



*ASSESSMENT OF CAPACITY DEVELOPMENT NEEDS OF
PROTECTED AREA STAFF IN EASTERN EUROPE*

BULGARIA

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ABBREVIATIONS USED IN THE TEXT

BfN	Bundesamt für Naturschutz (German Federal Agency for Nature Conservation).
CBD	Convention on Biological Diversity.
BLG	Bulgaria
ha	Hectare(s)
IUCN	International Union for the Conservation of Nature and Natural Resources (IUCN).
mgmt	Management.
PA	Protected Area.
Person/training day	The equivalent of one individual attending a training course for one day.
PoWPA	Programme of Work on Protected Areas.
TNA	Training needs assessment.
WCPA	World Commission on Protected Areas

1 SUMMARY

This report is one of the outputs from surveys of capacity development needs in 23 countries in Eastern Europe.¹, probably the most comprehensive assessment of competence and capacity development needs for protected areas conducted in the region. A separate General Report describes the entire regional methodology and process, and should be consulted alongside this report.

In Bulgaria, a General Questionnaire was completed by representatives of 11 protected area administrations responsible for at least 353,000 hectares of protected areas in Bulgaria, as well as two overall managing agencies, representing at least 241 staff. The questionnaire had three main sections:

- A. General information
- B. Current situation for training and capacity development
- C. Modes of training and learning

A copy of the questionnaire is located in Annexe 1.

1.1 MAIN CONCLUSIONS

The following sections discuss the conclusions from the results of the questionnaire for Bulgaria. See the general regional report for discussion of the entire regional survey, for comparisons between countries and for an assessment of the limitations and possible inaccuracies in the survey.

The following sections discuss the conclusions from the results of the questionnaire for Bulgaria. See the General Report for discussion of the entire regional survey, for comparisons between countries and for an assessment of the limitations and possible inaccuracies in the survey.

- Compared to many countries in the region, Bulgaria has a good framework in place for training PA staff. Responsible authorities organise and budget for annual programmes of training, .on average all staff received more than 3 days training per year, a wide range of topics is covered and much of the training is delivered by national specialists. However, some of the results are quite surprising and may require further investigation.
- The extent and impact of training is limited by available resources, and there is still a dependence on donor assisted projects to support training. However, support through European Union assisted projects is likely to be sustained at least in the mid-term.
- The competence assessments show a high level of confidence in the competence of senior managers. The greatest need for improved capacity is among middle management and technical staff perception that
- It is noteworthy that many respondents do not consider that rangers need training, and that their capacity development needs can be addressed through work based learning. This suggests that either there is either an excellent system of skills development for rangers in place, or that managers are not recognising the capacity needs of rangers. This issue requires further investigation.
- The top five priorities for future training for each staff level as identified by respondents are shown in Table 9.

Table 1 Top 5 priority future training topics identified from the competence assessments.

	Senior Managers	Middle Managers and Technical Staff	Rangers and Field Staff
1	CMP	FRM	CTI, RTO
2	FCR	FCR, AWA	FRM, HUM, CMP, SDC, PAM, AWA
3	FRM, SDC, LAW, AWA	RTO	
4		HUM, PAM	

¹Albania, Armenia, Azerbaijan, Bosnia and Herzegovina, Bulgaria, Croatia, Czech Republic, Estonia, Georgia, Hungary, Kosovo, Latvia, Lithuania, Macedonia, Moldova, Montenegro, Poland, Romania, Serbia, Slovakia, Slovenia, Turkey and Ukraine.

- There is no real consensus among respondents on how much training senior managers require (preferences are between 5 and 20 days). There is more agreement about the needs of middle managers and technical staff (11-20 days). There is little agreement on the needs of rangers; surprisingly most respondents appear to consider that rangers require no training. This result requires further investigation.
- There was a near universal consensus among respondents that the best modes of training for senior and middle ranking staff were short courses and exchanges and study visits with other protected areas. There was also some interest in self-directed distance learning for this group. For rangers, the general view was that their needs could be met by workplace learning and informal internal training activities.
- The main limiting factor affecting capacity development appears to be a shortage of resources to support the planned programmes. There may be a case for exploring more economical means of delivery of training.
- For Bulgaria, the next stage should be to build on the existing platform of good capacity to further institutionalise capacity development and to promote professionalization of protected area management.

1.2 SUMMARY RECOMMENDATIONS

Based on these conclusions the following recommendations are made

1. BUILD INTERNAL CAPABILITY WITHIN PROTECTED AREA DIRECTORATES FOR CAPACITY DEVELOPMENT

1.1 Appoint a capacity development/training officers in all Protected Area Directorates to promote and support a range of learning opportunities for staff.

1.2 Form the capacity development officers into a National Capacity Development Team to take responsibility for internal delivery of training and capacity development programmes across the Forest Directorates as needed.

2. ADOPT A NEW, DIVERSIFIED, LEARNING-BASED APPROACH TO CAPACITY DEVELOPMENT FOR PA STAFF

2.1 Improve access for PA staff to the internet and online learning materials.

2.2 Translate key materials (e.g. IUCN good practice guidance) into the national language.

2.3 Ensure that visiting experts and consultants share their skills and knowledge when they work in protected areas.

All such experts should be obliged to provide a presentation on their work and findings.

2.4 Establish communities of practice for main protected area skills categories

2.5 Identify centres of expertise among protected areas in Bulgaria and enable staff secondments and study visits

2.6 Ensure that international study tours are well planned, focus on specific needs and learning outcomes and include the staff who will benefit most from them professionally.

3. FOCUS AND IMPROVE FINANCIAL SUPPORT FOR CAPACITY DEVELOPMENT.

3.1 The responsible ministries should allocate a secured budget for a minimum (baseline) level of annual training. They should budget for training for all PA personnel for at least 3 days per person per year.

3.2 Request donors to support investments in capacity development that will have a long term impact on the national capacity, rather than delivering just short term technical training.

4. INTRODUCE A PROGRAMME FOR ESTABLISHING PROFESSIONAL STANDARDS FOR PROTECTED AREA WORK

4.1 Develop a project to identify key competencies and standards for protected area occupations in Bulgaria.

4.2 Register formal occupational standards for key protected area occupations.

SPECIFIC CAPACITY DEVELOPMENT RECOMMENDATIONS

5. DEVELOP A BASIC COMMON FOUNDATION PROGRAMME FOR ALL PROTECTED AREAS STAFF

5.1 All new or recently appointed protected area staff should complete a two-day induction course.

5.2 National curricula and programmes for the course should be developed, and a set of training materials prepared that can be used by trained capacity development officers.

- 5.3 Completion of the course should be certificated and documented in the personnel records of staff.
6. DEVELOP, PILOT AND PROMOTE A FOUNDATION PROGRAMME FOR LAW ENFORCEMENT AND COMPLIANCE TRAINING FOR RANGERS (INCLUDING SENIOR RANGERS)
- 6.1 Develop a common curriculum and training and learning support materials for a foundation ranger course.
- 6.2 All rangers should be required to attend the foundation training and pass a formal assessment within two years of appointment. The course should be formally assessed and certificated.
- 6.3 Provide regular updates for field staff on legislation, threats and approaches for reducing illegal activities.
7. ORGANISE A SERIES OF FACILITATED SEMINARS/LEARNING EVENTS FOR SENIOR STAFF OF THE FOREST DIRECTORATES AND THE MINISTRY OF ENVIRONMENT, FORESTRY AND WATER RESOURCES ADMINISTRATION (AND PARTNERS)
- 7.1 Hold a seminar/learning event for senior staff on communication, awareness and public relations.
- 7.2 Hold a seminar/learning event for senior staff on applied biodiversity conservation.
- 7.2 Hold a seminar/learning event for senior staff on recreation and tourism planning and management.
8. PROVIDE COORDINATED ANNUAL PROGRAMMES OF TRAINING ON TECHNICAL SUBJECTS
- 8.1 The responsible authorities at the national level should work together to identify priority capacity needs each year and develop a common programme of short term training courses for PA staff at the senior and mid ranking levels.
- 8.2 For each course, a standard curriculum, structure and set of learning materials should be developed, so that the course can be readily repeat the future.
9. BUILD CAPACITIES OF FORESTRY TRAINING INSTITUTIONS AND UNIVERSITIES FOR PROTECTED AREA MANAGEMENT TRAINING
- 9.1 Responsible authorities should work with training institutions and universities to develop a set of standard PA management modules, focusing on applied skills and techniques.
- 9.2 Institutions should organise delivery of modules and courses so that they can also be attended by employed staff as short professional development courses.

2 BACKGROUND AND PURPOSE OF THE SURVEY

This report is a component of the project ‘*Capacity Building Plans for Efficient Protected Area Management in Eastern Europe*’, implemented by the ProPark Foundation², based in Braşov (Romania) and funded by the German Federal Agency for Nature Protection, the Bundesamt für Naturschutz (BfN). The project’s overall objective is to support and coordinate the development of national and regional plans for capacity building for implementation of the Convention on Biological Diversity (CBD) Programme of Work on Protected Areas (PoWPA) in Eastern Europe. The expected project outputs are:

1. Two or three national and one subregional capacity building plans, accepted by the relevant national institutions, committed to take the lead in implementing and further developing them.
2. Protected area capacity development curricula proposal developed, and discussions initiated with countries on possibilities to have it standardized across the region.
3. Steps and resources identified for certification of the protected area training/capacity development programmes initiated through the project.
4. At least two training of trainers workshops (with a focus on didactic skills, resources available and objectives of the entire programme).
5. Active network of protected area specialists involved in the capacity development programmes as trainers/mentors.
6. Centres of good practice for protected area capacity development identified and promoted (if existing).
7. Funding possibilities identified in the region and recommendations developed for national authorities on possibilities to develop sustainable financing for the capacity development programmes.

As a foundation for these outputs, a detailed analysis of capacity development needs was required from all participating countries. A general report has been prepared with information gathered from surveys conducted in 23 countries in Eastern Europe by local consultants employed by the project. This report focuses in detail on the results from Bulgaria.

3 METHOD

3.1 SELECTION OF PARTICIPATING COUNTRIES

Of the 23 participating countries³, Bulgaria was selected as one of fourteen ‘second level countries’ where only a General Questionnaire would be completed by senior staff members representing protected areas and managing agencies across the country.

The countries in this second level group were Albania, Armenia, Azerbaijan, Bosnia and Herzegovina, Bulgaria, Czech Republic, Hungary, Kosovo, Lithuania, Macedonia, Moldova, Montenegro, Poland and Turkey.

The nine countries in the ‘first level’ group, where two questionnaires were used were Croatia, Estonia, Latvia, Georgia, Romania, Serbia, Slovakia, Slovenia and Ukraine. See General Report for details.

3.2 DESIGN OF THE QUESTIONNAIRE

The General Questionnaire was designed to be completed by senior staff members representing protected areas or managing agencies and to provide a national overview of protected areas and capacity development. The questionnaire has three main sections, as shown in Table 2. See Annexe 1 for the full questionnaire.

² ProPark Foundation for Protected Areas is designed as a social business. Its commercial arm is established with the purpose to generate money to support capacity building programmes and protected area management activities.

³ Albania, Armenia, Azerbaijan, Bosnia and Herzegovina, Bulgaria, Croatia, Czech Republic, Estonia, Georgia, Hungary, Kosovo, Latvia, Lithuania, Macedonia, Moldova, Montenegro, Poland, Romania, Serbia, Slovakia, Slovenia, Turkey and Ukraine.

Table 2 Sections of the General Questionnaire

Main Section	Subsection
A. General information	A1. Country. A2. Full name of protected area or institution. A3. IUCN category of the protected area (if known). A4. Area of the protected area (hectares). A5. Name and position of person completing the questionnaire. A6. Date of completion of questionnaire. A7. Staff numbers.
B. Current situation for training and capacity development	B1. Previous training. Time and resources allocated to formal training and capacity development for staff or local stakeholders in the past 3 years. B2. Resources and budget for training. If the institution has its own special budget for training, total allocations for the past 3 years are indicated. B3. Skills and experience. Competence assessments for each level of staff. B4. Future needs and priorities. Three most important capacity development need(s) of each category of staff (personal preferences).
C. Modes of training and learning	C1. Modes of learning. C2. Allocation of time for training and development.

In the questionnaire, respondents were asked to distinguish between five levels of personnel in their organisations.

- Directors/Deputy Directors/Senior Managers.
- Mid-level Managers/Professional Technical Staff.
- Field Staff/Rangers.
- Support staff (labourers, cleaners, drivers etc.).
- Administrative Staff.

In Section B3 of the questionnaire, respondents were asked to assess the competence of five levels of staff in the protected area(s) he/she represented against each of 11 skills categories shown in Table 3.

Table 3 Skills categories used in the questionnaire

Code	Category	Description
GEN	GENERAL SKILLS	General skills require for any job in a protected area. Commitment, motivation, positive attitude, honesty, teamwork etc.
FRM	FINANCIAL & RESOURCES MANAGEMENT	Management and organisation of finances, assets and equipment for the protected area.
HUM	HUMAN RESOURCES MANAGEMENT & DEVELOPMENT	Directing, managing, organising and capacity building for staff and others working in the PA.
CTI	COMMUNICATION TECHNOLOGY AND INFORMATION	Communication skills. Presentations, reports, negotiations, conflict resolutions. Use of computers and technology.
FCR	FIELD CRAFT AND PRACTICAL SKILLS	Skills for field work: navigation, health and safety, basic construction and maintenance and good environmental practice in the field.
CMP	CONSERVATION ASSESSMENT PLANNING & MANAGEMENT	Identifying, surveying and monitoring species and ecosystems. Identifying the need for and carrying out specific actions for the protection and conservation of species, habitats and ecosystems.
SDC	SUSTAINABLE DEVELOPMENT & COMMUNITIES	Conducting social and economic assessments in local communities. Working with communities in the Protected Area and Buffer Zone to promote sustainable resource use and development.
PAM	PROTECTED AREA POLICY, PLANNING AND PROJECTS	Preparing strategies, master plans and management plans for managing protected areas. Designing and applying for special projects to support the work of Protected Areas.
LAW	LAW ENFORCEMENT	Law enforcement: understanding the law and conducting activities to enforce the law in protected areas.
RTO	RECREATION AND TOURISM	Planning and managing environmentally sensitive recreation and

AWA	AWARENESS, EDUCATION AND PUBLIC RELATIONS	tourism for visitors to protected areas. Planning, designing and carrying out awareness, education and public relations work with visitors and local people. Promoting and publicising the Protected Area through the media.
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Competence assessments were carried out using a standard numerical scale, as shown in Table 4.

Table 4 Assessment scale for competence

Scale	Definition
0	Staff at this level do not need these skills
1	Staff at this level need these skills, but have little or no competence in them: extensive training and development are needed.
2	Staff at this level need these skills and have some competence in them: Further training and development are needed.
3	Staff at this level need these skills and have good competence in them: Periodic updating only is needed.
4	Staff at this level need these skills and are highly competent in them. They could train and instruct others in these skills.

The uses, advantages and limitations of this type of questionnaire are discussed in the General Report.

3.3 COMPLETION OF THE QUESTIONNAIRE

The questionnaires were completed under the supervision of national consultants who were engaged to:

- To prepare background information and a plan for the implementation of the task in their countries (including a list of protected area by types, a list of their administrations and administrators/custodians, the number of staff and their contact details, the management system, etc.). Based on this, a sample of PAs would be identified for completion of the questionnaires.
- To participate in a brief online training session concerning the questionnaire and how they should be applied.
- To translate the questionnaire, supporting materials and the project description into the national language.
- To conduct field visits and/or phone interviews and collect information for the training needs assessment.
- To collect and compile information concerning the previous and existing capacity building initiatives, the actors playing a key role in this field, the overall context and main issues for capacity building for PA staff.
- To collate and submit the collected information to the project management team.

4 RESULTS

4.1 OVERVIEW OF PROTECTED AREAS AND CAPACITY DEVELOPMENT IN BULGARIA

Information from the report of national consultants Anna Petrakieva and Katerina Rakovska

There are over 1000 protected areas in Bulgaria in six categories, comparable to the IUCN Categories with a total area of over 644,000 ha (see Table 5). A large number of other small sites do not have an assigned IUCN category and are not considered here,

Table 5. Protected areas of Bulgaria with assigned IUCN Categories

Figures from protectedplanet.net

Equivalent IUCN Category	Title	Number	Total Area (ha)	Responsible authority
Category I	Reserve	55	77,104	Regional Inspectorates of Environment and Water - MoEW
Category II	National Park	3	193,048	MoEW (Ministry of Environment and Waters). National Park Directorates
Category III	Natural Monument	350	18,193	
Category IV	Managed Nature Reserve	35	4,511	Regional Inspectorates of Environment and Water - MoEW
Category V	Nature Park	11	275, 906	Ministry of Agriculture and Forestry. Executive Forest Agency. Nature Park

				Directorates
Category VI	Managed Sites	560	75,401	Various
Total		1,014	644,163	

National Parks are public property and they are managed and administered by Directorates, operating under authority of the Ministry of Environment and Waters (MoEW). The MoEW has established a National Service for Protection of Nature which is directly responsible for the management of protected areas in the country.

The land ownership in Nature Parks can be mixed: state, municipality and privately owned. They are managed and administered by Directorates, operating under the Executive Forest Agency (Ministry of Agriculture and Food). The Within Directorate of Forests and Forestry Activities within the Executive Forest Agency is responsible for the management of protected areas within forest territories.

For the remaining categories of Protected Areas there are no specially established directorates. Activities in the Reserves and Managed Reserves are the responsibility of the Regional Inspections of Environment and Waters.

Bulgaria has an advanced system for training protected area staff. The Institute of Public Administration is responsible for planning, organization and implementation of the national plan for capacity building of staff at all levels and provides specialised courses and seminars on specific topics and issues specially designed to the needs of the specific administration. Each national authority (MoEW and EFA), runs a training programme each year, although National Park staff tend to receive more training than Nature Parks staff. Recent training has mainly concerned project management and implementation, especially linked to new EU funded projects. Specialised technical training has also taken place on a wide range of topics including protected area management, biodiversity conservation, management and financing of the Natura 2000 network, awareness and education and legislation.

Most training event organised for PA staff are implemented within projects. Two training centres are normally used: Rila monastery training center and the Institute for Public Administration. Remaining are usually implemented either by experts from the Ministry of Environment and Waters or the Executive Forest Agency, although trainers may also come from NGOs or from other national and international PA administrations

The main challenge to successful implementation of capacity development activities is the lack of financial resources that can result in slow or incomplete implementation of programmed activities and courses.

4.2 COVERAGE OF THE QUESTIONNAIRE

The questionnaire was completed by representatives of 11 protected area administrations responsible for at least 353,000 hectares of protected areas in Bulgaria, as well as two overall managing agencies. See Figure 1 and Table 6.

Figure 1 IUCN Categories of PA included in the survey

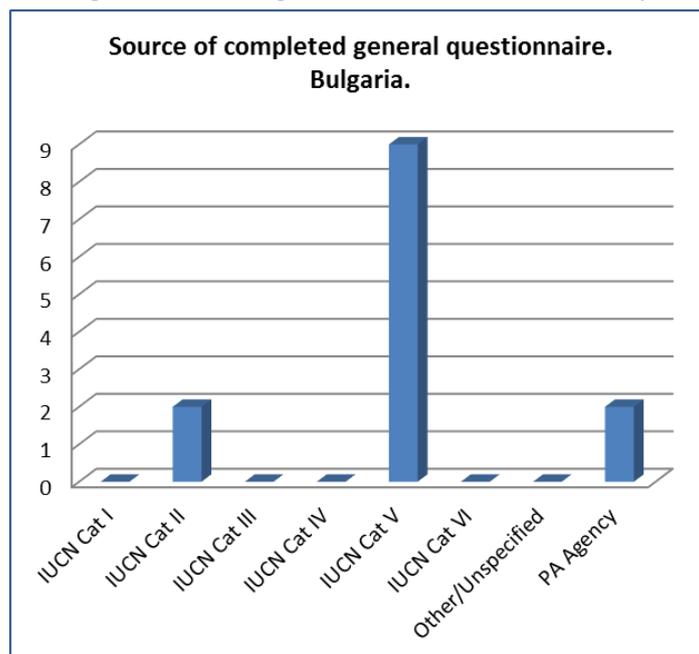
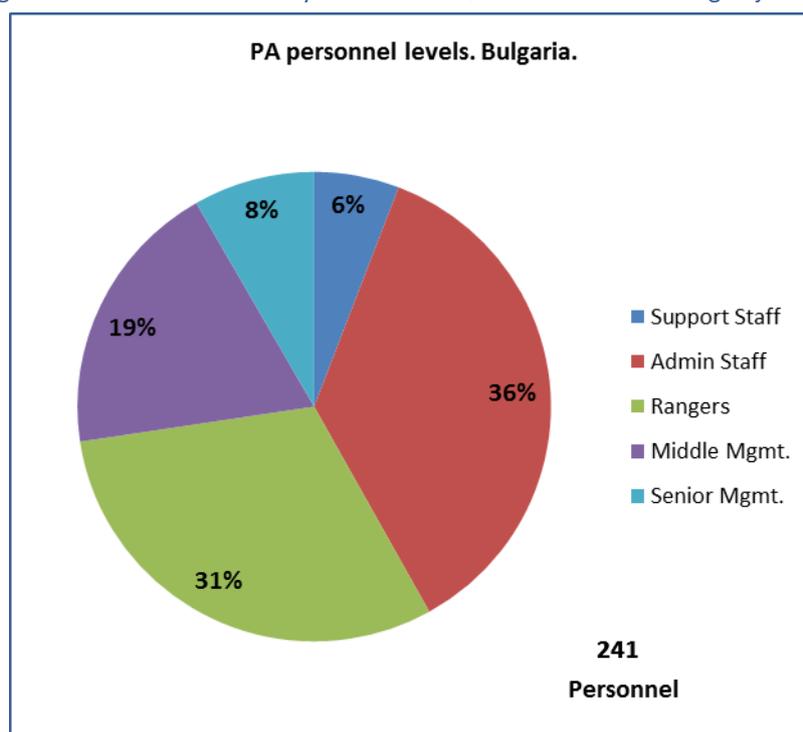


Table 6 Sources of responses to the General Questionnaire in Bulgaria

Protected Area/ Institution	
1.	National Park Rila
2.	National Park Pirin
3.	Nature Park Balgarka
4.	Nature Park Belasica
5.	Nature Park Vrachanski Balkan
6.	Nature Park Zlatni Piasaci
7.	Nature Park Persina
8.	Nature Park Rusenski Lom
9.	Nature Park Rilski Manastir
10.	Nature Park Strandja
11.	Nature Park Sinite Kamani
12.	National Service for protection of Nature
13.	EFA – Department “Forests and Forestry Activities”

The 13 respondents to the General Questionnaire reported that they employ 241 personnel. The distribution of personnel between job categories is shown in Figure 2.

Figure 2. Personnel covered by the General Questionnaire according to job level



The reported staff numbers represent a staffing density of **0.68 personnel per thousand hectares of protected area**, which is quite low compared to a **regional average of 1.16 per 1,000 hectares**.

4.3 TRAINING

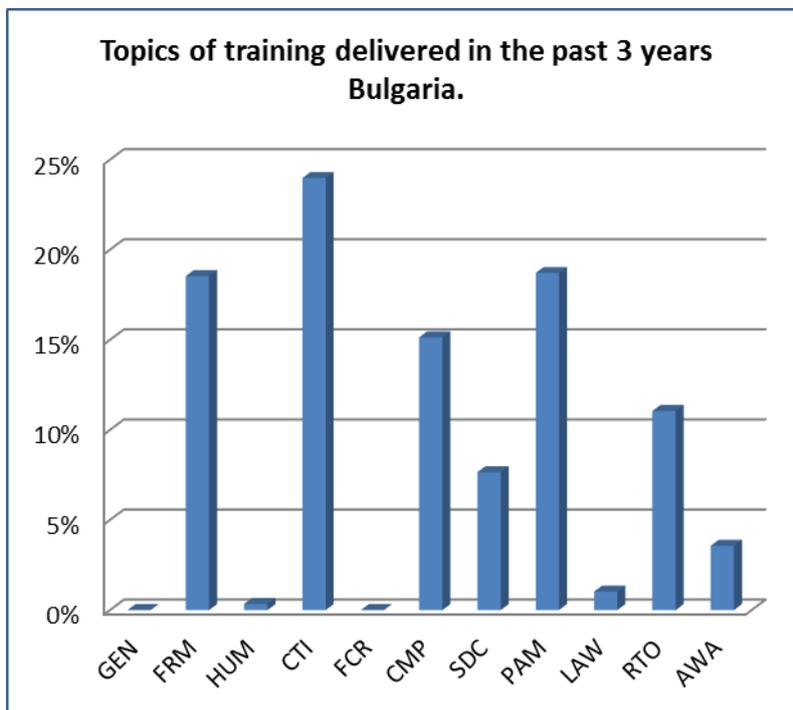
4.3.1 RECENT TRAINING PROVISION

In the General Questionnaire, respondents were asked to provide details of training provided for personnel in their organisation in the past three years. From this, it could be calculated that PA personnel covered by the survey in Bulgaria received **3.87 training days per person per year**. This figure is higher than the **regional average of 3.3 days per year**.

4.3.2 TOPICS OF TRAINING

Figure 3 shows the proportions of different training topics reported, classified according to the standard skills categories used in the survey. This shows a quite good balance between training topics.

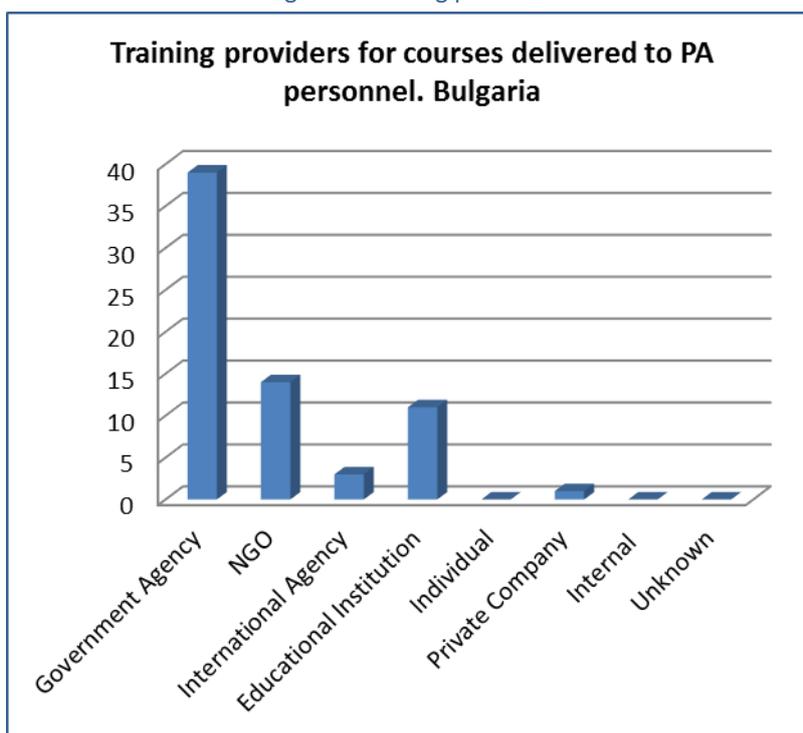
Figure 3 Training topics



4.3.3 TRAINING PROVIDERS

Figure 4 shows the relative proportions of the different training providers reported, showing that most training is nationally delivered.

Figure 4 Training providers



4.3.4 IDEAL TRAINING PROVISION

Respondents to the General Questionnaire were asked to suggest an ideal number range of annual training days for personnel at different levels. The results are shown according to ranked preferences in Figure 5. These show that there is no real consensus among respondents on how much training senior managers require (preferences are between 5 and 20 days). There is more agreement about the needs of middle managers and technical staff (11-20 days). There is little agreement on the needs of rangers; surprisingly most respondents appear to consider that rangers require no training. This result requires further investigation.

Figure 5 Numbers of training days recommended by respondents to the General Questionnaire

Recommended Annual Number of Training Days. Ranked preferences. Bulgaria. 1 = Most preferred 6= Least preferred					
Training Days	Senior Mgmt.	Middle Managers	Rangers/ Field Staff	Admin Staff	Support Staff
0	6	6	1	4	1
1-5	5	5	3	4	2
6- 10	1	3	2	2	3
11- 15	3	1	3	2	4
16-20	1	1	3	1	4
>20	3	3	3	4	4

4.3.5 FUTURE TRAINING PRIORITIES

Respondents to the General Questionnaire were asked to identify what they personally considered priorities for future training for staff in their organisations. Figure 6 shows the result for Bulgaria, compared with the aggregated result for the entire region.

Figure 6 Ranked preferences of senior managers for overall priority future training topics.

	CATEGORY	BULGARIA	OVERALL FOR THE REGION
GEN	General skills	11	3
FRM	Financial & resources management	6	10
HUM	Human resources management & development	4	11
CTI	Communication technology and information	6	6
FCR	Field craft and practical skills	1	4
CMP	Conservation assessment planning & management	4	2
SDC	Sustainable development & communities	6	8
PAM	Protected area policy, planning and projects	3	1
LAW	Law enforcement	2	7
RTO	Recreation and tourism	10	5
AWA	Awareness, education and public relations	9	9

4.3.6 MODES OF LEARNING AND TRAINING

Respondents were asked to rank in order of importance eight modes of learning and training for personnel at different levels. The results are shown in Figure 7. There is a strong preference for short courses and study tours for senior and middle management staff. Most respondents consider that rangers require no formal training and that informal workplace training is sufficient.

Figure 7 Preferred modes of training

Ranked preferences for modes of capacity development. Bulgaria					
1 = Highest Ranked. 8 = Lowest Ranked	Senior Mgmt.	Middle Managers	Rangers/ Field Staff	Admin Staff	Support Staff
Informal learning in the work place with more experienced colleagues	7	4	1	5	2
Short training sessions provided by supervisors & managers in the work place	6	6	1	3	1
Short Formal Training Courses (<1 week)	1	1	3	1	2
Longer training courses (1-4 weeks)	8	8	5	7	8
Long Term Study for Formal Qualifications (e.g. University Courses)	5	4	5	5	4
Informal individual learning using training manuals and study materials	3	7	5	8	6
Formal individual study through distance learning, internet etc.	3	2	4	2	6
Exchanges and study visits with other Protected Areas	2	2	5	4	4

4.3.7 FUNDING FOR TRAINING

Four respondents reported training budgets between 2011 and 2013 as shown in Table 7.

Table 7 Reported training budgets from Bulgaria

Institution	Training budget 2011-2013 (Euros)
Nature Park Sinite Kamani	1,719
Nature Park Strandja	3,070
National Service for Protection of Nature	46,020
Forest and forest activities Directorate (Executive Forest Agency)	3,170

4.4 GENERAL ASSESSMENTS OF COMPETENCE BY MANAGERS OF PERSONNEL IN THEIR ORGANISATIONS (GENERAL QUESTIONNAIRE)

These assessments were conducted by one person for each protected area/institution and are therefore based on the opinion and judgment of that person of the average, overall levels of competence in their organisation.

Each set of assessments is summarised in three graphics.

Graphic A shows the proportions of self-assessments for each skills category, according to the numerical scale described in the previous section (see Table 4). Colour coding is used to aid understanding of the results (see Table 8). These graphics exclude assessments of '0' (not relevant), and therefore only represent proportion of responses which considered the skills category to be relevant. The author has found that a rapid assessment of competence can be made by considering the boundary between the two weakest categories (indicated in red and yellow) and the two strongest categories (green and blue). The yellow-green boundary therefore, provides a quick indication of comparative competence of the different categories.

Table 8 Colour coding used for competences

Rating	Definition	Colour code
0	Personnel in the organisation I represent do not need this skill.	
1	Personnel in the organisation I represent need this skill, but overall have little or no competence in it. Extensive training and development are required.	
2	Personnel in the organisation I represent need this skill and overall have some competence in it. Advanced training and development are required.	
3	Personnel in the organisation I represent need this skill and overall have good competence in it. Periodic updating only is required.	
4	Personnel in the organisation I represent need this skill and overall have high competence in it. They could train others to do it.	

Graphic B shows the average assessment score (1, 2, 3 or 4) of all responses where the skills category is considered relevant. The higher the average therefore, the higher the level of existing competence.

Graphic C shows Capacity Needs Index (CNI), which is intended to provide a standardised indication of the need for capacity development in the different categories. The formula for the CNI is shown in the box below.

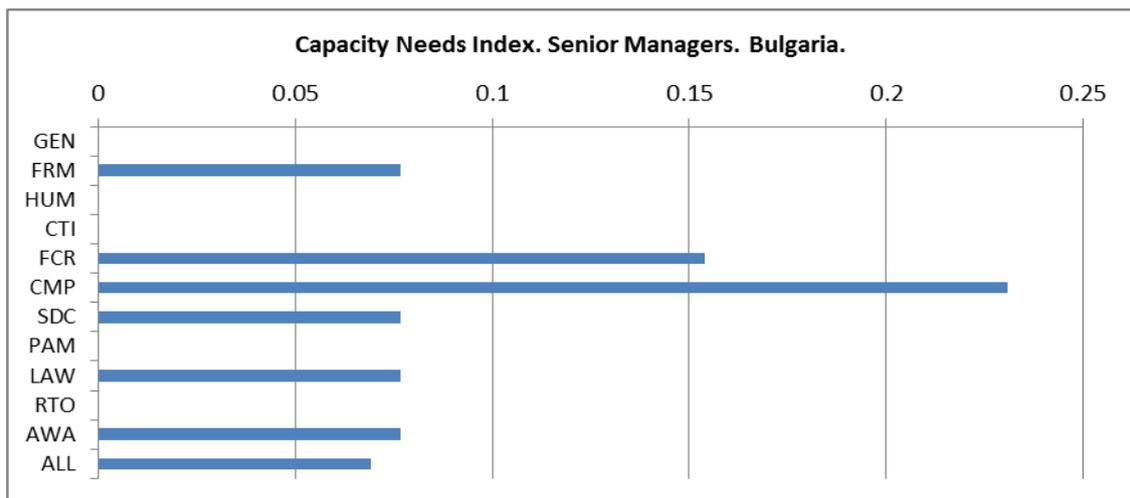
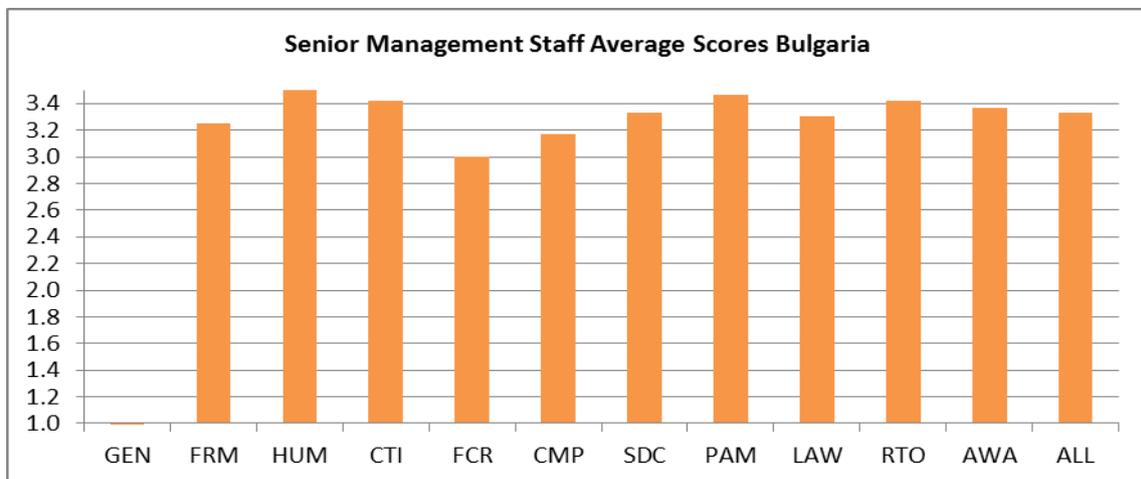
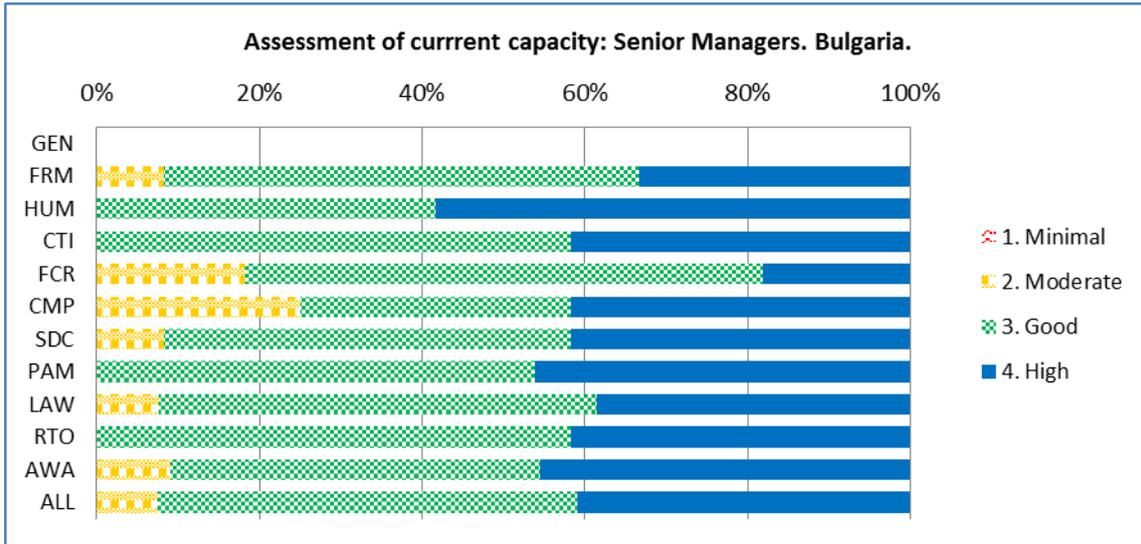
CAPACITY NEEDS INDEX (CNI) =

Proportion of responses that assess the skills category as relevant * Proportion of responses that assess competence in the skills category as either 1 (Little or no competence) or 2 (some competence).

The higher the CNI, the greater the need for capacity development in that category. This formula is intended to take into account how relevant the category is, as well as how weak the overall competence is.

The results are shown for Senior Managers, Middle Managers and Technical Staff, and Field Staff (Rangers) only. The results for administrative and support staff are available separately, but inclusion of the results tends to distort the needs of the 'front line' PA staff. Each set of results is accompanied by brief observations. See Section 5 for more detailed assessment and discussion and Section 6 for recommendations.

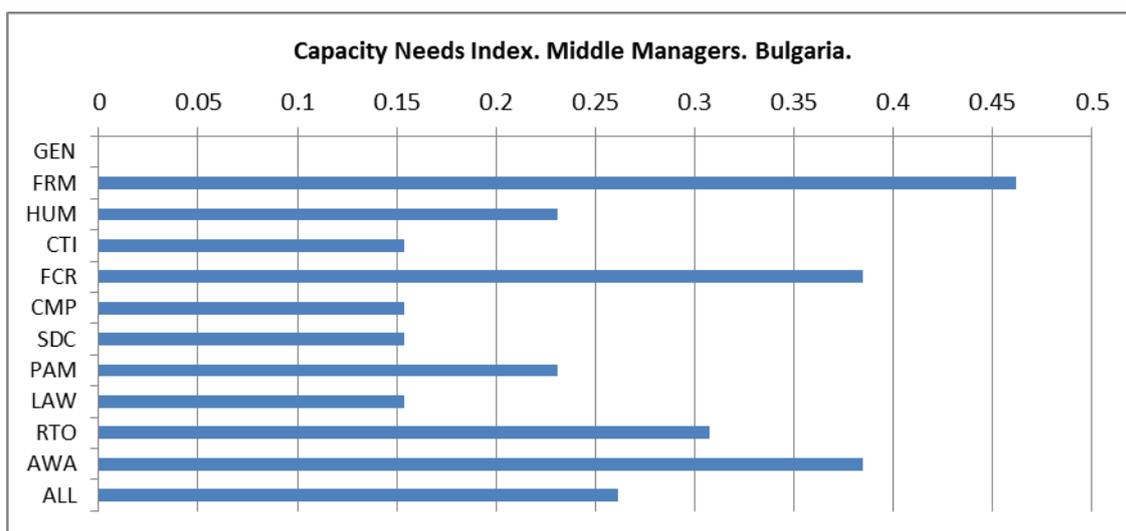
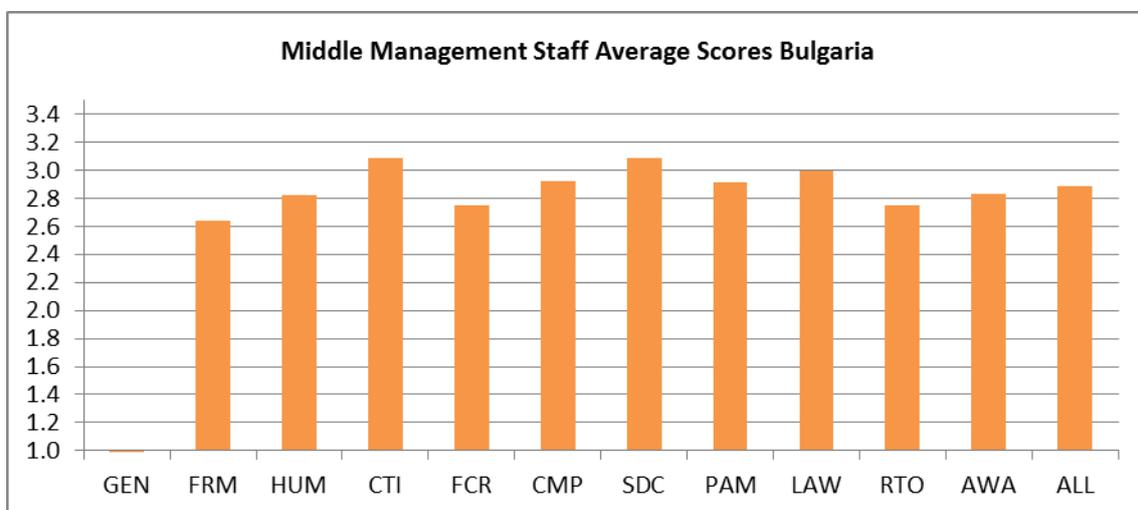
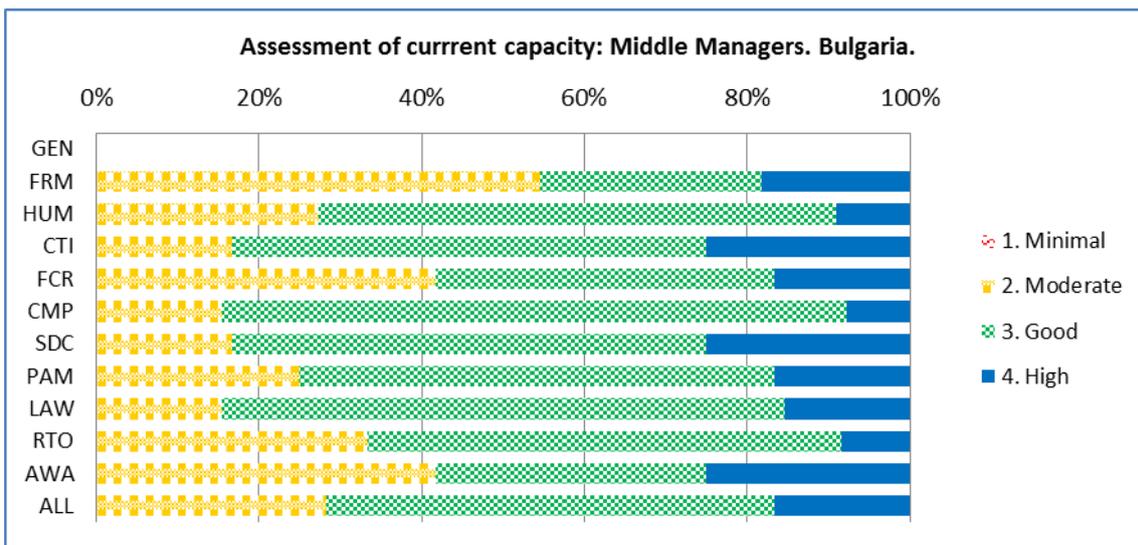
GENERAL ASSESSMENTS OF COMPETENCE: SENIOR MANAGERS



OBSERVATIONS

The overall assessment shows high levels of confidence by the assessors in the capacity of senior managers, with most assessments in the top two bands. But there are significant weakness in CMP and, surprisingly, FCR.

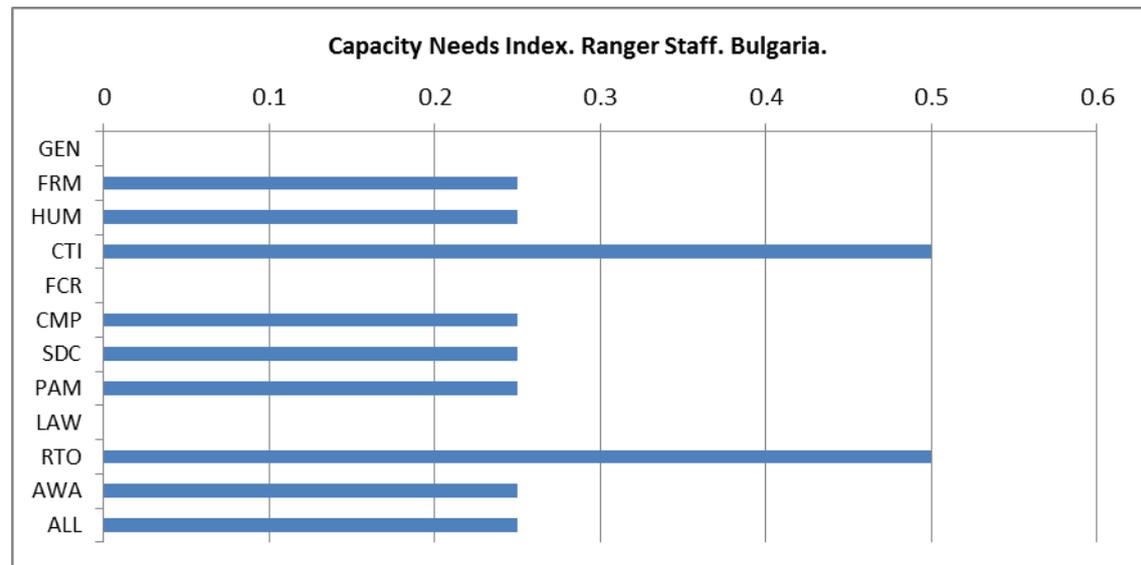
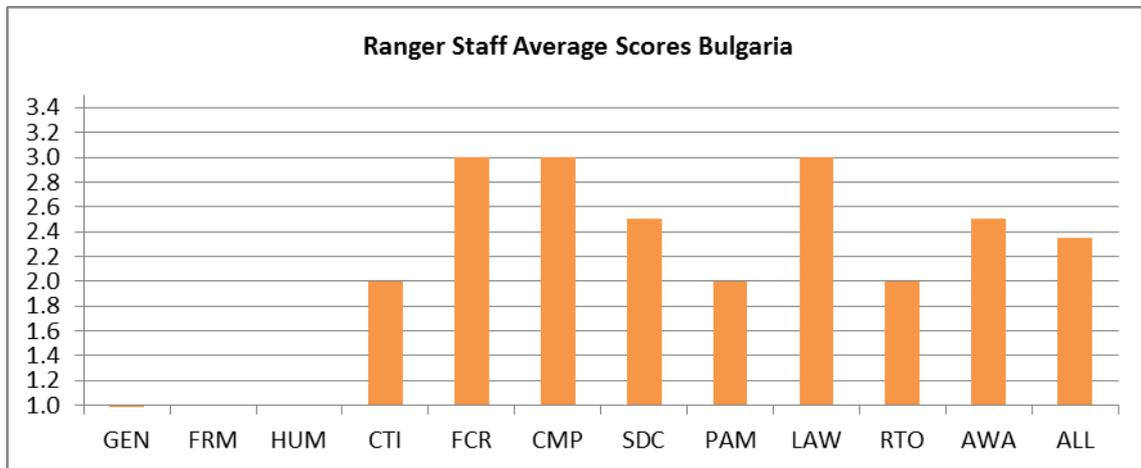
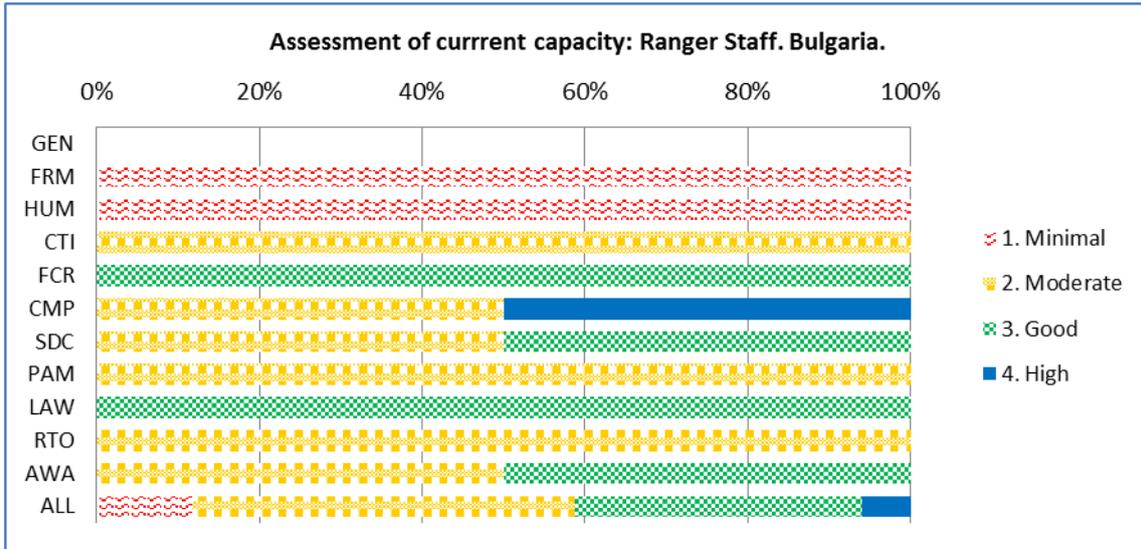
GENERAL ASSESSMENTS OF COMPETENCE: MIDDLE MANAGERS



OBSERVATIONS

The overall assessment shows quite good levels of confidence by the assessors in the capacity of middle management and technical staff. Nearly 75% of responses are in the strongest two bands. There are three major weaknesses, FRM, FCR and AWA.

GENERAL ASSESSMENTS OF COMPETENCE: RANGERS AND FIELD STAFF



OBSERVATIONS

This appears to be good overall capacity, with more than 70% of assessments in the two strongest bands. Two categories are significantly weak, CTI and RTO.

5 CONCLUSIONS

The following sections discuss the conclusions from the results of the questionnaire for Bulgaria. See the General Report for discussion of the entire regional survey, for comparisons between countries and for an assessment of the limitations and possible inaccuracies in the survey.

- Compared to many countries in the region, Bulgaria has a good framework in place for training PA staff. Responsible authorities organise and budget for annual programmes of training, .on average all staff received more than 3 days training per year, a wide range of topics is covered and much of the training is delivered by national specialists. However, some of the results are quite surprising and may require further investigation.
- The extent and impact of training is limited by available resources, and there is still a dependence on donor assisted projects to support training. However, support through European Union assisted projects is likely to be sustained at least in the mid-term.
- The competence assessments show a high level of confidence in the competence of senior managers. The greatest need for improved capacity is among middle management and technical staff perception that
- It is noteworthy that many respondents do not consider that rangers need training, and that their capacity development needs can be addressed through work based learning. This suggests that either there is either an excellent system of skills development for rangers in place, or that managers are not recognising the capacity needs of rangers. This issue requires further investigation.
- The top five priorities for future training for each staff level as identified by respondents are shown in Table 9.

Table 9 Top 5 priority future training topics identified from the competence assessments.

	Senior Managers	Middle Managers and Technical Staff	Rangers and Field Staff
1	CMP	FRM	CTI, RTO
2	FCR	FCR, AWA	FRM, HUM, CMP, SDC, PAM, AWA
3	FRM, SDC, LAW, AWA	RTO	
4		HUM, PAM	
5		CTI, CMP, SDC, LAW	

- There is no real consensus among respondents on how much training senior managers require (preferences are between 5 and 20 days). There is more agreement about the needs of middle managers and technical staff (11-20 days). There is little agreement on the needs of rangers; surprisingly most respondents appear to consider that rangers require no training. This result requires further investigation.
- There was a near universal consensus among respondents that the best modes of training for senior and middle ranking staff were short courses and exchanges and study visits with other protected areas. There was also some interest in self-directed distance learning for this group. For rangers, the general view was that their needs could be met by workplace learning and informal internal training activities.
- The main limiting factor affecting capacity development appears to be a shortage of resources to support the planned programmes. There may be a case for exploring more economical means of delivery of training.
- For Bulgaria, the next stage should be to build on the existing platform of good capacity to further institutionalise capacity development and to promote professionalization of protected area management.

6 RECOMMENDATIONS

Based on the results of the survey the following recommendations are made for the effective, efficient, relevant and sustainable development of capacity for PA staff in Bulgaria.

GENERAL NATIONAL RECOMMENDATIONS

1. BUILD INTERNAL CAPABILITY WITHIN PROTECTED AREA DIRECTORATES FOR CAPACITY DEVELOPMENT

The main approach should be to promote and enable more self-directed training and learning at the protected area level, in order to complement the national level courses being offered. The following specific recommendations are made.

1.1 Appoint a capacity development/training officers in all Protected Area Directorates to promote and support a range of learning opportunities for staff.

These are not intended to be full time positions; rather the duties should be added to the job descriptions of existing personnel (if possible with an additional responsibility allowance). This person should be responsible for identifying and mobilising a wide range of 'self - help' measures through which staff can improve their skills and knowledge, beyond formal training. The role should include

- Organising and coordinating formal training events (when resources are available).
- Selecting the most appropriate participants for national training courses.
- Providing and sharing information about training opportunities.
- Ensuring that basic learning resources are available in protected areas. Ideally, it should be possible to provide computers and Internet access, but even access to basic library of wildlife identification materials and copies of manuals and textbooks can make a difference.
- Establishing mentoring systems within protected areas, where more experienced staff are required to mentor and guide newer, less experienced staff.
- Identifying expertise within the protected area (and the protected area network) and making use of those with high levels of skills to train newer, less experienced staff.
- Organising regular informal training and learning sessions where staff can discuss and share their skills, provide updates on new policies, laws, regulations, technical advances etc.
- Ensuring that all visiting experts and researchers to the protected area are required to deliver a training session or seminar as part of the conditions of their permission to work there.
- Ensuring that good records are kept of training and capacity development.

1.2 Form the capacity development officers into a National Capacity Development Team to take responsibility for internal delivery of training and capacity development programmes across the protected area network as needed.

The appointed officers should attend 'Training of trainers' courses and be supported to deliver nationally approved courses.

2. ADOPT A NEW, DIVERSIFIED, LEARNING-BASED APPROACH TO CAPACITY DEVELOPMENT FOR PA STAFF

It is necessary to shift the emphasis and understanding of capacity development from training to learning. There are numerous ways in which staff can improve their skills and knowledge apart from attending training courses. They can be encouraged to learn and build their skills if they have access to good learning materials and opportunities. Although these approaches to learning were not favoured by respondents to the questionnaire, they can be very effective would be much less expensive than formal training courses

The recommendations that follow are intended to provide directions towards further developing as a 'learning organisation', combining formal training with a wide range of other potentially more affordable and sustainable approaches.

2.1 Improve access for PA staff to the internet and online learning materials.

2.2 Translate key materials (e.g. IUCN good practice guidance) into the national language.

2.3 Ensure that visiting experts and consultants share their skills and knowledge when they work in protected areas.

All such experts should be obliged to provide a presentation on their work and findings.

2.4 Establish communities of practice for main protected area skills categories

Communities of practice enabled protected area staff (and others) to sharing knowledge and information, to support each other in working and problem-solving and to build and update common expertise and competence in protected area work. The community practice should be established for each main skills category, a leader identified and a means of regular information exchange and collaboration developed (ideally online).

2.5 Identify centres of expertise among protected areas in Bulgaria and enable staff secondments and study visits

Exchanges and study visits were considered to be the most useful means of learning. It can be very effective and economical to enable staff to work with more experienced/more trained colleagues in other protected areas for extended periods.

2.6 Ensure that international study tours are well planned, focus on specific needs and learning outcomes and include the staff who will benefit most from them professionally.

International study visits can be an effective (though expensive) form of learning, but must be well designed and attended by the most appropriate people.

3. FOCUS AND IMPROVE FINANCIAL SUPPORT FOR CAPACITY DEVELOPMENT

3.1 The responsible ministries should allocate a secured budget for a minimum (baseline) level of annual training. They should budget for training for all PA personnel for at least 3 days per person per year.

3.2 Request donors to support investments in capacity development that will have a long term impact on the national capacity, rather than delivering just short term technical training.

Such investments might include

- Training of trainers for the capacity development officers.
- Improvement of internet access for protected areas.
- Provision and translation of learning support materials.

4. INTRODUCE A PROGRAMME FOR ESTABLISHING PROFESSIONAL STANDARDS FOR PROTECTED AREA WORK

The IUCN and is promoting a global initiative for professionalising protected area management, and given the relatively high capacities that exist in Bulgaria, the country may be a good candidate for piloting this approach. With support from the BfN, the Romanian NGO ProPark is already providing professionalisation programme support in Croatia and Georgia. Bulgaria may be an ideal country to continue this approach.

4.1 Develop a project to identify key competencies and standards for protected area occupations in Bulgaria.

4.2 Register formal occupational standards for key protected area occupations.

SPECIFIC CAPACITY DEVELOPMENT RECOMMENDATIONS

The survey suggests that in general technical capabilities of protected area staff in Bulgaria are quite good. The recommendations here are therefore mainly concerned with providing a common baseline for all staff and for addressing capacity needs specifically identified in the survey.

5. DEVELOP A BASIC COMMON FOUNDATION PROGRAMME FOR ALL PROTECTED AREAS STAFF

Rather than develop many small courses, it would be more effective and efficient to establish a basic standard foundation course covering essential practical skills, knowledge for all personnel involved in protected areas in Bulgaria. This should include specific topics related to protected areas in Bulgaria, and generic topics such as communication skills. This course can then be delivered internally by the training officers and by the national capacity development team (see Recommendation 1)

Suggested basic principles of the programme are that:

- 5.1 All new or recently appointed protected area staff should complete a two-day induction course.**
- 5.2 National curricula and programmes for the course should be developed, and a set of training materials prepared that can be used by trained capacity development officers.**
- 5.3 Completion of the course should be certificated and documented in the personnel records of staff.**

Table 10 shows a possible curriculum for the course.

Table 10 Possible curriculum for a general staff induction course

Course Title	Protected Area Staff Induction	
Duration	2 days	
Target group	All new ranger, scientific and technical staff with responsibilities in protected areas. All staff who have been employed in the past 3 years.	
Purpose	To ensure that all staff working in protected area have a good understanding of the area, its functions and of basic standards of good and safe practice.	
Assessment	Required attendance for the entire course Written and practical tests.	
Topic	Mode of Delivery	
INTRODUCTION	Lectures, presentations.	
<ul style="list-style-type: none"> • Values, purpose and functions of protected areas. • Threats to protected areas. • Administrative and legal basis and procedures for protected area management. • Main conservation and management strategies of protected areas. • Functions and duties of protected area staff and partners. • Essentials of good personal conduct and environmental practice in the work place. 		
ADMINISTRATIVE AND COMMUNICATION SKILLS	Presentations with examples.	
<ul style="list-style-type: none"> • Record keeping and note taking. • Fulfilling administrative requirements of the organisation • Basic leadership, team building and motivation. • Communicating with stakeholders and visitors. 	Site based instruction. Practical exercises. Follow up by supervisors.	
BASIC FIELD WORK SKILLS	Presentations with examples.	
<ul style="list-style-type: none"> • First aid. • Good environmental practice in the workplace and the field. • Emergency response procedures. • Fire prevention and firefighting. • Safe use, care and maintenance of tools and equipment. • Maps, navigation and GPS. • Basic boat handling and safety (if necessary). • Basic vehicle use and safety (if necessary). 	Site Based instruction. Follow up by supervisors.	

6. DEVELOP, PILOT AND PROMOTE A FOUNDATION PROGRAMME FOR LAW ENFORCEMENT AND COMPLIANCE TRAINING FOR RANGERS (INCLUDING SENIOR RANGERS)

Results from the survey suggest that protected area managers prefer to build capacity of Rangers through internal training. This can be a very effective and economical approach, but it would benefit from a standard set of

competences and associated curriculum for all rangers in order to ensure that standards are similar across the entire protected area network.

6.1 Develop a common curriculum and training and learning support materials for a foundation ranger course.

A possible curriculum is shown in Table 11. This should be customised to meet national requirements.

6.2 All rangers should be required to attend the foundation training and pass a formal assessment within two years of appointment. The course should be formally assessed and certificated.

Protected area directors may require some rangers to retake the course as a refresher if their performance has been unsatisfactory. Completion of the course should be documented in personnel records and could be made a requirement for promotion within the ranger service.

Table 11 Possible curriculum for a ranger induction course

Course	Basic Skills for Rangers	
Duration	5 days	
Target group	All Rangers and Law Enforcement Staff	
Purpose	To enable all rangers to complete their duties correctly.	
Assessment	Written test on theory. Practical test on law enforcement procedures in the field. Rangers must pass both parts. Failure to pass should lead to a retest.	
Topics to be covered		Mode of Delivery
INTRODUCTION	<ul style="list-style-type: none"> Values, purpose and functions of protected areas. Threats to protected areas. Administrative and legal basis and procedures for protected area management. Main conservation and management strategies of protected areas. Functions and duties of protected area staff and partners. Essentials of good personal conduct and environmental practice in the work place. 	Lectures, presentations.
ADMINISTRATIVE SKILLS	<ul style="list-style-type: none"> Record keeping and note taking. Fulfilling administrative requirements. 	Lectures, presentations.
COMMUNICATION SKILLS	<ul style="list-style-type: none"> Basic leadership, team building and motivation. Communicating with stakeholders and visitors. 	Presentations with examples. Site based instruction. Practical exercises.
BASIC FIELD WORK SKILLS	<ul style="list-style-type: none"> First aid. Good environmental practice in the workplace and the field. Emergency response procedures. Fire prevention and firefighting. Safe use, care and maintenance of tools and equipment. Maps, navigation and GPS. Basic boat handling and safety (if necessary). Basic vehicle use and safety (if necessary). 	Presentations with examples. Site Based instruction.
LEGAL BASIS	<ul style="list-style-type: none"> Understand the laws and regulations affecting the site and its resources. Understand the powers and duties of the ranger. Treat members of the public with respect and understanding during patrol and enforcement activities. 	Classroom presentation. Practical exercise. Question and answer. Individual tests.
LAW ENFORCEMENT	<ul style="list-style-type: none"> Recognise and identify signs of illegal or restricted activities in the field. Participate in patrol activities safely, effectively and with discipline. Participate in tactical enforcement operations (raids). Apprehend and detain suspects correctly and legally. Issue warnings and guidance for future conduct. Conduct searches, spot checks and inspections. 	Classroom presentation. Field based instruction. Simulated patrols and raids. Individual practice and tests for correct

<ul style="list-style-type: none"> • Correctly secure and process a crime scene. • Follow correct procedure for dealing with evidence and confiscated items. • Complete required paperwork for recording and reporting activities and events. • Provide testimony in court. 	procedures.
PERSONAL SECURITY	Theory in classroom.
<ul style="list-style-type: none"> • Deal effectively with hostile situations and defend oneself against physical attack. • Care for and use firearms correctly and safely. 	Practical instruction and practice.

6.3 Provide regular updates for field staff on legislation, threats and approaches for reducing illegal activities.

7. ORGANISE A SERIES OF FACILITATED SEMINARS/LEARNING EVENTS FOR SENIOR STAFF OF THE FOREST DIRECTORATES AND THE MINISTRY OF ENVIRONMENT, FORESTRY AND WATER RESOURCES ADMINISTRATION (AND PARTNERS)

The lack of data has made it difficult to assess capacities at Level 4/5, but overall capacity appears to be quite patchy, especially since protected areas do not have separate administrations. It would probably be impractical to recommend full training courses in all these categories; this would be very expensive and senior staff would probably not have the time to attend them. The proposed solution therefore is to hold a series of annual (or six monthly) facilitated seminars on priority topics, each with a specialist facilitator. It may be possible to make use of international specialists working on PA projects to lead these events. The following specific recommendations are based on the results of this needs assessments, but a wide range of events could be held.

7.1 Hold a seminar/learning event for senior staff on communication, awareness and public relations.

7.2 Hold a seminar/learning event for senior staff on applied biodiversity conservation.

7.2 Hold a seminar/learning event for senior staff on recreation and tourism planning and management.

8. PROVIDE COORDINATED ANNUAL PROGRAMMES OF TRAINING ON TECHNICAL SUBJECTS

The current system of an annual programme of training is an example of good practice in the region and should be continued and improved upon.

8.1 The responsible authorities at the national level should work together to identify priority capacity needs each year and develop a common programme of short term training courses for PA staff at the senior and mid ranking levels.

8.2 For each course, a standard curriculum, structure and set of learning materials should be developed, so that the course can be readily repeat the future.

This should be a requirement of all project developed and delivered training.

9. BUILD CAPACITIES OF FORESTRY TRAINING INSTITUTIONS AND UNIVERSITIES FOR PROTECTED AREA MANAGEMENT TRAINING

An effective long term strategy for improving capacity would be to ensure that compulsory modules are included in all relevant pre-entry educational programmes for foresters and potential protected area staff. Universities, forestry and agricultural training institutions should develop course modules relevant to protected areas, focusing on applied aspects of management.

9.1 Responsible authorities should work with training institutions and universities to develop a set of standard PA management modules, focusing on applied skills and techniques.

9.2 Institutions should organise delivery of modules and courses so that they can also be attended by employed staff as short professional development courses.

Protected Area Questionnaire					
TRAINING AND DEVELOPMENT NEEDS ASSESSMENT					
To be completed for.					
<ul style="list-style-type: none"> Protected Area Administrations. Departments at regional or national level responsible for protected areas 					
A. GENERAL INFORMATION					
A1 Country					
A2. Full Name of Protected Area or Institution					
A3. IUCN Category of the Protected Area (if known)					
A4 Area of the Protected Area (hectares)					
A5 Name and Position of Person completing the questionnaire					
A6. Date of completion of questionnaire					
A7. STAFF NUMBERS. Please indicate the numbers of staff in the institution at the levels indicated					
Total Number of Staff of the Protected Area or Institution or Department					
STAFF LEVELS	Support staff (Labourers, cleaners, drivers etc.)	Administrative Staff	Rangers/ Field Staff	Mid-level Managers/ Professional Staff/Head Rangers	Directors/ Deputy Directors
PLEASE RECORD NUMBERS OF STAFF IN THE PA OR INSTITUTION					
A. CURRENT SITUATION FOR TRAINING AND CAPACITY DEVELOPMENT					
B1. PREVIOUS TRAINING. Please indicate how much time and resources have been allocated to formal training and capacity development for staff or local stakeholders in the past 3 years					
Year	Title and topic of training	Training provider	Number of days	Number of participants	Notes
B2. RESOURCES AND BUDGET FOR TRAINING. If the institution has its own special budget for training, please state how much it has been for the past 3 years					
<i>The institution has a training budget</i>			YES		NO
Year	Amount of budget	Main uses of budget			
2011					
2012					
2013					

B3. SKILLS AND EXPERIENCE. COMPETENCE ASSESSMENTS FOR EACH LEVEL OF STAFF

Please complete the following table, which is an assessment of the current skills and experience of personnel conducting protected areas work at different levels.

For each skills category and staff level please enter a rating of 0-4 as follows

0 = Staff at this level do not need these skills.
1 = Staff at this level need these skills, but have little or no competence in them: extensive training and development are needed.
2 = Staff at this level need these skills and have some competence in them: Further training and development are needed

3 = Staff at this level need these skills and have good competence in them: Periodic updating only is needed.
4 = Staff at this level need these skills and are highly competent in them. They could train and instruct others in these skills.

STAFF CATEGORY.	Support staff (Labourers, cleaners, drivers etc.)	Administrative Staff	Rangers/ Field Staff	Mid-level Managers/ Professional Staff/Head Rangers	Directors/ Deputy Directors
SKILLS CATEGORY	<i>Assessment 0,1,2,3 or 4</i>				
GENERAL SKILLS (GEN). General skills require for any job. Commitment, motivation, positive attitude, honesty, teamwork etc.					
FINANCIAL & RESOURCES MANAGEMENT (FRM). Management and organisation of finances, assets and equipment for the protected area.					
HUMAN RESOURCES MANAGEMENT & DEVELOPMENT. (HUM). Directing, managing, organising and capacity building for staff and others working in the PA					
COMMUNICATION TECHNOLOGY AND INFORMATION (CTI). Communication skills. Presentations, reports, negotiations, conflict resolutions. Use of computers and technology.					
FIELD CRAFT AND PRACTICAL SKILLS (FCR). Skills for field work: navigation, health and safety, basic construction and maintenance and good environmental practice in the field.					
CONSERVATION ASSESSMENT PLANNING & MANAGEMENT (CMP). Identifying, surveying and monitoring species and ecosystems. Identifying the need for and carrying out specific actions for the protection and conservation of species, habitats and ecosystems.					
SUSTAINABLE DEVELOPMENT & COMMUNITIES (SDC). Conducting social and economic assessments in local communities. Working with communities in the Protected Area and Buffer Zone to promote sustainable					

resource use and development					
PROTECTED AREA POLICY, PLANNING AND PROJECTS (PAM). Preparing strategies, master plans and management plans for managing protected areas. Designing and applying for special projects to support the work of Protected Areas					
LAW ENFORCEMENT (LAW). Law enforcement: understanding the law and conducting activities to enforce the law in protected areas.					
RECREATION AND TOURISM (RTO). Planning and managing environmentally sensitive recreation and tourism for visitors to protected areas					
AWARENESS, EDUCATION AND PUBLIC RELATIONS (AWA). Planning and carrying out awareness, education and public relations work with visitors and local people. Presentations, signboards, educational materials, guiding visitors, working with schools groups. Promoting and publicising the Protected Area through the media.					

B4. FUTURE NEEDS AND PRIORITIES. Please indicate what you consider to be the three most important capacity development need(s) of each category of staff

Support staff (Labourers, cleaners, drivers etc.)	Administrative Staff	Rangers/. Field Staff	Mid-level Managers/. Professional Staff/Head Rangers	Directors/Deputy Directors
1	1	1	1	1
2	2	2	2	2
3	3	3	3	3

B. MODES OF TRAINING AND LEARNING

C1. MODES OF LEARNING. Staff capacity can be developed in many ways. Please answer the following questions about different methods of staff development

Please assess how effective and suitable each type of learning would be for each level of staff at the protected area or institution.

0: Not all effective or suitable; 1: -Marginally effective and suitable; Effective and suitable.

3: Highly effective and suitable

MODE OF LEARNING	Support staff (Labourers, cleaners, drivers etc.)	Administrative Staff	Rangers/. Field Staff	Mid-level Managers/. Professional Staff/Head Rangers	Directors/. Deputy Directors
Informal learning in the work place with more experienced colleagues					
Short training sessions provided by supervisors and managers in the work place					
Short Formal Training Courses (<1 week)					
Longer training courses (1-4					

weeks)					
Long Term Study for Formal Qualifications (e.g. University Courses)					
Informal individual learning using training manuals and study materials					
Formal individual study through distance learning. Following courses using internet and correspondence					
Exchanges and study visits with other Protected Areas					
Others (please list)					
C2. ALLOCATION OF TIME FOR TRAINING AND DEVELOPMENT					
Please indicate what you consider to be the ideal amount of time to be devoted each year to formal training of staff at different levels Indicate <u>one choice</u> for each staff category					
	Support staff (Labourers, cleaners, drivers etc.)	Administrative Staff	Rangers/. Field Staff	Mid-level Managers/. Professional Staff/Head Rangers	Directors/. Deputy Directors
0 days					
1-5 days					
6-10 days					
11-15 days					
16-20 days					
>20 days					
C. OTHER COMMENTS					
Please add any further comments or suggestions					
.					