities with international training facilities.
- Assure Private Sector involvement in training, especially for internships and apprenticeships, the placement of students/trainees.
- Apart from core staff establish roster of high quality trainers to be brought in on a demand basis (free lance professionals, Government employed specialists, Private Sector specialists).
- Strive for Centre of Excellence strategy.
- At the design stage of the facility address need for class rooms and lecture halls (large enough); library; computer room; student dorms and adult accommodation; trainer facilities; recreation facilities; environmentally sound facility using alternative energy, re-use of dirt water, rain water catchment (i.e. roof design), landscaping etc.

Generic Recommendations resulting from the findings of this assessment include the following key issue to be addressed on a priority basis regardless whether a Wildlife College/Bush Academy is established or not:

A concerted effort involving key stakeholders and financial partners is needed to support and assure the standardization of training programs, modules, curricula and syllabi to be accredited by the Ministry of Education. It should be mandatory and promoted by stakeholders that all newly designed

## Madagascar Centralized Training Facility Fact-finding Mission

training programs should undergo a standardized and rigorous peer-review before being submitted for approval by the Ministry of Education. It is recommended that the Ministry of Education in collaboration with MEFT establishes sector-specific standardization Committees.

## Madagascar Centralized Training Facility Fact-finding Mission

### **SELECTED REFERENCES**

Banque mondiale (2005). Définition et Mise en Œuvre d'une Charte Verte pour l'Investissement Touristique a Madagascar. Etudes menées dans le cadre de la sous-composante « Développement du Tourisme » du projet PIC Archives World Bank.

Banque mondiale (2007). Madagascar Third Environmental Program Support Project (EPIII). Project Paper. Archives World Bank.

Banque mondiale (2008). Programme Environmental de Madagascar. Misión de supervisión troisième programme environnemental (PE3) et identificación de l'appui IDA/GEF apres le PE3 au secteur environnement de Madagascar. Aide – Memoire. Archives World Bank.

Bertelsman Transformation Index (2008). Country Report Madagascar 2008. Source: Website BTI Madagascar.

C.N.F.E.R.E.F. (2009). Note de Presentation. Archives C.N.F.E.R.E.F.

Chamber of Commerce and Industry of Antananarivo (2008). Loi N°2006-029 due 24 Novembre 2006 Portant organisation de la Chambre de Commerce et d'Industrie. Archives CCIA.

Chamber of Commerce and Industry of Antananarivo (2008). The Chamber of Commerce and Industry of Antananarivo and its activities (Power Point Presentation). Archives CCIA.

CHL Consulting (2005). Appui à la formation professionnelle dans le secteur Tourism et les secteurs Liés au Tourism, Project Poles Integres de Croissance (PIC), Rapport final, 10 Juin 2005. Archives PIC.

Conservation International (CI) and & Beyond. 2008. Upgrading the Tourism Experience:Core Guiding Skills Training in Andasibe. Training Schedule. Archives CI Antananarivo.

EUR-RSCG (2006). Tourism Marketing Study: “Madagascar Naturellement”: Étude d'image de la destination auprès de la cible de prospection. Etude sur les prix des packages. Proposés par les voyageurs français. Synthèse des études préalables au plan de communication de l'Office National du Tourisme de Madagascar. Étude d'image de la destination auprès de la cible de prospection. Rapport d'étude qualitative. Étude d'image de la destination auprès des agents de voyage. Étude d'image de la destination auprès des visiteurs. Étude d'image de la destination auprès de la cible de prospection. Archives KfW Madagascar.

GATO (2004). Tourism Masterplan Madagascar. Archives Ministry of Environment, Forestry and Tourism. GOTC and PROINVEST (2007). Training and development for Tourism. Training Initiative to catalyse Interest in Sustainable Tourism in the Tourism Industry in Madagascar and Mauritius. Archives GTZ Antananarivo.

Government of Madagascar (2008). Project de Loi N°028/2008 du 29 Octobre 2008 portant refonte du Code de Gestion des Aires protégées. Archives Ministry of Environment, Forests and Tourism.

Government of Madagascar (2004). Decret Nr 2008-404 Portant creation et organisation du Centre National de Formation, d'Etudes et de Recherche en Environment et Foresterie (CNFEREF).

Government of Madagascar (2007). Madagascar Naturellement! Plan d'Action Madagascar 2007-2012 (MAP). Archives MEWFT.

Institut National de Tourisme et d'Hotellerie Madagascar (2008). Mission of INTH and training calendar. Archives I.N.T.H.

INSCAE (2009). Mission and Training Schedule 2009. Archives INSCAE .



## Madagascar Centralized Training Facility Fact-finding Mission

### **Annexes**

- Annex 1: List of Contacts
- Annex 2: Map: System of Protected Areas
- Annex 3: Map: Proposed New Protected Areas
- Annex 4: Baseline Data related to protected areas under the jurisdiction of MNP
- Annex 5: MNP Personnel by Position and Area
- Annex 6: MNP Senior Staff Training Plan 2005-2008« Recyclage Interne »
- Annex 7: Background of MNP staff (10 Tables)
- Annex 8: Terms of Reference (ToR) and Job Entry Qualifications for Typical MP Field Positions
- Annex 9: Visitor Numbers of Protected Areas (1992-2008)
- Annex 10: Number of Nature Guides by National Park
- Annex 11: Comparison of Training Modules and Certificate/Diploma courses offered by the Training Institutions analysed
- Annex 13-a: Legal status of Training Institutes and Partnership Agreements
- Annex 13-b: Training Fees Charged by the Institutes
- Annex 14: Conservation Related Training Facilities in the SADC Region
- Annex 15: Floor Plan and Costs of a (Model) New College (capacity 400 students)