

## **TECHNICAL ASSISTANCE**

### **INSTITUTIONAL SUPPORT FOR THE MADAGASCAR NATIONAL TOURISM BOARD**

#### **Terms of Reference**

## **1. Background**

Tourism is one of the priority sectors for the Government of Madagascar (GoM) as a factor of economic growth and job creation in both urban and rural areas as indicated in its General State Policy (PGE) and the Madagascar Emergence Plan (PEM). Tourism accounts for an estimated 5.9% of Gross Domestic Product (GDP) and nearly 6.5% of formal employment in the country. However, the Madagascar destination had only 383,717 tourists arriving in 2019 which is well below its potential: it is still only at the beginning of its life cycle and is placed behind neighbouring destinations like Mauritius, Tanzania or Kenya.

The GoM has set itself a goal of 500,000 international tourists and €1 billion in tourism income in 2023 by diversifying the market, especially tourism supply, promoting and facilitating investment in accommodation and transport, improving air links, extending the tourist season and developing local tourism.

A favourable investment climate, coordinated strategic investment, upgrading tourist activities, supply chains and logistics networks may generate immediate positive socio-economic impacts.

Tourism is a complex industry bringing together various public and private sector players. From an institutional standpoint, the Ministry of Transport, Tourism and Meteorology (MTTM) is in charge of defining and implementing tourism policy so that the destination and tourism businesses are competitive both locally and globally. The proliferation of public and private entities in the tourism industry has been identified as a major obstacle to developing the sector due to ineffective public-private dialogue and an unshared vision for developing the industry. Furthermore, the Ministry in charge of tourism must have the capacities required to set up a sector monitoring and evaluation system so that all stakeholders, including the GoM, can understand and measure the importance of the industry if all of its goals were achieved.

The Madagascar National Tourism Board (ONTM) was set up in 2003 to promote the destination without having sufficient sustainable financial resources to do so. This is partly due to its being recognized as a public benefit association (PBA) in 2004, giving it the tourist tax as its sole source of income but with a self-reporting system that limits effective collection. In addition, faced with the lack of institutions to represent the private sector in public-private dialogues on taxation or the regulatory framework, ONTM amended its articles to make sure the sector was representative in the widest sense and not falling within the domain of state sovereignty.

The Integrated Growth Poles and Corridors Project (PIC2)- is a World Bank-funded initiative by the GoM to support the implementation of Madagascar's tourism policy. Its goal is to support the economic development of potential high-growth areas and corridors by boosting the private sector and supporting promising agribusiness and tourism industries. Phase 1 (PIC2.1) started in 2015 and ended in September 2019. Phase 2 (PIC2.2) was approved at the end of 2018 and will run from September 2019 to 2023.

The PIC2 Project is providing support to ONTM for institution-building and is recruiting an individual international consultant for Technical Assistance to take stock of ONTM as a body in charge of promoting the destination and possibly redefine its mission and role in relation to actions from other public and private bodies operating in tourism.

## **2. Objectives**

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The mission consists in giving ONTM institutional support to define the directions, technical capacities, tools and organization that will enable it to sustainably fulfill its role as an agency promoting the Madagascar destination and any other potential task it may be required to carry out to achieve the GoM's goals, in coordination with public and private sector players.

## **3. Scope of the mission**

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The Consultant will work closely with the MTTM, ONTM and the PIC2 Project Tourism Team. He/she will also be called on to meet with members of the Board of Directors, and ONTM partners, in particular professional groups and Regional Tourist Offices (ORT). He/she will also be assisted by a tax lawyer with practical knowledge of the various potential legal forms for public service missions and existing and potential funding sources, especially the "tourist tax" system.

It should be noted that another team of consultants will work concurrently on defining the Madagascar Destination Marketing Plan that ONTM will be largely responsible for implementing.

The following steps have been identified:

### a) Review of the tourism institutional framework in Madagascar

This step is important to have an overall view of the various public and private tourism players in Madagascar, their interactions, respective influences and responsibilities. The outcome is to (i) find out by mapping the tourist landscape (stakeholder mapping) who does what, why, how, where, when and with what funding and what achievements, (ii) determine if important governance roles are not being carried out and (iii) identify the constraints on effective tourism development in accordance with the goals defined by the GoM.

### b) ONTM institutional diagnosis

This consists of taking stock of 16 years of activity, an objective assessment of the institution via a SWOT analysis and a diagnosis of ONTM's position and capacities as an institution. This will report the achievements to be capitalized on and the weak points that need to be resolved.

This will be done in two phases: a consultation and information-gathering phase, and an approval and discussion phase with the ONTM and MTTM teams. It is understood that ONTM will provide the Consultant with the activity reports, Financial Statements and documents and reports related to operations management.

### c) Proposed institutional development plan

Based on global best practice tailored to the local context, the Consultant will propose an ONTM institutional development plan aimed at consolidating achievements, providing a solution to identified weak points and redefining its primary tasks to achieve GoM objectives. A benchmarking analysis will be carried out on a global panel of Tourist Offices, Tourism Boards or Destination Management Organizations (DMO). In collaboration with the tax lawyer, a review of the potential legal forms for institutions in charge of a public service

mission will be included in the analysis, citing the advantages/drawbacks compared with ONTM's current status.

The institutional development proposal will take into account findings from the two previous stages and may include the tourism institutional framework in Madagascar, ONTM's mission and general organization, operating procedures, potential sustainable funding sources, etc.

The institutional development plan will indicate potential reforms and changes to be made at ONTM together with the prerequisites, regulatory framework and human and financial resources required to implement them, partnerships to be set up especially with the private sector, and the implementation schedule.

This will be presented to the supervising Minister and a Monitoring Committee with representatives from the public and private tourism sectors will be set up to oversee its implementation.

#### d) Implementation support

The consultant will assist with formally setting up the Monitoring Committee, defining its Terms of Reference and work programme. He/she will draw up a list of ONTM needs to implement the Institutional Development Plan once it has been approved by the supervising Minister and the stakeholders. He/she will also assist in drafting the Terms of Reference for the Technical Assistance to be implemented and in monitoring reforms.

## 4. Deliverables

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The following table summarizes the deliverables expected after each step

No.	Steps	Deliverable	Schedule
0	Mission understanding and methodology	<ul style="list-style-type: none"> <li>- Detailed methodology</li> <li>- Mission schedule</li> </ul>	5 days
1	Tourism institutional framework review	<ul style="list-style-type: none"> <li>- Mapping institutional players and respective roles/influences</li> <li>- Gap analysis</li> <li>- Key issues and proposed solutions</li> </ul>	15 days
2	ONTM institutional diagnosis	<ul style="list-style-type: none"> <li>- Assessment of 16 years' activities</li> <li>- ONTM SWOT analysis</li> <li>- List of priority points to be addressed</li> </ul>	15 days
3	Institutional development plan	<ul style="list-style-type: none"> <li>- Best practice and benchmark analysis</li> <li>- Review of potential legal forms in Madagascar with advantages / drawbacks</li> <li>- List of reforms and changes to be implemented</li> <li>- Proposed institutional development plan</li> </ul>	20 days
4	Moderating an approval workshop	<ul style="list-style-type: none"> <li>- Presenting findings from the first 3 steps</li> <li>- Final version of an institutional development plan</li> </ul>	5 days
5	Monitoring implementation of the institutional development plan	<ul style="list-style-type: none"> <li>- Terms of reference for a Monitoring Committee</li> <li>- List of technical assistance needs for implementation</li> <li>- Draft terms of reference for technical assistance missions</li> </ul>	10 days

## **5. Mission organization**

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The estimated duration of this mission is 70 man-days spread over a maximum period of nine (9) months. The mission is planned to start in May 2020.

The Consultant's contacts for this mission will be the persons designated by the MTTM and ONTM and the PIC Project Tourism Team - three entities (MTTM, ONTM, PIC2) to which the Consultant will send their reports.

ONTM will provide all the documentation and information required to perform their mission, in particular institutional documents such as management reports, the minutes of Board meetings, Financial Statements, agreements signed with various partners, strategy plans, etc.

## **6. Required qualifications and profiles**

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The mission provides for an individual Consultant specializing in institutional development in the tourism sector.

- Master's degree in tourism development or in institutional development or other mission-relevant fields,
- Proven experience in public tourism policy and institutional development,
- Successful experience in similar tourism-related missions in support of tourist offices/tourism boards in destinations in developing countries where tourist take-off is effective
- Excellent contact, listening, dialogue, analysis, summarizing and communication skills,
- Available immediately.

Only personal CVs will be assessed for this position.