Last info - Gland, Switzerland: WWF has deplored the mass slaughter of elephants in northern Cameroon, and has called on governments in the region to address the issue of cross border raids by heavily armed poaching gangs. 

Source: WWF international

Estimates of the number of elephants killed in BoubaNdjida National Park by a gang crossing the border from Chad and believed to be supplying Sudan ivory markets that service ivory trafficking to Asia range commonly exceed 200.

"WWF strongly condemns the brutal slaughter of 200 elephants in Cameroon," said Jim Leape, Director General of WWF International. “We call on President Paul Biya to launch a full response to assure the global community that he takes this criminal act seriously and will work with Chad and Sudan to bring these criminals to justice."

"This is one of the most horrific case of wildlife slaughter that has emerged in a long while, that only goes to highlight the urgent need for local and global action to protect these vulnerable animals."

Assessing protected areas management effectiveness in Congo

This NAPA newsletter proposes a summary of the key achievements of the assessment of management effectiveness of protected areas we conducted in Congo, in 2011. This evaluation highlights the strengths and weaknesses of Congolese protected areas and helps to prioritize actions to upgrade the management of the whole PA network.

Conservation context in Congo

Congo is a forested country where the population is highly concentrated in the urbanized southern zone. The forest and the savannah respectively cover 65 and 35% of the national territory. The forest coverage is much discontinued and heterogeneous. It includes dry land forest (45% of the territory) and flooded forests in the Congolese basin (20%). In total, the forest stretches over about 21 million hectares and plays major ecological and socioeconomic roles. This habitat is characterized by a high biological richness and a variety of...
outstanding landscapes. According to the Agence Congolaise de la Faune et des Aires Protégées (ACFAP), the network is today made of a combination of 18 protected areas that cover a surface area of about 11% of the national territory.

Supported by the European Commission since 2008, Congo has initiated a process for the establishment of this national agency, dedicated to protected areas management. The Agence Congolaise de la Faune et des Aires Protégées has been established according to the memorandum n°000663/MDDEFE of 14 March 2011 passed by the Ministry of sustainable development, forest economy and environment. The bill confirming this establishment is being approved.

The law that governs conservation in Congo has recently been updated (law n°37-2008 adopted on 28 November 2008) but it still does not have implementing decrees. Therefore, the former decrees of the previous law (n°48/83 of 21 April 1983) are still implemented.

The evaluation of Congo parks and reserves took place during a three-day workshop held at Brazzaville from 14 to 16 July 2011. The methodology used is the one developed by WWF: Rapid Assessment and Prioritization of Protected Areas Management (RAPPAM) combined to the protected areas monitoring tool developed by the World Bank and WWF: Management Effectiveness Tracking Tool (METT). The sample assessed gathered the 10 PAs listed in the table hereafter.

### Table 1: Surface area of the assessed protected areas

<table>
<thead>
<tr>
<th>Protected areas</th>
<th>Surface area (ha)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Odzala Kokoua National Park</td>
<td>1 364 600</td>
</tr>
<tr>
<td>Lefini Fauna Reserve</td>
<td>630 000</td>
</tr>
<tr>
<td>Conkouati Douli National Park</td>
<td>504 950</td>
</tr>
<tr>
<td>Télé Lake Community Reserve</td>
<td>438 960</td>
</tr>
<tr>
<td>Nouabale Ndoki National Park</td>
<td>426 800</td>
</tr>
<tr>
<td>Lesio Louna Gorilla Natural Reserve</td>
<td>173 000</td>
</tr>
<tr>
<td>Dimonika Biosphere Reserve</td>
<td>136 000</td>
</tr>
<tr>
<td>Tchimpounga Natural Reserve</td>
<td>55 000</td>
</tr>
<tr>
<td>Lossi Gorilla Sanctuary</td>
<td>35 000</td>
</tr>
<tr>
<td>Patte d’Oie Forest Reserve</td>
<td>94</td>
</tr>
</tbody>
</table>

**Main pressures that affect protected areas**

In Congo, poaching is by far the most worrying pressure. It occurs in all PAs, sometimes in significant proportions; the other significant pressures are the conversion of land use, bushfires and the exploitation of forest and flora resources. According to the park managers, the most threatened protected areas are Conkouati, Dimonika and Lefini. In these three cases, the most serious pressure is still poaching (Nouabale Ndoki and Odzala Kokoua are also concerned to a lesser extent). Moreover, the activities of bordering populations for agricultural purposes or exploitation of timber and charcoal to supply the neighbouring large urban centres (Pointe Noire or Brazzaville accordingly) are common inside protected areas.

**Biological and socio-economic importance of PA assessed**

It is important to highlight that the data presented in this assessment come from a self-evaluation process of the 10 PAs sample studied. Consequently, these outcomes represent essentially the point of view of the park managers interviewed during the process and remain qualitative and probably not always reflecting the real situation on the ground because of the lack of evidence available to validate these data. In the light of this analysis, it appears that 2 PAs (Conkouati and Nouabale Ndoki) have a higher biodiversity value than the others. They are different from the others by their rate of endemic or rare species (at the country’s scale) and the presence of habitats which ecological role is crucial for some of these species (the habitat of manatee at Conkouati for instance). Most of the PAs studied provide for the bordering populations’ livelihoods while allowing
them to benefit from the ecosystem services. Besides, all of them contain many animals and plants of social, cultural or economic importance.

Global results of the management effectiveness analysis

The comparative analysis of this PA’s sample draws three groups with different management levels:

- The first group which includes Nouabale Ndoki, Odzala Kokoua, Conkouati and Lesio Louna, shows effective management as, on the ground, some management outcomes appear to be measurable and tangible.

- The second group concerns Lossi, Tchimpounga and Lake Télé. Planning and inputs are globally poorer there and this has a direct impact on the management process and on the outcomes achieved.

- The third group is composed of Lefini, Dimonika and Patte d’Oie. This one is characterized by the absence of substantial management other than the establishment of their legal status.

Significant management actions in the five groups of indicators usually considered (context, planning, inputs, process and outputs) are implemented in the previous first two groups of PAs. Besides these 7 PAs benefit from (or have recently benefited from) the support of external partners that have compensated for the State lack of means regarding human and financial resources as well as technical coordination.

Detailed results of management effectiveness analysis

The legal context of Congo PAs

All the assessed PAs are legally recognized by creation acts. Most of them have been updated in the 90’s or 2000’s or are currently being modified (Tchimpounga for instance). All the creation acts, except that of Patte d’Oie (dating of 2009), lay down management rules linked to the PA status. Three PAs (Lossi, Odzala Kokous and Conkouati) also have intern regulation acts that detail the application of law in those parks but none of them has been validated to date. At Conkouati, there is also a natural resources co-management charter established in 1999 between the park and the bordering communities. It defines management rules for the park’s bordering areas’ resources. Regarding the recognition of PA boundaries, only few of them are demarcated on the ground. And for those that physically exist, the lack of maintenance does not guarantee their durability in the long term. In most cases, they are simply made of natural milestones which visibility, sometimes low in the field, gives rise to land disputations from communities or neighbouring private stakeholders. In a nutshell, Conkouati, Lossi and Odzala seem to have more
elaborated battery of rules and regulations to organize management than the other PA.

**Planning of Congo PAs**

Five PAs have a **management document** that lays down management objectives. However, whichever the management document we consider, even if the PA values (natural, environmental, cultural, etc) and the potential pressures are mentioned, the expressed **management objectives** do not result from a real comprehensive analysis of pressures on each value. Therefore the prioritization of actions regarding to the most urgent threats that these values undergo becomes almost impossible.

For six PAs out of ten, internal **zoning** is planned and described in their act of creation. But only two of them (Conkouati and Lesio Louna) have included a detailed description of their functional zoning in their management document and really implement it in the field, despite some difficulties.

As a whole, **PA planning remains poor**: management objectives are often unclear, management plans are rarely validated, working plans are often not implemented and management impacts monitoring is almost inexistent. When a PA benefits from NGO support, the project documents of these partners make up for these insufficiencies. Still, these planning documents do not draw a long-term vision. Moreover this vision should be shared among all the bordering stakeholders because its main role is to help people agree on the values they all want to protect thanks to the PA. Without this agreement, PA sustainability is not guarantee.

Most PAs have **human resources**, except 2 PAs that do not have field staff. But even where human resources are available, their number is not enough. In general, the PA staff is mainly supported by technical partners (NGO) working in the PA. If no other support is provided by the government when NGO retires, sustainability of human resources remains strongly threatened.

Currently, **research activities** are taking place in only three PAs out of ten. The main studies concern great apes (ground based studies at Nouabale Ndoki and Conkouati or behavioural studies on chimpanzees in captivity at Tchimpounga). Studies are also done on cetaceans and turtles at Conkouati. Some of these research themes will be used for management purposes: works on gorilla habituation at Nouabale Ndoki and works on cetaceans, turtles and apes at Conkouati, initiated by WCS...

In any case, the State supports all their public servants working on the field but the **annual operating budgets** are allocated on much more random basis. Three PAs out of seven have received a budget allocation in 2011 even if it sometimes remains negligible compared to partners’ contribution. It is to be noted that only one PA (Nouabale Ndoki) has benefited from sustainable funding from a trust fund that has financed up to almost 50% of the annual operating budget. A rough estimation of the funds received (all origins taken together) for one hectare shows that the operating budget of Lesio Louna is closer to the reference standard for savannah PAs that is about 1,000 CFA/ha (2$).

Some recent fauna **surveys** have been conducted in seven PAs. Three of them focused on specific species according to their management requirements: apes and elephants. In these cases, the surveys enabled to draw distribution maps of these animal populations. The data collected on the other species are less accurate, but they provide for evidence that they are present in the PA. The data on the habitat are less frequent as only five PAs benefit from them. In almost all the PAs, data on the bordering populations’ socioeconomic habits are available.

**Inputs**
Management process

Natural resources management activities are described in the management plans (if any), but these activities are not currently implemented in the field as a priority. Half of the PAs studied provide for a global ecological monitoring done during monitoring patrols. Some occasional activities linked to fire management (construction of firebreaks) are undertaken at Tchimpounga and Lesio Louna.

Regarding to the standards, the number of staffs in charge of law enforcement compared to the PAs surface area is insufficient everywhere, except for Tchimpounga and Patte d’Oie. The case is extreme for Lefini and Dimonika that do not have any field staff for these control activities. In relation with the human resources available, the control generally focuses on the parts of the PA where anthropogenic pressures are likely to be higher (presence of bordering villages). The deployment of monitoring staff is sometimes hampered by the existence of armed gangs in some PAs located in instable political areas (Lake Télé, Odzala Kokoua). Some of the staff in charge of control of the PA do not have proper legal status to enforce the law. This situation is made worse by the low level of monitoring of cases of offence by local legal structures, particularly at Lesio Louna, Odzala Kokoua and Conkouati.

More often, the budget allocations dedicated to monitoring are insufficient to both support the staff and ensure that control of law is made all over the PA surface area. It is worth underlining that two PAs (Conkouati and Lesio Louna) generate enough tourism incomes to reinvest a part of these funds in the daily functioning, such as paying the salary of some staffs, maintaining infrastructure, etc.

In most cases, the PA staff management is supported by a partner. Almost half of the PAs that have a real management team think that the initial profile of their rangers was not adapted or the training they have received when they started working was not adequate. However the on-going education offer is disparate because, as the State does not take care of it, it totally depends on the availability of the technical partners support (NGO) working in the PAs.

Presently, seven PAs out of ten propose environmental education activities with bordering populations. Three of them also intervene in the bordering villages schools. Apart from that, interactions with public or private bordering populations remain anecdotal in most cases. Communities’ involvement in decision-making regarding the PA management remains globally low and only concerns half of the sites. It is only limited to occasionally informing them or consulting their opinion.

All the PAs studied have basic infrastructures. Even if six PAs out of ten have their own tourist accommodation structures, tourism activities are really developed in only three of them. This activity is most developed at Lesio Louna where regular bookings are done directly from the PA office based at Brazzaville.

Management results

All the PAs are partly delimited by access ways (marine, river or roads) but only three of them have a monitoring system enough developed to control the access and restrict illegal intrusions at least in some parts of the PA. All the other PAs are subject to regular illegal intrusions, sometimes exacerbated by the presence of political conflicts in the region (Odzala Kokoua).
Two PAs offer to the bordering populations the possibility to benefit from **direct returns from the PA natural resources valorisation**. Thus, at Nouabale and Conkouati, a part of the tourism incomes is returned to two bordering villages. Most PAs employ people from the bordering communities. Also, activities aiming at improving bordering populations’ wellbeing are developed in three PAs.

**The original biodiversity of all the PAs has been degraded** through the time by the multiple pressures that affect them. It is noted that some species have disappeared after the establishment of many PAs. However, six PAs out of ten have enough data to estimate the distribution of some key species (apes and elephants, and also turtles at Conkouati). The data (from monitoring) available on the other species are sufficient to make evidence that they are still present but do not give information on the status of their respective populations (ex. of Manatee and Waterbuck at Conkouati).

Analysis of available data and of the ongoing pressures seems to show that Conkouati and Lesio Louna are hosting populations of relatively stable key species. However, in the other four PAs where there are still apes and elephants, poaching pressure is so high that it heavily influences their distribution and their numbers. These four PAs are all located in the North of Congo in areas of political instability. These constraints, worsened by the very low level of law enforcement at Lossi, suggest that the biodiversity is much degraded there.

This situation is much more serious at Lake Télé because nowadays, gorillas and elephants’ sanctuaries are located out of this PA and it will be therefore more difficult to control them in the future.

Without data, no estimation on the state of degradation of biodiversity is possible at Lefini, Dimonika and Tchimpounga. The forest of Patte d’Oie is probably far from what it used to be before human pressure started.

**Recommendations to improve protected areas management effectiveness in Congo**

The participants to the evaluation have made the following **recommendations** in order to fill in the above-mentioned gaps:

- Increase the state budget allocated to staff recruitment in PAs and ensure a continuous allocation of operating credits to the PAs
- Ensure a regular monitoring of the implementation of the memorandums of understanding established between technical partners and the protected areas concerned
- Foster the establishment of an inter-ministerial consultation platform for the development and implementation of the national ecotourism policy
- Foster the access to the northern protected areas by improving the road network
- Support the development or the updating of functional management plans for protected areas that do not have some, and support their validation process and their implementation
- Ensure regular monitoring and evaluation of the network’s protected areas management effectiveness
- Foster the establishment of a national trust fund to ensure the financing of Congo PAs management
- Propose targeted and relevant trainings focused on the needs of parks managers (especially on legal texts governing law enforcement in PAs)
• Ensure the legal recognition of all the rangers on duty
• Animate a network for sharing information among field managers (thanks to the ACFAP website)
• Strengthen technical and financial collaboration and transparency among managers and technical partners in the field, through reporting or regular meetings with site managers
• Strengthen collaboration of communities and other local stakeholders with managers by involving them at various decision-making levels (information, dialogue, consultation, and collaboration) and taking into consideration the “gender” factor.

An evaluation tool fitting PA management context in West and Central Africa: the “modified” RAPPAM

The RAPPAM (Rapid Assessment and Prioritization of Protected Areas Management) is a tool developed by WWF which aims at evaluating the global management effectiveness of a network (national or regional) of protected areas in order to underline the strengths and weaknesses and enable decision-makers to make adapted decisions to improve the functioning of their system of protected areas.

This user-friendly tool that provides for a rapid analysis has been widely disseminated throughout the world (used in about 40 countries in Europe, Asia, Southern America, Africa and in the Caribbean (Leverington et al. 2010)). It is based on a protected areas manager’s self-evaluation approach. The success of this exercise and the relevance of the resulting analyses therefore essentially depend on the quality of the data provided by managers. Unfortunately, in the Western and Central African region, the judgements made by managers regarding the level of effectiveness of their PA management is often biased because of the absence of recent and relevant data. As the error can sometimes be very significant, the results of the RAPPAM analysis are not useful for (or even mislead) decision-makers because they have no connexion with the reality in the field.

To fill in these gaps, the last PA network evaluations done in the region by PAPACO relied on an “modified” RAPPAM tool that has been successively tested in five PA networks (four national networks: Niger, DRC, Burundi and Congo, and a regional network: Central Africa forest areas). The main difference with the classical RAPPAM is about two aspects of the data collection methodology: the reformulation of the RAPPAM questions to allow them to draw the most objective answers from managers and the systematic verification of the basic data provided by managers (when supported by bibliography).

The analysis of the resulting data is based on the comparison of more objective criteria (if possible, based on figures or on the “presence/absence” criterion”). It is based on 27 criteria distributed in five sections (coming from the CMAP framework): “outcome” (5 criteria), “process” (11 criteria), “inputs” (4 criteria), “planning” (5 criteria) and “legal context” (3 criteria). A qualitative mark ranging from 0 to 3 is attributed to each criterion and it reflects the level of adequacy of the measured criteria with the optimal threshold of 100% corresponding to the ideal situation.

As the scale from 0 to 100% attributed by the evaluator is qualitative, it therefore necessarily contains a part of subjectivity depending on the threshold of 100% to which the person who attributes the mark is referring. However, as the threshold of 100% is the same for all the PAs for a given evaluator, the relative difference in the marks of the different PAs is not biased. The analysis of the comparison of the management effectiveness of the sample of studied PAs is therefore possible.

Even by improving the methodological approach through this more objective angle, some criteria still have some subjectivity. Far from being perfect, this method however allows for a better vision of what happens on the ground. In addition, presenting the data in the form of individual sheets per PA, then in the form of compared summary analysis of all the studied PAs improves the readability of the results for decision-makers, and also for any other user in the field.
Presentation of the Research Platform: Production and Conservation in Partnership (RP-PCP)

**Applied research, post-graduate training and expertise on human-nature interactions in the periphery of protected areas: supporting the co-existence of agriculture and conservation in Southern Africa.**

**Who we are**

The Research Platform “Production and Conservation in Partnership” (RP-PCP) was established in 2007, formally associating the University of Zimbabwe and the National University of Science and Technology with two French research organisations, Cirad and CNRS, supported by the French Embassy in Harare.

End of 2011, the staff involved in the activities of the RP-PCP represented an international multidisciplinary group of more than 50 senior researchers, academics and post-graduate students from a wide range of disciplines, including Social Sciences, Agronomy, Ecology, Geography and Veterinary Sciences.

The RP-PCP has been recognised as one of its 25 “Research Platforms in Partnership” by Cirad.

**Our objectives**

The overall objective of the RP-PCP is to contribute to sustainable development, biodiversity conservation and improved rural livelihoods in Southern Africa, through strengthening national research capacities, multidisciplinary approaches and institutional partnerships with a focus on protected areas and neighbouring production.

The RP-PCP seeks to promote applied research on “wild-domestic interfaces” in order to address issues related to the coexistence of Man and Nature, by mitigating development and conservation activities. Our research framework seeks to understand the links between heterogeneity and sustainability of socio-ecological systems in the context of wild-domestic interfaces.

Our multidisciplinary group is organized in four broad thematic areas: Animal Health and Environment (AHE), Ecology (Eco), Conservation and Agriculture (C&A) and Natural Resources Governance and Institutions (NRGI).

The platform has selected 3 priority areas of activities which include Transfrontier Conservation Areas (TFCAs) and their peripheries: Gonarezhou NP in the GLTFCA, Hwange NP in the KAZA-TFCA and the mid-Zambezi valley/Lower Zambezi-Mana Pools TFCA (see map).

**Key achievements**

Since its beginning, as a research platform, the RP-PCP aims at promoting applied scientific studies through support to post-graduate students, the vast majority of them being Zimbabwean. So far, 28 postgraduate students have been/still are supervised under the RP-PCP since its inception in 2007, including 20 Zimbabweans (>10 students have graduated or submitted their thesis since 2007). All together, they have produced 26 research articles, 3 book chapters and numerous (>50) communications during international conferences and regional workshops. Some technical and expertise reports have also been produced.
Picture on the previous page: critical water points for both cattle and wildlife: on one side is the communal land on the other side (visible here) starts the national park.

Student projects examples


Baudron, F. 2011. Integrated evaluation of CA technology using MGL to improve productivity and sustainability of cotton-cereal system in the Mid Zambezi Valley. PhD, University of Wageningen.

Ncube, H. submitted. Limitations of recruitment in medium sized herbivores: population dynamics of the plains zebra Equus quagga chapmani in Hwange National Park. MPhl thesis, Faculty of Sciences, National University of Science and Technology.

Guerbois, C., on-going. Integrated and sustainable management of African wildlife through protected areas. Developing modelling tools for exploring scenarios and decision making. PhD, University of Lyon 1.

Zengeya, F., on-going. Understanding the distribution of cattle at the livestock-wildlife interface using real-time Global Positioning Systems (GPS) and satellite remotely sensed data. PhD, Department of Geography and Environmental Science, Uni. Of Zimbabwe.


Funding

The French Embassy in Zimbabwe has been supporting the RP-PCP since its implementation and provides the core of the funding. Co-funding of studies/expertise is also done by members of the RP-PCP for the benefits of various projects coordinated by one of the partner institutions: EU-PARSEL coordinated by CIRAD, EU-LIFIN coordinated by Action Contre la Faim, ANR-FEAR coordinated by CNRS, WATERNET via UZ, FAO-DNPWMA/Human-Wildlife-Conflicts and GLTFCA/Buffalo-Cattle mobility via CIRAD, MAEE-GRIPAVI and MAEE-CORUS FMD coordinated by CIRAD.

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Weblinks

http://www.cirad.fr/
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Sustainable management of protected areas in Benin: trading profits and support to the conservation of nature

A controversial subject is currently going on among the Pendjari National Park management bodies. It deals with the decision to increase the park’s visit rates. After hard negotiations, it has been agreed to extend the share of the funds allocated to the village associations for fauna reserves management (AVIGREF) to all the incomes of the reserve. This share was formerly calculated on the basis of the incomes generated by fishing and sport hunting only. The increase of the visit rates has been the solution proposed to avoid reducing the reserve administration’s own funds. But this solution did not get the unanimity from the reserve’s decision-making authorities, although it can be justified by new investments (as the restoration of the roads network and the opening of a new accommodation site) and a good level of satisfaction of safari tourists. Putting forward the argument of the high cost of the destination, some voices rose up against this solution, particularly tourist stakeholders that directly or indirectly depend on the reserve.

From this situation emerge many interrogations:

- Can ecotourism really develop if some minimal conditions are not met in protected areas and their periphery (monitoring, planning, etc.)?
- Comparatively to the other induced costs (transport, accommodation, administrative costs, etc.), does the increase of the visit rates of a destination really determine the high global cost of a destination?
- Why more than 300% increase of the visit rate in a bordering site managed by local communities has not sparked off such a reaction?

The success of ecotourism depends on preliminary investments (intended for planning, monitoring, ecological monitoring, marketing, etc.) that are not
Often guaranteed, hence the low level of development of this activity. It seems that visit costs are not the main cause that most influence the rate of a destination but rather the related activities (transport, accommodation, etc.). Even though ecotourism meets trading rules, it will be sustainable only if the private organizations that take part in it are themselves concerned with conservation issues, and if the park’s decision-making bodies foster initiatives in favour of improving its self-financing.

The lessons to be drawn from these reflexions are that protected areas’ users, mostly those who seem to be the most informed and/or the most dependent on the site, still have to feel concerned with the protected areas conservation itself. To achieve that, it is important to support the idea of a private support of protected areas management, as the funds expected from the State are no longer provided. Nowadays, obtaining funding focuses on the support provided by donors and its implementation depends on these donors’ expectations. However, the notion of financing is more global and calls for other more important considerations such as mastering management costs and increasing own revenues. According to the protected area’s management category, ecotourism should be able to be a tool for mobilizing funds in order to have a minimum budget for management in case the other agreements to finance are slow to materialize. In this perspective, the development of a national tourism that meets the real visit costs of sites is a major challenge, as it will guarantee security for protected areas’ financing.

The third edition of the University Diploma on strengthening capacities in PA management (DU-RCGAP), organized by Papaco in collaboration with the Senghor University (Egypt) started on February 6, 2012 in Ouagadougou (Burkina Faso). It will last until the March 30, 2012.

The current training brings together young stakeholders (protected areas managers, environmental NGO executives, etc.) from Benin, Côte d’Ivoire, Mali, Niger, Burkina Faso, Senegal, Mauritania, Guinea, Italy and Togo.

Further information is available on Papaco website (www.papaco.org) at the page « our on going trainings ». The next training course is scheduled in October.