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PD-AAM-741
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CLASSIFICATION
PROJECT EVALUATION SUMMARY (PES) - PART I

Report Symbol U-447

1. PROJECT TITLE National Planning for Community Development	2. PROJECT NUMBER 631-0017/15	3. MISSION/AID/W OFFICE USAID/Cameroon
	4. EVALUATION NUMBER (Enter the number maintained by the reporting unit e.g., Country or AID/W Administrative Code, Fiscal Year, Serial No. beginning with No. 1 each FY) <u>631-82-4</u>	

5. KEY PROJECT IMPLEMENTATION DATES			6. ESTIMATED PROJECT FUNDING A. Total \$ <u>640,000</u> B. U.S. \$ <u>475,000</u>	7. PERIOD COVERED BY EVALUATION From (month/yr.) <u>June, 1982</u> To (month/yr.) <u>June, 1982</u> Date of Evaluation Review <u>July, 1982</u>
A. First PRO-AG or Equivalent FY <u>8/79</u>	B. Final Obligation Expected FY <u>6/82</u>	C. Final Input Delivery FY <u>6/82</u>		

B. ACTION DECISIONS APPROVED BY MISSION OR AID/W OFFICE DIRECTOR

A. List decisions and/or unresolved issues; cite those items needing further study. (NOTE: Mission decisions which anticipate AID/W or regional office action should specify type of document, e.g., airgram, SPAR, PIO, which will present detailed request.)	B. NAME OF OFFICER RESPONSIBLE FOR ACTION	C. DATE ACTION TO BE COMPLETED
- No action is to be taken on this project. However, lessons learned section will be transmitted to all Mission Project Officers.		

9. INVENTORY OF DOCUMENTS TO BE REVISED PER ABOVE DECISIONS

<input type="checkbox"/> Project Paper	<input type="checkbox"/> Implementation Plan e.g., CPI Network	<input type="checkbox"/> Other (Specify) _____
<input type="checkbox"/> Financial Plan	<input type="checkbox"/> PIO/T	<input type="checkbox"/> Other (Specify) _____
<input type="checkbox"/> Logical Framework	<input type="checkbox"/> PIO/C	
<input type="checkbox"/> Project Agreement	<input type="checkbox"/> PIO/P	

10. ALTERNATIVE DECISIONS ON FUTURE OF PROJECT

A. Continue Project Without Change

B. Change Project Design and/or Change Implementation Plan

C. Discontinue Project

11. PROJECT OFFICER AND HOST COUNTRY OR OTHER RANKING PARTICIPANTS (IF APPROPRIATE (Names and Titles))

Kathy Radimer, USAID Project Officer
 Randal Thompson, USAID Evaluation Officer
 Rosalind Eyben, Contractor
 Mr. Justin Mengolo, Acting Director of Community Development

12. Mission/AID/W Office Director Approval

Signature: Bernard D. Wilder
 Typed Name: Bernard D. Wilder
 Date: 5/4/82

NATIONAL PLANNING FOR COMMUNITY DEVELOPMENT PROJECT (631-0017)

Project Evaluation Summary

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2. List of participants at the National Seminar on Community Development, 22-23 September 1981
3. Correspondence between Mrs. Eyben and Mr. Barnicle concerning NPCD evaluation.
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Executive Summary

DATE: July 16, 1982
PROJECT: National Planning for Community Development (631-0017)
COUNTRY: Cameroon
COST: \$475,000
PERIOD OF
PROJECT: 1979-1982

I. What constraint did this project attempt to relieve?

This project attempted to relieve the constraint on the Ministry of Agriculture's ability to effectively transform resources into productive outputs in the agricultural sector.

II. What technology did the project promote to relieve this constraint?

The project attempted to transfer a planning capability and a model for community development which would mobilize forces at the local level to use precious resources in a more productive fashion, hence increasing production, income, and quality of life of target communities.

III. What technology did the project attempt to replace?

The project attempted to replace traditional methods of action by extended family units, which had little success in raising the quality of life for communities as a whole.

IV. Why did project planners believe that Intended Beneficiaries would adopt the proposed technology?

Pilot community development projects, especially in the Anglophone area of Cameroon had a high success rate. Villagers in other areas have showed a high interest in forming effective communities, and have sought the support of the Central Government.

- V. What characteristics did intended beneficiaries exhibit that had relevance to their adopting the proposed technology?

Project Beneficiaries have showed initiative in expressing their desire to unify to solve community problems. They lack guidance, training, and resources to do so.

- VI. What Adoption Rate has this project achieved in transferring the proposed technology?

The project has not succeeded in transferring the proposed technology. The National Plan has not yet been accepted by the Government of Cameroon, and hence the model of community development proposed therein has not yet been implemented.

- VII-XI. Irrelevant

2. SUMMARY AND RECOMMENDATIONS

2.1. Summary

2.1.1. An evaluation of the National Planning for Community Development Project (631-0017) was undertaken by an outside consultant in May-June 1982, just prior to the PACD. It is the only evaluation of the project and, apart from covering the usual points, determines, at the request of USAID and the Community Development Department, whether community development (CD) activities can be expanded into the five francophone provinces and advises the Government of Cameroon on how to proceed with these activities following the PACD.

2.1.2. The project was primarily one of technical assistance with a grant of \$475,000. The Project Agreement was signed in August 1979 and technical assistance started in August 1980 with the arrival of the Chief-of-party who had a 14 month contract. Three other advisors, with nine months contracts each, started in September 1980.

2.1.3. The purpose of the project was to assist the Government of Cameroon in drawing up a national plan for Community Development. This followed the Government decision in 1976 to expand the activities of the CD Department in the Ministry of Agriculture from anglophone Cameroon, where it had been operating for the previous twenty years, into the five francophone provinces. The project was designed by the Chief of the Human Resources Development Office in collaboration only with the Director of Community Development and with minimal involvement of other CD and USAID staff or of the Ministries of Agriculture or Economy and Plan. The evaluation concludes that, from the viewpoint of the CD Director, the main purpose of the project was to reinforce the position of the CD Department. It may have been this approach that resulted in the undermining of one of the main objectives of the project which had been to design a plan which took into account the need to coordinate and cooperate with other Government agencies working in the field of grass-roots rural development.

2.1.4. Design of project inputs was influenced by the existence of an immutable financial ceiling of \$500,000, largely inadequate in relation to planned outputs. Delays in project authorization made an initial imbalance even worse with reductions in person-months of technical assistance and an eventual decision to recruit the team of advisors on the basis of personal services rather than an institutional contract. The project design was also flawed by an inadequate conception of foreign and Government inputs and activities required to achieve the stated institution-building objectives.

2.1.5. Constraints on implementation included an extremely tight time-frame and the selection of advisors who, while highly motivated and hard-working, lacked some of the qualifications and experience to undertake this difficult task. The fact that their work was completed on schedule is a result of their dedication and the enthusiasm and commitment that they aroused among the CD staff. The personal services contracts meant that there was no institution providing technical backstopping and the selection, as project manager, of an intern, without community development or management experience, meant that project monitoring was generally inadequate.

2.1.6. The reports and documentation produced by the NPCD team were used as a basis, with some modifications, for the production by the CD Department of a draft national plan. However, in the reporter's opinion this plan does not entirely reflect the intentions of the project paper. The draft plan was presented at a national seminar in September 1981 and included proposals for a ten-fold increase in Government commitment over the next twenty years and a recommendation that the CD Department become a para-statal agency with coordinating responsibilities for those rural development activities involving community participation. The draft plan still remains to be approved by the Government. Immediately after the seminar, the Minister of Agriculture appointed a commission to study and submit recommendations concerning the plan. This commission has never met and no further formal steps have been taken since that time, although the new acting Director is now attempting to revive the matter.

2.2. Recommendations

The following recommendations are personal to the reporter and are based on her assessment of the draft plan and the present situation of the Community Development Department. They should be viewed as an attempt to assist the Government of Cameroon in modifying the draft plan for Community Development so that it can become an effective tool in the Government's strategy of rural revitalization and development. Because of the Government's strong support of self-help development and because of the success already achieved of a number of community development projects in a variety of socio-cultural contexts in francophone Cameroon, the reporter has no doubt that community development can be extended into all the provinces of Cameroon.

2.2.1. Institutional framework The Department of Community Development was transferred in 1975 from the Ministry of Territorial Administration to the Ministry of Agriculture "with the precise objective of increasing the CD program's coordination and collaboration with other relevant activities of the Ministry of Agriculture, including cooperatives, agricultural engineering, agricultural education and the crop protection and extension services." (project paper p. 11/3) This reporter concludes that the NPCD was mistaken in developing a strategy for moving the CD Department out of the Ministry of Agriculture and that the initial reason for placing the Department within MINAGRI remains valid. The Ministry of Agriculture by its various functions is the principal ministry concerned with rural development and with meeting the basic needs of farming populations by helping them raise their output and incomes. The main preoccupation of the CD target population is agriculture and animal husbandry and, through its program of education and animation, CD can play an active and important role in supporting the technical activities of the other departments of MINAGRI. At the moment, and perhaps partly as a result of its own approach in the national plan, the CD Department does not enjoy much support and understanding from various sections within the Ministry and it is advised that active steps be taken to consult with concerned officials for improving coordination.

2.2.2. CD methodology Unfortunately a study of which kinds of methodologies would be most appropriate and effective was not undertaken by the project, although provided for in the project paper. Such a study should still be undertaken but as an interim measure it seems advisable to continue with the system initially

established in western Cameroon i.e. a community development agent, as a paid official of the state, assigned to work with a certain number of villages. The draft plan proposes that 1000 community development agents (CDAs) should be in the field by 1993. This target is not very ambitious but will still be difficult to achieve unless there is an intensive staff training program (see 2.2.6). Regarding the role of the CEACs much thought still has to be given, the draft plan being far from adequate on this point. Certainly, the first step is to ensure that the existing 17 CEACs are functioning and useful before considering any increase in numbers.

It is suggested that Mrs. Barnicle's proposal, that men and women community development agents should have the same job description and supervision system be accepted and also that much greater effort should be made to encourage the participation of women in the work of village development committees. While CD divisional services should have the flexibility to organize the work of their community development agents to insure that local cultural norms are not offended, every effort should be made to avoid the present situation of small groups of women being educated in matters marginal to their own predominant agricultural and economic concerns and largely irrelevant to the community development process.

It is important in their approach that community development agents reflect the problems and concerns of the villagers with whom they are working. This is why the reporter believes that much of their work should be centered around agriculture and its associated economic activities. Thus a community development agent would serve as a vital link between the village and the various technical services of the Ministry of Agriculture. Stretching out further, the agent would perform a similar role with reference to the technical services of other ministries working in rural areas, for example Health, Education and Social Affairs. The community development agents' main concern would be to encourage village development committees and community groups to identify their problems and then to link them up with the relevant service.

2.2.3. Selected target areas Taking into account the current very limited resources in trained personnel within the Community Development Department, it is recommended that a selective rather than blanket coverage approach be adopted in extending the CD Department's activities, with additional target areas added as trained personnel increase in numbers. Following the initiative of the project in the organization of participatory provincial seminars, it is recommended that each province hold another seminar with the same group of participants as last year and that discussions center on which parts of the province should be given priority attention by the CD Department. Criteria for consideration could include:

- economic and cultural under-development due to basic infrastructure problems (e.g. no feeder roads).
- rural animation activities not already established by other agencies or development societies.
- preparedness of the various technical services of MINAGRI and the Ministries of Health, Education, etc., to support a community development program.

- a lack of urban-based elites from the area (CD should give priority to areas which cannot be helped by their own migrants).
- availability of adequate social, economic and cultural data.

2.2.4. CD Technical Service In the long run, the Ministry of Agriculture cannot continue to contain two agencies operating with very similar objectives and techniques. In addition, it is the reporter's opinion that the rural infrastructure activities, which were meant to be a "support" to the community education process have become far too dominant in the CD program to the detriment of other activities and that CD Department would have a more clear view of its role and its link with a whole range of technical services, if the CD rural infrastructure service were separated to become a new department inside the Ministry of Agriculture. This new department would absorb the staff and equipment of the CD Technical Services and also that of the Department of Genie Rural which would be abolished. This new department of rural infrastructure activities would collaborate with the CD Department in community participatory activities in just the same way as the Ministry's other technical services.

The reporter appreciates that this is an extremely delicate issue and therefore recommends that the Director of the Department of Community Development submit to the Minister of Agriculture a request for the assistance of the Division of Administrative Reform which is attached to the office of the Minister in the Presidency charged with the Inspection General of the State and Administrative Reform. At the Minister's request, the Division would undertake an objective study of the situation and present proposals for reform.

2.2.5. The Women's Service Despite its full title, Women's Agricultural Projects' Service, the Service has so far not fully concentrated on the main economic activity and problem of rural women, namely agriculture. Members of the Service are well aware of their image as teachers of macrame bags and crochet work and of the fact that they are not reaching the great mass of rural women who are producing 75% of the nation's basic foodcrops. In fact, no one in the Ministry of Agriculture is concentrating on reaching and helping women farmers, the extension services mostly working in the area of cash-crop production.

This is a gaping hole in Cameroon's rural development strategy, a hole which no service is better placed to fill than the Women's Service of the CD Department in the Ministry of Agriculture. There is an opportunity for the Service to play a vital role in helping ensure that Cameroon remain self-sufficient in foodstuffs and, at the same time, by promoting their economic welfare, in assisting women become more equal partners in the life of the village community.

It is suggested that the Women's Service concentrate its time, energy and personnel on developing a strategy for supporting and assisting women farmers and that all programs and activities not directly concerned with agriculture be placed in abeyance or left to the staff of the Ministry of Social Affairs. It is recommended that the Service convert into a highly professional technical unit supporting the work of all village-level CD workers in their programs with women farmers and, at the same time, maintaining very close links with the Ministry's agricultural extension services. As an initial step, the Service would post a highly qualified staff member in each provincial capital who, while working under the supervision of the CD Provincial Chief of Service, would ensure that the interests and concerns of women farmers are given priority attention by the CD Department and by

the Provincial Delegation for Agriculture. Eventually, when the Service has developed the capacity to do so, the recommendations of the draft plan could be adopted and officers placed at the divisional level with, possibly, the responsibility for administering revolving funds for women's farming and marketing projects.

2.2.6. Staff training The vital necessity of staff training has been rightly emphasized in the plan. At issue is how to achieve the goal of 1000 community development agents, and the associated pyramid of trained supervisors by 1993. It is suggested that the CD Department make this an issue of absolute priority and collaborate with the Agricultural Education Department in designing a proposal for the development and implementation of a staff training program. This proposal should be prepared so as to attract external assistance with regards to funding and expertise.

It is also recommended that the CD Department discuss with the Agricultural Education Department the possibility of introducing a community development component in the curricula of all agricultural staff training programs so that a forestry or crop protection agent, for example, would have an understanding of the role of the CD worker and an appreciation of the concepts of community participation and self-help development.

2.2.7. Research and monitoring unit It is suggested that the Department discuss with the Ministry of Agriculture the possibility of making a slight modification to the existing organigram so that a small data collection and appraisal unit be attached to the directorate of the Department to serve as a support in its planning, monitoring and evaluation activities.

3. EVALUATION METHODOLOGY

3.1. This PES was prepared by Dr. Rosalind Eyben, an evaluation consultant resident in Yaounde. Time allotted was 40 working days during the months of May and June 1982 and the report was submitted to USAID just prior to the PACD, 30th June 1982. It is the only evaluation of the NPCD Project.

3.2. The objectives of the PES, as outlined in the Scope of Work prepared by the AID Evaluation Officer, are as follows:

- (1) Review the input-output linkage in the project to determine if inputs were adequate in quantity and quality to produce outputs.
- (2) Determine whether the five outputs listed in the project paper were achieved.
- (3) Determine progress to date towards achieving EOPS.
- (4) Determine whether national community development can be extended into the five Francophone provinces of Cameroon and advise the Government of Cameroon as to how to proceed with these activities following the PACD.

3.3. The reporting format of a PES was modified by the Evaluation Officer as is indicated in the Contents page at the beginning of this report. The reporter has also taken some liberties with the 'Purpose' section which, in this report, is

an analysis of the Project's design, while section 11. Effects, examines End of Project Status.

3.4. For her own use, the reporter saw the evaluation as having two main objectives:

- Examination of how the outputs of the project, the draft National Plan and the associated advisors' reports, can be considered useful for developing a CD national strategy.
- Using the NPCD Project as a case-study, identify lessons to be learned in the design and implementation of GURC-USAID projects, particularly those in which technical assistance is the main component.

3.5. The consultant's contact officer at USAID was the Evaluation Officer, Ms. Randal Thompson; she also worked closely with the NPCD Project Manager, Ms. Kathy Radimer. Other USAID staff provided specific information as and when requested by the reporter. At the Community Development Department, every effort was made by the reporter to obtain the active participation and collaboration of the senior staff, namely Mr. Justin Mengolo, Acting Director, and the three Chiefs of Service, Mr. Minkoulou (Action and Training), Mr. Essa (Technical) and Mrs. Nji (Women). These officials, as well as other staff members, willingly gave many hours of their time to the evaluation process and, in addition, the Acting Director released Mr. Minkoulou to accompany the reporter on a field trip to Bertoua, capital of Eastern Province.

3.6. Soon after the start of the mission, the reporter requested that a joint meeting of USAID/GURC officials named above be organized towards the end of the evaluation activities so that she could present her provisional findings and recommendations prior to making a final draft of her report. Later, however, it was decided it would be more useful to hold two separate meetings, one with the AID persons and one with the CD staff. At these meetings the reporter concentrated in each case on reporting her findings with regards to one or other of the two objectives listed in 3.4. above. It seems to have been the subsequent conclusion of all concerned, including the reporter, that this arrangement probably resulted in more fruitful and frank discussions than would have been the case if a joint meeting had been held.

3.7. The customary review of existing documents, files, minutes of meetings, field trip reports, etc., was complemented by an intensive examination of the project's outputs, i.e. the draft National Plan and associated advisor's reports. The other main evaluation activity was the organization of discussions and interviews with

- (1) the persons listed in 3.5. above;
- (2) a considerable range of Government and foreign agency officials who, in one way or another, have a concern in the Community Development Department and its activities. The reporter was seeking information and viewpoints regarding the main issues raised during the design and implementation stages of the project. She also requested a number of meetings with senior Government Officials in order to find out about how Government is thinking with regard to the role of CD in implementing self-help rural development activities and the extent to which the CD plan reflects this thinking.

- (3) She was fortunate enough to have the chance to meeting Mr. Andrew Ndonyi, formerly CD National Director and now deputy manager of the North West Province Rural Development Project, and Mr. Norman Green, formerly HRDO at USAID Yaounde and now Education Officer for the Africa Regional Bureau at AID Washington. Mr. Ndonyi was on a working trip to Yaounde and the reporter flew down to Douala to encounter Mr. Green who was in transit from Washington to PAID Buea.
- (4) Finally, she sought the comments of Mr. Barnicle, the project Chief-of-party whose letter from Missouri is attached as Annex III.

3.8. The assistance of all those interviewed is gratefully acknowledged and a full list of these persons, and their present functions is attached as Annex I to this report.

4. EXTERNAL FACTORS

4.1. This section traces the background to the project and the development in policy of the Government of Cameroon and USAID from the time the project was conceived until today. It discusses how changes in policy concerning significance of community participation in national development may have influenced the project's implementation and potential for effectiveness.

4.2. By the 1960's, the Community Development Department in anglophone Cameroon was well-established although, as mentioned in the project paper, a UNDP evaluation concluded with the comment that "however well the Department functions, it will never be entirely successful unless its work is coordinated with that of other services." At that time, it was part of the Ministry of Territorial Administration but in 1975, "the Department of Community Development was moved from the Ministry of Territorial Administration to the Ministry of Agriculture with the precise objective of increasing the CD program coordination and collaboration with other relevant activities of the Ministry of Agriculture, including cooperatives, agricultural engineering, agricultural education and the crop production and extension services." (P.P. p. 11/3)

4.3. In the same time period, a number of programs in animation rurale had started and failed in eastern (francophone) Cameroon. As the Government was becoming increasingly interested with the concept of self-help for rural development, the decision was made to bring the anglophone Community Development Department to Yaounde and to give it a national mandate in 1976. The remaining staff of the animation rurale program were integrated into the Community Development Department. In its move onto the national stage, the Department kept its anglophone Director, Mr. Andrew Ndonyi, and its organigram, the latter being officially re-confirmed in the Presidential decree concerning the reorganisation of the Ministry of Agriculture.

4.4. When it became clear, in 1975, that Community Development was going to become a national program, discussions started between Mr. Ndonyi and USAID officials concerning the need to develop a National Plan for Community Development. To USAID, the decision to move the Community Development Department (CDD) onto the national stage and the emphasis the Head of State was beginning to place on

self-help rural development (see 4.5.), coincided well with current AID policies and goals of grass roots development, non-formal education, community participation and meeting the basic needs of the poorest sections of the community. Hence providing technical assistance for developing a National Plan for CDD seem well within USAID's mandate. The AID Mission director in Yaounde Mr. Koehring was himself also keenly interested in the project.

In 1978, there was a change in Mission directors and a growing tendency in Washington to reevaluate community participation and development projects. This tendency became stronger over the following years and by the time the project was due to start, the Yaounde AID mission was beginning to concentrate on designing and implementing larger projects, which, in HRD, were concerned with formal rather than non-formal educational structures. The project's principal designer, Mr. Green, had left Yaounde soon after the signing of the Project Agreement and the task of project management was given as a training exercise to a young intern.

4.5. Fundamental justification for the project was Government's clearly stated policy of wishing to encourage self-help rural development. This policy was further stressed by the Head of State at the Third Congress of the Cameroon National Union at Bafoussam in February 1980. In his speech, President Ahidjo emphasized that the village community should be the main instrument of rural development. Some months later, he appointed the Inspector-General to the Ministry of Agriculture, Mr. Mpouma, to be special advisor to the Presidency, charged with the mission of exploring strategies and methods for achieving the goal of rural revitalization through the action of the village community. This task has meant an examination and assessment of all the variety of community development and rural animation activities taking place in the country, including those of the Community Development Department, and this review has exactly coincided with the period of AID assistance to the CDD (September 1980-June 1982). It now seems likely that some kind of pilot program will be launched by the Presidency in the new fiscal year, with a number of selected villages in each province being encouraged to identify their priority needs and to collaborate with the appropriate technical agency in undertaking specific projects.

4.6. When discussions first took place concerning a national planning project for Community Development, it had been hoped that the Plan would be produced in time to be incorporated into the fourth Five Year Plan (1976/77-1980/81). Delays in developing the Project design meant that after all the Community Development Plan would only be ready for the fifth Five Year Plan. Further delays meant that the Community Development planning process was still going on when the fifth Five Year Plan was published in June 1981. Thus in this text of the Five Year Plan (Volume Two p. 254 ff), the planning process is referred to as "an on-going study of the needs of the populations and of Community Development services (enabling) the project to be undertaken during the Fifth Plan to be programmed." The board outline of CD functions and activities for the next five years more or less reflect the thinking and strategies of the CD Department prior to the arrival of the AID technical assistance team. Whether or not the project would have been more effective if implemented one year earlier is discussed in 11.1.3.

4.7. With unification of Cameroon in 1972, it was politically important that the smaller, anglophone region did not feel that it was being swamped and it was necessary to show that it could make an impact on the nation as a whole. One means of achieving this political goal was to identify an institution developed

successfully in anglophone Cameroon and to give it a national mandate. But the very success of the Government's unification program has meant that the Community Development can no longer continue to justify its existence on the basis of its origins. On the contrary, it has to show itself capable of converting itself into a truly national program adapted in relation to other national institutions and activities which were not an issue at the time CD was operating in the two anglophone provinces. For the time being Community Development is still regarded as the main instrument of the self-help for rural development process; the fifth Five Year Plan discusses this in the Rural Development policy guidelines for the Fifth Five Year Plan (Vol II p. 162); "The Community Development approach will be given special additional support in terms of considerable manpower and financial resources to enable it to be involved in each village community and carry out development objectives there." At the same time, it is the reporter's opinion that some sectors in Government have begun to explore how to develop new and appropriate institutions which would from birth be truly national, not bearing the label of anglophone or francophone origins. Whether this means that the Community Development Department is no longer a rising star and that the Village Community program will eventually take over its role is not yet clear. Benefit of hindsight may make these issues seem more significant than they appeared to the project team but, as discussed further below, the draft plan does reflect a team working, at the national level, in a vacuum, not sufficiently alert to possible developments in Government thinking.

5. GOAL

The goal of the Project was "to increase the income, productivity and welfare of rural populations and to expand their participation in national development." The goal therefore had two main components, one basically economic and the other moral i.e. participation in development is intrinsically good. It was presumably the emphasis on the second component that led USAID to place the project in the office for Human Resources Development, rather than in the office for Agriculture and Rural Development. Taking into account, however, the other sectoral goal, namely economic development of rural populations, and taking into account that Government counterpart agency was inside the Ministry of Agriculture, it might have been more appropriate for the project to have been managed by ARD. One of this report's major criticisms of the project implementation is that the project team did not examine sufficiently relations between the Community Development Department and the other departments within the MINAGRI. This might have been avoided if the project had been monitored by ARD staff.

6. PURPOSE

6.1. The project's purpose was "to assist the Government of Cameroon in planning a national community development programme designed to make a significant impact on the basic needs of rural populations." The latter part of the purpose statement is in fact the goal of the project which has now been rephrased so that the aim is meeting basic needs, rather than increasing income, productivity and welfare. This confusion here is perhaps symptomatic of the confusion around the concept of community development, what it is and what it tries to do. Clearer and more precise goal and purpose statements might have helped those implementing the Project give

greater thought to objectives, strategies and functions of community development programs in Cameroon.

The remainder of this section is an examination of the process of project design, as well as an overall assessment of the quality of the project documents.

6.2. Following initial discussions between USAID and the CD Director, Mr. Ndonyi, it was decided to postpone implementation of the project while Mr. Ndonyi took a two-year's Master's programme in Community Development at the University of Missouri in Columbia (1976-78). During this time, the PID was prepared and submitted for approval to Washington in April 1977, with a proposed total cost of \$475,000. This figure did not change through all the subsequent design and project approval stages and was decided upon in order to remain below the half million dollar ceiling for projects requiring less complex authorisation procedures. Even in 1977, this figure was rather low in relation to the kind and length of technical assistance required and, with inflation, the situation had become worse with resulting difficulties in recruiting suitable project personnel (see 8.2.1).

6.3. Washington delayed approving the PID. While no record exists in Yaounde of why there was this delay, reasons may include, Washington's reluctance to provide technical assistance for policy-making projects and a general lack of enthusiasm for projects with a community development label. In August 1978, Washington proposed that the PID be re-written, with USAID Yaounde taking advantage of Mr. Ndonyi's return from the States. The second version was approved in December 1978. Apart from utilization of a different format, the main difference between the two documents is a reduction in the number of person-months of expertise, as shown in the table below. For comparative purposes, the table also shows the number of person-months as finally established in the PGA. Another, unfortunate change was the disappearance of the post in public administration (see 11.3)

	<u>PID 1977</u>	<u>PID 1978</u>	<u>PGA 1979</u>
Team leader	24 mm	18	14
Public. admin.	6	-	-
Training	12	10	9
Women	12	10	6*
Technical	-	-	9
Short-term consultancies	6	12	15
<u>Total</u>	60	50	53

The sharp reduction in the total number of person months of US advisors from 58 in the first PID to 38 in the second is presumably a reflection of rising costs. The high increase consultancy person months in the second PID and the ProAg was possible because of the decision that most consultancies would be on the basis of local recruitment.

* Note: the advisor for the Women's Service was actually given a 9 month contract.

6.4. Following the approval of the PID, four consultants were hired to assist in the preparation of the project paper, including Dr. Chorlick who produced a very useful background paper concerning francophone Cameroon's experience with community development and Mr. Alan Miller who was currently employed as Field Director for the Community Development Foundation, Cameroon and who had initially been appointed by CDF in the expectation that it might become the executing agency for the National Planning project. * Mr. Miller subsequently became the Project advisor for the technical service of the CDD.

6.5. Because of the deadline of the US fiscal year, the project paper was approved by the AID Mission Director and the Project Grant Agreement signed by AID and MINEP on the same date, August 31, 1979.

6.6. The project paper was written in English and not translated into French. It was written in close collaboration with Mr. Ndonyi but the drafts were not seen or commented upon by other officials in the Ministry of Agriculture nor in the Ministry of Economy and Plan. Even within the Community Development Department, francophone officials were not aware of what was happening. The constraint here may have been that neither the HRDO nor the CD Director spoke French, a paradox considering that the project's objective was to explore how to expand Community Development into francophone Cameroon.

6.7. The following assessment is made of the project design:

6.7.1. The project paper was excellent in its description of the various planning issues that needed to be solved.

6.7.2. The range of issues to be examined and activities to be undertaken are far in excess of the total number of man-months of expertise provided for. It could however be argued that, taking into account the constraint of the financial ceiling, the PP provides the total range of planning activities and that the project team had to be given the flexibility to decide subsequently with Government as to where their priorities lay.

6.7.3. The project lacked an institution-building component: USAID technical assistance was given the role of bringing direct planning support rather than assisting the CD Department in creating an on-going planning and evaluation capability. An example of this is that although, in the PP, the CD Department is meant to establish a Project Planning and Evaluation Unit for developing the National Plan and afterwards for continuing planning and evaluation functions, no discussion took place with MINAGRI concerning a modification to the Department organigram, with the creation of one or more specific posts.

6.7.4. The project paper shows a rather uncertain idea of the nature of planning and evaluation activities and in connection with point 6.6.3. above, does not take into account the necessity for a data collection and appraisal unit to support the implementing services.

6.7.5. American technical assistance is justified as follows: "The preoccupation of the CD officials with their on-going programs is the main reason that external technical assistance is needed for the project. The CD officials simply do not

* CDF already had an OPG from AID for a pilot CD project at Doukala in Northern Province.

have adequate time to prepare the reports and analyses required for this comprehensive planning program. In addition, contract personnel will bring particular technical skills and somewhat more detached viewpoints to the planning process. External technicians can also be of assistance by establishing criteria and guidelines that will be resistant to political pressure" (my emphases). of the three reasons given (1) is invalid because if Government staff are too busy to do the job themselves it means that the Government does not regard the job as very important (2) the argument is valid but should have been linked in this case, as there were to be Government counterparts, the institutional objective of skills transmission (3) host governments sometimes feel this to be an important justification; however, for the objective of political detachment to be obtained, foreign advisors must be informed of Government's wishes in this matter, otherwise they will assume that they should adapt to the politics of the particular counterpart agency with which they are working.

6.7.6. The project was designed, through the structure of its t.a. component, with one advisor for each service, to reinforce the existing CD structure: the move from the regional to the national scene was not taken as an opportunity to review the CD organigram developed rather haphazardly during the previous twenty years. Government has established procedures for reviewing organigrams (see 2.2.4). Change is often slow but the fact that a certain structure exists by Presidential decree does not mean that is to be regarded as unchangeable and never to be touched. This issue could have been discussed at the design stage. The error here may have been that the project was designed in consultation only with the Departmental Director who had himself been working for many years with the existing structures and was not likely to see any reason for change.

6.7.7. With the same funding ceiling, USAID assistance could have been designed to be more institution-building in its objectives and less tied to the existing organigram by the posting of one, carefully selected advisor for three years, whose tasks would have been primarily training and guidance with respect to developing a departmental planning capacity, rather than a team of short-term 'experts' doing the job on behalf of Government.

6.7.8. In designing the project, alternative options for the institutional location of the Project were apparently not examined or discussed with Government. The identification of the most home for a project in the Government structure is an important factor in the project's ultimate efficacy. Alternatives that could have been examined were (i) placing the project in the planning services of the Ministry of Agriculture itself (ii) putting the project in the Human Resources Division of the Ministry of Economy and Plan.

6.8. Because of the fiscal year deadline, it is understood that the project paper and the project Grant Agreement were prepared rather hurriedly and that little opportunity was given to other members of the AID mission staff to examine the project's design. One particularly striking point is the difference in presentation and emphasis between the PP and ProAg. The five outputs listed in the PP disappear in the ProAg to be replaced by ten "functions" or activities, the sum of which "will be a comprehensive plan for a national community development program" (ProAg p. 4). In this shift, some of the most important issues, treated in depth in the PP output section, lose much of their significance and weight. The reporter has been led to understand that his difference between the

two documents did indeed lead to some implementation problems for the AID project management and team of advisors. Important objectives of the project, as outlined in the PP but skated over in the ProAg, were not achieved. (see section 10)

7. BENEFICIARIES

7.1. As defined in the PP, the project's beneficiaries were a rural population in Cameroon 5.8. million persons living in some 6000 villages. In addition were to be included a large proportion of the 2.3m town dwellers who continued to maintain an agriculturally-oriented existence.

7.2. Given that some parts of Cameroon are less developed in terms of meeting basic needs than in other parts, the project was meant to give particular attention to the poorer areas while at the same time planning for the whole country. In addition, for each province, specific target groups were to be identified and "quantifiable goals ... set for improving selected aspects of the quality of life of the target populations." (PP p. III/2.)

8. INPUTS

8.1. This was primarily a technical assistance project with initially 82% of the total budget allotted for advisors and short-term consultants. Other items were 2 vehicles, some office equipment, support for provincial and national seminars and funds for vehicle maintenance.

8.2.1. Technical assistance was to be provided through an institutional contract and in 1977 it had been more or less understood that the University of Missouri would be given the contract. Delays in project approval meant that the person identified as team leader was no longer available. The considerable reduction in the duration of the assignments also made them of less interest. But above all, it was becoming clear that the budget was not large enough to carry an institutional contract. Accordingly, on taking over the project following the departure of Mr. Green in September 1979, Ms. Radimer advised the Mission Director that technical assistance would be provided on the basis of personal services contracts. No further steps were taken pending the Director's visit to the United States where he was to identify suitable candidates. This apparently was not possible and Ms. Radimer then advised that in these circumstances, an effort should after all be made to establish an institutional contract. In this she was over-ruled and it was proposed that the University of Missouri be contacted and asked to provide suitable names of people interested in personal services contracts. In March 1980, she wrote to the University: * the names of Mr. Boyd Faulkner and Mr. Tony Barnicle were proposed, and also Mrs. Barnicle. Mr. Ndonyi had studied under Mr. Faulkner at Missouri and knew Mr. and Mrs. Barnicle from ten years earlier when they had been working in Cameroon. He may also have renewed the acquaintance when in Missouri where the Barnicles had been living since 1977. Mr. Ndonyi urged their appointment, particularly as he felt that already too much time was lost. The fourth advisor selected was Mr. Alan Miller, at that time Cameroon Field Director for the Community Development Foundation and who had served as a consultant to USAID in the preparation of the project paper.

* This letter is on file but the remainder of the information concerning the difficulties in recruiting advisors for the Project was provided by Ms. Radimer. There are no notes for the record or other documentation on file.

8.2.2. Mr. Tony Barnicle was selected as Chief-of-party. He had lived in Cameroon from 1964-69 where he had worked as a catholic parish priest and school principal. He also helped form the West Cameroon Credit Union League; he subsequently worked for Catholic Relief Services, promoting Credit Unions in 13 African countries, eventually setting in the US in early 1972 and took an M.ED in Community Development. He worked for two years in the National Centre for Urban Ethnic Affairs and since 1977 had been Director of Community and Economic Development for the State of Missouri. He does not speak French.

8.2.3. Mr. Faulkner was a retired faculty member of the Community Development Department of the University of Missouri and had previously worked for many years in community development programs overseas, including with USAID for six years in Tanzania. He accepted the post of Training Advisor. He does not speak French.

8.2.5. Mr. Alan Miller had worked as a Peace Corps Volunteer in Cameroon between 1964-68 and then worked five years as Peace Corps associate director in Niger, followed by a post as African representative for PACT. He came back to Cameroon in 1978 as Director of CDF. He was appointed as advisor to the technical service, on the recommendation of Mr. Ndonyi, although he lacks any formal technical qualifications. He speaks good French.

8.3. Regarding the recruitment of the team of advisors, it should be noted that (1) required minimum qualifications and experience were not attached to the job descriptions in the project paper; (2) the posts were not publicly advertised.

8.4. Provision was made for 15 person months of short-term consultancies for approximately six consultants. The ProAg states that Cameroonian consultants would be used to the maximum extent possible. The PP states that to the maximum extent possible the consultants should be Cameroonian or persons resident in Cameroon; the PP budget provides for 9 person months of locally recruited consultants and 6 months of US-recruited ones. Specific requests for short-term consultancies were to be determined during the course of the project but the PP suggests five possible areas of work, only one of which was actually selected. There were five short-term consultants (excluding the reporter), all Cameroonian and chosen in consultation with the officials of the Community Development Department:

- Ms. Apollonie Kono, to study current activities and programmes in Cameroon concerned with women's role in development;
- Mr. Bongsuiru Lainjo, a consultant in management systems based in Bamenda, to present a report on the CDD management system with recommendations for improvements;
- Mr. Francis Misodi, of Mamcam Enterprise, Kumba, to undertake an inventory of the physical equipment available to the CD Department and of national manpower resources for the skills areas required by the CD Department technical service;
- Dr. Paul Nkwi of the University of Yaounde, to provide a study of village characteristics in Northern and Eastern Provinces;

- Mr. Pierre-Celestin Onguene now working for SATA to provide a report consisting of a study of the CDD's technical service and presently or potentially related organisations.

8.5. Regarding other personnel inputs, two successive staff assistants were employed and three other people received short-term contracts to assist with work concerning the organisation of the National Seminar and the editing of the draft plan.

8.6. The two vehicles, Blazer jeeps, became available to the project only four months after the team had arrived; this was apparently due to long delays in custom clearance. One broke down in Bamenda and has been there now for one year unrepaired. The other broke down in Yaounde and is currently under repair.

8.7. Funding support for seminars was increased, as the result of a budgetary revision in December 1980 from \$13,500 to \$50,000. This was to cover the cost of the preparatory work for the provincial seminars (village interviews etc.), as well as the travel of participants to these seminars (see 9.8).

8.8. The table below indicates the original USAID budgetary inputs and the final inputs as agreed upon by June 2nd 1982.

	<u>PGA</u>	% Total	<u>Final Budget</u>	% Total
<u>Technical assistance</u> <u>commodities</u>	389,000	82%	277,000	58.3%
2 vehicles with parts	24,000	5%	44,000	9.3%
Office furniture & equipment	8,000	1.6%	16,000	3.4%
<u>Support services</u>				
Staff asst.	16,800	3.5%	11,500	2.4%
support for seminars	13,500	2.8%	50,300	10.6%
vehicles support	6,500	1.3%	16,500	3.5%
<u>Other costs</u>	17,000	3.5%	59,700	12.8%
<u>Total</u>	<u>475,000</u>		<u>475,000</u>	

8.9. Government inputs were: salaries and operational support for GURC officials participating in the project, office space for US advisors, secretarial and other administrative support services, seminars and meetings (administrative arrangements and participation by Government officials). It is worth quoting from Mr. Barnicle's letter on this point (see annexe III): "Since the NPCD had an operating budget which was 50% greater than the entire department's budget for the year 1981, we were a mixed blessing to the staff. On the one hand we were imposing many demands on their time, on the other hand we had things they desperately needed and could not afford, like Mobil gas bonds." The former Departmental Director, Mr. Ndonyi,

mentioned to the reporter that with hindsight he realised that Government should have provided an operational budget for the NPCD project. Among other problems was the classic one of differences in Government and AID per diem rates, particularly vexing in a project in which so much time was spent on traveling. Secondly, the time constraints and the fact that all the members of the American team were extremely hard-working led to their preparedness to work long hours every day and weekends as well. Some of their Government counterparts were not prepared to follow suit, particularly, as one said, "I never even had an orange for the extra work I did." This issue of discrepancies in operational and personnel inputs of the aid agency and the government counterpart organization is often brushed aside in development project planning because there is no easy solution. However, it is an unpleasant fact of life that will not disappear because we would rather not think about it and it may become a hindrance to effective project implementation.

9. ACTIVITIES

9.1. Positive factors in implementation included:

- Hard-work and motivated US advisors
- General enthusiastic collaboration by Government officials, particularly those at the provincial and district levels

9.2. Negative factors included:

- Over-crowded office accomodation and no telephone
- The recruitment of an inexperienced staff assistant meant that too much of Chief-of-party's time devoted to logistic and administrative matters
- Delays in arrival of vehicles
- Two of the advisors could not speak French and two members of the Government counterpart team could not speak English
- Initial difficulties with AID Project management were resolved but HRD did not provide good program monitoring support; the suggestion of the project manager that Dr. Charlick (see above 6.4) return on a mid-implementation consultancy was apparently not acceptable to the team.
- Director of Community Development Department was often absent, delaying decision making. The Chief of the Women's Service was on study leave for the duration and her deputy was new to the job.

9.3. As provided for in the project paper, the team of advisors was to present USAID with individual work plans and a project work-schedule within two months of implementation starting date. Mr. Barnicle started work on August 25th and the other three members of the team three weeks later. The project work schedule was presented on time. The team had divided their work into five stages:

1. Preparation (August 25th-Sept. 27th)
2. Information gathering (Sept. 29th-January 31st)
3. Provincial Plans (February 1st-May 31st)

4. National Plan for Community Development (June 1st-Sept. 30th)

5. Evaluation (October 1st-15th). For the last two stages only the Chief-of-party would be present, the nine-month contracts of the other team members expiring in early June.

9.4. Preparation Both officials within the CD Department and non-Cameroonians working with Community Development have commented to the reporter about how, during the first few months, the team seemed quite lost - "groping in the dark" was one comment. As the project designer, Mr. Green himself admits, the project paper clearly encompassed too much to be tackled in the time available. He feels that the paper had to be designed thus because it was a planning project and the project document had to be sufficiently broad and flexible to allow the project team to work out the best possible strategy within its overall framework. From a study of the available records, it does not appear that the team members had understood that they could take such an approach (nor was it so indicated in the project paper). The Chief-of-party did not take the opportunity of discussing in writing the PP and ProAg terms of reference, outlining the constraints and presenting the best possible program of work under the circumstances. Rather, in contrast to the impression the team made on others, the documentary evidence indicates considerable self-confidence, with the team being ready and capable of undertaking all the activities listed in the project documents. The assumption that everything could be done meant that there was no organization of priorities and, as discussed below in section 10, significant parts of the project's activities were neglected for others less important.

9.5. Information-gathering. How much information is required, and the best way to go about collecting it, is obviously not a matter on which people will easily agree. "From October 1980 to February 1981 Planning Unit teams of two and three members toured 38 divisions, * studied 253 projects and visited 210 community groups in all the team interviewed more than 1000 people." (Draft National Plan for Community Development p. 5). In the reporter's opinion, this intensive information-gathering activity in the provinces had the following effects:

- It became difficult for the team to see the wood from the trees. Their very detailed field mission reports are excellent raw data sources and should be carefully kept but little evidence of the advisors thinking about why they are recording this information.
- None of the team members were young and one was elderly. The intensive travel, often in difficult conditions, must have made them very tired.
- The heavy schedule of planned visits during any field trip meant that few in-depth studies could be made. Very important visits, such as that of the training advisor to the main CD staff training college were too hurried: that particular trip report comments on the unfortunate lack of time because other visits were to be made.

* There is a total of 40 in the country

9.6. In his book, "Managing Rural Development", * Robert Chambers discusses the need for planners and managers to restrict themselves in the time and energy spent on collecting information: "There is a profound basis in the Western way of thinking, with its most obvious roots in ancient Greece, that knowledge is good. Applied to the planning and management of rural development this easily promotes and justifies unthinking demands for information .
- demands which misuse executive capacity and culminate in mounds of unused data... in complex situations, activities should be optimal not maximal (my emphasis). It requires experience and imagination to know what is not worth knowing and self-discipline and courage to abstain from trying to find out." (p. 153)

9.7. The project's extensive activities in the provinces were not balanced by a similar approach in Yaounde. On the contrary, almost no contact was established by the Planning Unit with relevant officials in other departments of the Ministry of Agriculture or with other ministries concerned with rural development. Contact in Yaounde was mainly with the non-Cameroonian agents of Private Voluntary Organisations, particularly those which were English-speaking. The fact that the Chief-of-party did not speak French may have been a serious impediment to establishing the required contact with other Government agencies. The result of this imbalanced approach to information gathering meant that, as is apparent in their reports, the team members obtained only a partial understanding of the situation and the issues. The PGA states that Project personnel will consult with officials of other Government agencies but that "these consultations will be arranged by officials of the Department of Community Development" (Annex I p. 5). In some instances, it appears that the CDD Director was not eager that the project team should be involved in such consultations. On the other hand, if the team had felt that it was being prevented by the Government counterpart agency from carrying out its task in accordance with the terms of reference agreed upon between the Government of Cameroon and USAID, it could and should have asked AID to raise the matter with Government. As it did not make such a request, it must be presumed that, by and large, the team and the CDD Director were in agreement on this point.

9.8. Provincial Plans At the end of each first visit to a province the team members met with the Governor and discussed the formation of a provincial task force for the development of a provincial plan for community development to be submitted for discussion and approval at a participatory seminar. One member of the Planning Unit (with the exception of the CDD Director) was assigned to be the Unit's representative on each of the seven provincial task forces. The Unit developed a kit for 'action research' in order for the CD officials and agents in each province to collect the basic data necessary for drawing up a provincial plan; the planning task force was to be headed by the Governor or his representative and with representatives from other concerned ministries and departments.

9.9. The project team viewed the activity of provincial planning as a creative educational process for those involved. It also hoped that the task force would turn into a permanent provincial community development planning committee and that the data-gathering activities of the CD agents would become an annual activity. While these objectives were fundamentally sound, such a programme of work could not be implemented and institutionalised within a period of a few months, despite

* Scandanavian Institute of African Studies, Uppsala

the extraordinary dedication of the team members and the obvious enthusiasm they aroused among the provincial CD officials. It is a tribute to the motivation and interest of all concerned that each province produced a 'plan' and held a seminar, with the project's work-plan only one month behind schedule.

9.10. One of the activities in this provincial planning process needs to be mentioned in more detail. This was the elaboration of an information-gathering kit to be used by the CD officials in the provinces. Every official from the Provincial Chief of Service to the most junior CD agent was requested to complete a questionnaire and to comment on what he or she believed to be priorities and problems. The team's emphasis on participation and contribution by all concerned was extremely well accepted by the staff. As one provincial CD official said to the reporter: "No one ever before asked us what we thought."

9.11. It was decided to use the questionnaire approach also to find out about the villages and their felt needs. Here, unfortunately, the team became very confused about what it was trying to do. At a meeting of the Planning Unit in January 1981, Mr. Barnicle emphasized that the "provincial statistical base of study should be scientific and precise" (Minutes of PPU meetings 5/1/81). However, one month later, at a meeting in Bertoua with the provincial representatives of the various ministries, he was challenged by the provincial delegate for the Ministry of Plan who commented that the enquiry was proceeding on the basis of no sampling, untrained enumerators etc. Mr. Barnicle's reply was that the aim of the enquiry was to obtain a profile of each division and not a profound socio-economic study, that it was a means of including the CD agents in the planning process and that it was a training exercise for them. (Report of trip to Eastern Province by Alan Miller, 16-25 February). It would have been of course quite impossible, as well as (in the reporter's opinion) inappropriate to implement a social survey with adequate sampling frame, well-designed and tested questionnaires, trained enumerators, data analysis facilities etc. It was unfortunate that no member of the team had the necessary experience in socio-economic data collection in order to understand the kind of method required in the existing circumstances. Despite Mr. Barnicle's comments to the MINEP representative, the team persisted in the pseudo-scientific approach and, with the aid of Peace Corps Volunteers in some provinces, the village questionnaire data was processed, tabulated, percentages calculated and presented as part of each provincial plan.

9.12. National Plan for CD. The three advisors' reports were in on time and their contracts finished. Mr. Barnicle then prepared his own report, integrating into it the fundamentals of the other three reports and submitting the whole to the CDD for the national staff to prepare the Plan, on the basis of these reports and the seven provincial plans. Meanwhile, discussions had taken place within the Ministry of Agriculture as to the involvement of the other departments in the final stage of the planning process, through the organisation of a series of workshops and seminars (Letter of Mr. Ndonyi to the Minister, 27th May 1982). As far as the reporter knows these did not take place, while work on the drafting of the Plan itself went very slowly. At this stage, the Chief-of-party felt that the main initiative had to come from the national side. Consultations with the Ministry of Plan led to a provisional list of participants to the National Seminar being drawn up. The seminar was fixed for the 15th-16th September and it was hoped by MINEP that copies of the draft Plan, along with the US advisors'

reports, would be in the hands of the participants by mid-July. Eventually, the seminar was postponed by a week and still most of the participants received the documentation only one or two days before the meeting, thus considerably undermining the project team's original objective that the National Seminar would be an occasion for a serious study and discussion on the planning proposals.

9.13. Evaluation. Immediately after the seminar it was time for Mr. Barnicle to pack his bags and leave. The evaluation did not therefore take place. The CD Director and the Project Manager also went on leave.

9.14. In the Project Grant (Annex I pp 2-3) the planning unit was expected to complete ten functions (activities) during a fifteen month period. "The sum of these studies and planning activities will be a comprehensive plan for a national community development program, which is the purpose of this project." The chart below completes the 'activities' section of the report by listing the ten functions, with a 'remarks' section by the reporter on the right-hand side of the page.

<u>Function</u>	<u>Remarks</u>
1. Define the objectives, scope and target populations of a national programme for community development, based on analyses of rural needs and conditions in each province and analysis of constraints to rural development.	(1) Mr. Barnicle felt that this was achieved through the process of visits and seminars at the provincial level. ^x It was the participants who had to do this and not the team on their behalf. ^{xx} (2) The team lacked the time and expertise to tackle the activity in a more orthodox way.
2. Coordinate the activities of the Department with other rural development services and PVOs.	(1) The PP regards this as one of the three conditions indicating achievement of EOPS (see section 11.2) (2) Organisation of the provincial seminars was an opportunity for representatives of different groups to meet. (3) The project supported the activities of the PVO/CDD coordinating committee. (4) The planning unit ignored the issue of coordination with other rural development agencies at the national level.

^{xx} "The planning unit did not go about drafting a national plan for CD in the same way that one would write a cook book more like gardening."

^x Outline and Scope of National Plan for Community Development page 4
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3. Determine the community development methodologies appropriate to eastern and northern parts of the country, based on studies of social and cultural patterns in those areas.
 - (1) A consultant was hired to make a study of Eastern and Northern Provinces (nothing done for the other three francophone provinces) but his work is of little value being basically a bibliography of books available in university library. Funds were available and much more time and expertise should have been allotted to this activity.
 - (2) The discussion concerning different CD methodologies as outlined in Dr. Charlick's paper is totally ignored and a uniform methodology is proposed based on existing structures already developed in anglophone Cameroon.

4. Determine how the Department may expand programs to help increase agricultural productivity and strengthen rural-urban linkages, in addition to its current social welfare and rural infrastructure activities.
 - (1) The issue of agricultural productivity is touched on briefly in report of Women's advisor but no thorough analysis or proposals (see 2.2.5 of recommendations in the present report).
 - (2) The Unit assisted CDD draft a proposal concerning village centres for submission to UNDP.

5. Analyse personnel and financial requirements and the cost effectiveness and recurrent costs for a national community development program.
 - (1) This task undertaken in detail by Mr. Barnicle's with financial and personnel requirements planned through to the year 2000.
 - (2) According to the PP (p.IV/5), an analysis of recurrent costs should have led project personnel to prepare alternative funding proposals, indicating the programming level each alternative can support. There were no options presented.
 - (3) Unit had considerable difficulty in locating in the CDD the necessary financial data for undertaking a cost analysis.

6. Plan programs and facilities for training community development staff and village leaders.
 - (1) This was primarily the task of the training advisor, Mr. Faulkner, and his counterparts, Mr. Luonto.
 - (2) See section 10.5.

7. Prepare plans for expanding and integrating community development programs for women, giving activities that will help increase women's productivity and incomes.
 - (1) Primarily the task of Mrs. Barnicle, and his counterpart, Mrs. Tchiendji, the deputy chief of the Women's service.
 - (2) Files for this services were not available for consultation.
 - (3) See section 10.6.
8. Develop criteria for self-help projects and plan technical and logistical requirements to support their construction and maintenance.
 - (1) Primarily the task of Mr. Miller and his counterpart, Mr. Essa.
 - (2) Mr. Miller did not possess technical qualifications and two consultants hired to do part of the work.
 - (3) Some of this work undertaken by the SATA engineer assigned to the CDD Head Office and his work incorporated into the draft National Plan.
 - (4) See section 10.7.
9. Review the administrative organisation of the community development program at all levels and proposed methods of decentralising authority, funding and support systems for local development projects.
 - (1) No serious review of internal admin. undertaken and criticisms offered by US advisors were not accepted.
 - (2) Mr. Barnicle proposed a new organigram affecting the functions of CD service and territorial administration. This proposal met with fierce resistance from Cameroonian members of the nature of Cameroonian public administration.
 - (3) This activity undertaken without a good understanding of the nature of Cameroonian public administration.
10. Plan programs for monitoring and evaluating community development activities and for improving the flow of information to and from the village level.
 - (1) This activity undertaken by a management consultant.
 - (2) Some of his proposals regarding the organisation of the office (filing) have been implemented.
 - (3) M&E proposals are textbook jargon and irrelevant to a CD program.

10. OUTPUTS

10.1. This section examines the five outputs listed in the Project Paper and compares what the Paper expected to be achieved with what actually was accomplished. For each output, the NPCD was to develop its details during and as part of the project's implementation. However, the PP outlines the types of questions and issues to be addressed during the planning process.

10.2.1. Output One: "A programme planning and evaluation unit will be established within the Community Development Department and staffed by experienced personnel." Such a unit was formed at the start of implementation, composed of US advisory and Government counterpart staff as required by the PP. The budget for the unit's functioning was entirely provided by USAID and there was no support staff assigned by the Department to service the unit. Members of Unit met most Saturday mornings and a total of twenty meetings were held with brief minutes kept. Meetings were always held in English and thus two members, Mrs. Tchiendji and Mr. Essa could not fully participate. The meetings were largely an occasion for reviewing plans of work and organising the details of the next week's schedule. Some participants felt that, in any case, most of the important decisions had been made by the Director and the Chief-of-party prior to the start of the meeting. They also felt that the unit need not have met so frequently. Since the departure of the technical assistance personnel, the Director and the three Chiefs of Service have met together only once in a formal meeting. * Thus the expectations of the PP have not been fulfilled: "the unit will serve a continuing function in the CD Department." The failure to design an institution-building capacity into the project has already been discussed in 6.7.3.

10.2.2. "What should be the probable scope of national community development program in helping to meet basic needs in Cameroon?" The Planning Unit was to provide guidelines for activities, given the Department's "objectives, available resources and the existence of related programs in other agencies." In the middle of February, the team of American advisors met by themselves to discuss this issue and the Chief-of-party subsequently submitted a memorandum to the Director of the Department, with copies to the Chief of Service. The team advised:

- Selection of target areas in each province rather than blanket coverage
- A 'CEAC'* not necessary for each division and perhaps CEACs not justified at all
- Closer integration of the three services of the CD Department
- Closer ties with credit unions and cooperatives
- Same job descriptions for men and women CDAs.

None of these recommendations appear in the advisor's final reports, except for Mrs. Barnicle's where she stresses the need for common job descriptions for men and women agents. This recommendation was not however accepted by the Director and does not appear in the draft National Plan.

* Apart from the meeting with the reporter, held at her request.

* Community Education and Action Centres - see below 10.3

10.2.3. As perhaps a result of the CDD Director not accepting the recommendation of selected target areas, the planning team had to consider how to expand very considerably the personnel and financial resources in line with the Presidential decree (the Community Development Department should "expand its activities so that the villages of every province of the country should benefit from them") to mean that not only every province, but every village should be reached. Much of the Chief-of-party's time was therefore devoted to resource planning, as written up in his report "Organisation and Budget for the Department of Community Development", and summarised in the draft National Plan. Alternative funding proposals and personnel levels were not proposed, rather the Government was requested to increase its commitment by ten times of what it is today (draft plan p. 72). Assuming a 10% growth in the National Budget, then over the next twenty years, the cost of the CD National Plan would increase CD's share in the National Budget from 0.3% to 0.7%. Because it was decided that every village had to be reached, the planners found it impossible to take into account the PP's suggestion that particular attention should be given to examining alternatives to a large increase in personnel (p. IV. 1). Accordingly, the Plan proposes one Community Development Agent for five villages, with a target of 1000 CDAs by 1993. The issue of selectivity of target areas is examined in the recommendation section of this report (2.2.3). With the same goal of 1000 CDAs, a target area approach could mean one CDA for every village.

10.2.4. The PP recommends that the Planning Unit make proposals on the basis of the existence of related programs in other agencies. This recommendation is entirely ignored in the written work of the Planning Unit and the reporter does not know whether or not it was discussed verbally (but there is no trace of such discussions in the Unit's minutes of their meetings). A major criticism of the Project's outputs is that the proposals and plans appear to have been produced in a vacuum. This is discussed further in section 1..

10.2.5. "How will CD methodologies be applied in the eastern and northern part of the country?" The project was meant to produce "carefully planned strategies for implementing CD programs adapted to the varying conditions in francophone areas." On the contrary, the structure suggested in the draft National Plan, based on Barnicle's report, is identical for the whole country and there is no analysis of CD methodologies in relation to social, economic or political conditions. This issue was not even suggested for discussion and examination at the provincial seminars. Why it was so neglected is not clear as Dr. Charlick in his report to USAID (6.4) presents a series of alternative models already tried in francophone Cameroon and proposes that one of the functions of the NPCD should be to help CD Department decide on appropriate methodologies for specific situations. One methodology he recommends for active study by the NPCD is the PTHE program also funded by USAID with an institutional contract with the University of North Carolina. He comments that the method "provides an excellent example of a local level intervention on a substantial scale."

10.2.6. "How can CD activities be better coordinated with the activities of other agencies and PVOs? Part II of the project paper describes the activities of other departments of the Ministry of Agriculture and programs of the Ministry of Health, Youth and Sports and Social Affairs that are closely related to CD. The CD planning unit will seek ways to harmonize these activities and to develop strategies

that will make the best use of the limited staff and resources available to each of them." (p. III/6). As discussed earlier, no contact was established with these departments and ministries, apart from representatives being invited to the National Seminar after the Plan had been written and without time for them to study it. The answer to the coordination problem is stated in the draft National Plan and, from the report of Mr. Barnicle and his recent letter to the reporter, clearly reflects the viewpoint of the Chief-of-party as well as that of the Director of the Community Development Department: "Given the central role which community development must play by virtue of the presidential decree establishing the Department, the argument is very strong for reorganisation of the Department as a separate and autonomous public body. As long as it remains in a Ministry it is a less effective instrument of policy for it must spend considerable amounts of energy developing the necessary linkages with other rural development agencies through such methods as inter-ministerial agreements and other such difficult and circumventive approaches." * One is led to assume that the answer to the problems of coordination is domination. This issue is re-examined in the recommendation section of the present report.

10.2.7. Concerning coordination with and between PVOs, the Director of the Department had established the Cameroon Community Development Coordinating Committee (CCDCC) on his return from the United States in 1978. Its main purpose was to be a forum where representatives of 13 PVOs could meet together and exchange ideas and information. One of the Committee's most active members was Mr. Alan Miller, the Field Director for the CDF. Mr. Miller continued to play a large role in the committee while working for the NPCD. While Mr. Barnicle believed that the CCDCC's role should remain one of informal information exchange with a small secretariat functioning out of the CD Department's offices, Mr. Nlonyi and Mr. Miller wished to see it become operational with the members providing funds for the Committee for supporting CD projects. The draft National Plan proposes that the CCDCC become a service of the Department, giving it formal recognition. The members of the committee were not consulted in advance on this point and a number of agencies are becoming increasingly reluctant to participate in any way in the Committee's activities.

10.2.8. "How can CD help to strengthen rural-urban linkages, particularly through the village centres programme?" This issue was not examined, apart from the aid given to the CDD in preparing a request to UNDP. It now appears that the Government is no longer very interested in the idea of village centres.

10.2.9. "How can monitoring and evaluation of CD activities and projects be approved?" This issue was not seriously addressed, except for some discussion concerning how the Department can obtain feedback of what is happening in the field by regular staff refresher training programmes. (see 2.2.7)

10.2.10. What are the financial requirements for an expanded CD program? The Planning Unit produced a consolidated budget for the next twenty years.

10.3.1. Output Two: CD Action Plans will be developed in a participatory manner for each province. Plans were produced for each province in a manner much more participatory than is usual for Cameroon. The planning process at the provincial

* Draft National Plan page 59.

level served as a great stimulus to the local CD staff and the example from Eastern Province is worth monitoring. The CD Provincial Chief of Service received the encouragement to think about the strategy and objectives of CD in his province and has adopted the idea of selected target areas in those undeveloped parts of the province which other rural development agencies are not reaching. He has drawn up a proposal for assistance from foreign agencies and sent it to the CD Department ten months ago; the Department, in turn presented it for consideration to the CCDCC where apparently it is still sitting. Here we see the failure to achieve decentralisation, the province could not negotiate directly with funding agencies.

10.3.2. "Should the kinds of self-help projects being carried out in the western provinces be repeated in the francophone areas, or are other emphases better suited to, or of greater priority in these areas?" These issues were discussed at the provincial seminars. In Eastern Province, for example, it was concluded that less priority should be given to rural water projects.

10.3.3. "How can the national CD plan promote the decentralisation of authority and funding for local development projects?" This is discussed below in 11.3.

10.3.4. In the reporter's opinion the provincial plans lost some of their usefulness in the way in which they are presented with a separate section for each of the three services of the CD Department rather than an integrated analysis. It was the idea of the Chief of Service of Eastern Province that led him to reject the Planning Unit's outline and to draw up the document on the basis of an integrated approach to each division in the province.

10.4. The remaining three outputs are action plans for the three services. Each plan was written as a report by the appropriate American advisor and then summarised and more or less modified for inclusion in the National Plan.

10.5.1. Output Three: A training plan will be developed for all levels of CD activities. This plan was written by Mr. Faulkner and then revised at the request of the AID Project management who felt that it did not contain sufficient substantial recommendations. The Plan was to contain staffing and recruitment requirements, based on policy decisions concerning scope and methodologies of the national program. Staffing policy has already been discussed (10.2.3).

10.5.2. What kinds of training are needed for CD staff? Where and how should it be provided? The Plan answers these questions in some detail. There is, however, an impression that the details are not thought out in specific relation to Cameroon but rather standard items of a CD staff training programme. The curriculum outline for the CD staff training colleges is currently being studied by the curriculum development experts attached to the Agricultural Education Department of the Ministry of Agriculture. Initial reactions were:

- insufficient analysis of tasks of the CD agent and curriculum not specifically task-oriented
- a misunderstanding concerning public service statutes with the designing of courses for level C and level B staff
- only 6% of teaching hours devoted to agriculture.

It is unfortunate that no contact was established between Mr. Faulkner and the Agriculture Education Department and ideas exchanged as part of the planning process. In June 1980, the Agriculture Education Department was given responsibility for all staff training in the Community Development Department. Mr. Faulkner's report was not known in the Agriculture Education Department until three weeks' ago when the curriculum development experts were discussing CD staff training requirements with the SATA representative who mentioned it to them.

10.5.3.--- "How can CD help to expand and coordinate leadership training programs?" This question is answered with the proposal to establish a Community Education and Action Centre in each division of the country. Other possible kinds of approach are not discussed (for example, the approach of the Ministry of Social Affairs where leaders are trained within the village in specific project situations) and for the CEACs themselves no policy and strategy is developed except that they should become "integrated multi-purposes training centres for rural and community development". (p. 17, Faulkner's report).

10.6. Output Four: An expanded program for women's activities is planned and more fully integrated with other services of the CD Department. The PP stresses the need for greater concentration on economic activities for women but does not raise any issues for consideration except for the possible reorganisation of the women's service. Mrs. Barnicle's report was not well received by the Community Development Department, being viewed as over-critical and insufficiently constructive. In fact, it is her style of writing which is more criticised than her evaluation comments which Departmental staff members admit are basically correct. Mrs. Barnicle's main recommendation was that men and women Community Development agents should have the same job description with a minimum of 50% of any CDA's time devoted to women's or mixed groups of villagers and with 50% of all CD projects originating from such groups. This recommendation was not adopted by the CD Department and is not included in the draft National Plan. The Plan does however incorporate a number of items and proposals that were not touched on by Mrs. Barnicle and the general impression is of the intention to continue as before, with the Women's Service attempting to provide broad educational and economic activities for rural women, including farming, nutrition, handicrafts, child care, home economics "in brief, the total involvement of women in the socio-economic and cultural circuit of our national development." (see 2.2.5)

10.7.1. Output Five: Plans are completed for supporting technical projects. Project consultants would be hired to assist the service in carrying out studies of specific needs in the rural sector for e.g. rural housing, feeder roads, school construction etc. These studies were not undertaken although brief surveys of the sectoral situation are included in Mr. Miller's report. Much of the remainder of the report is devoted to a series of recommendations concerning the organisational, staffing and implementation structures required for developing a national technical service in the Community Development Department. Many of these recommendations have already been proposed by SATA and partially implemented. Most of the recommendations are incorporated into the National Plan. Mr. Miller did not have the necessary technical qualifications to discuss many of the technical issues concerning kinds of equipment required and training to be given to staff. Some of these elements are included in the National Plan based on the work of the SATA engineer, Mr. Tschoppe, who is attached to the technical service of the Community Development Department.

10.7.2. Mr. Miller in his report touches briefly on a very crucial issue raised in the Project Paper: this is the fact that there are two rural infrastructure technical services within the Genie Rural. Mr. Miller writes his report as if the present situation were to continue but comments that his proposals would have to be radically revised if a merger of the two services were to take place. While this issue is not touched upon at all in the draft National Plan, it was raised by the participants at the National Seminar: "Furthermore the committee noted that there was a problem of duality existing between the Community Development services and other services participating in the same fields in rural areas. However, considering the satisfactory results achieved by Community Development in the Northwest and Southwest Provinces, the committee recommends its extension and intensification in other provinces. In order to avoid the duality referred to, administrative authorities should play their roles as coordinators...it is also recommended that a spirit of mutual support and solidarity prevail...." (draft National Plan p. 96). It should be mentioned that this issue was also hotly debated at the provincial seminars and that the reporter was informed in Eastern Province that the CD and Genie Rurale departments have agreed to inform each other of their annual plans (see also report's recommendations 2.2.4).

11. EFFECTS

Has this project been effective? The IFA in the PP lists three conditions that will indicate that project purpose has been achieved. This section examines them:

11.1. A cost-effective National Plan: the Plan does not yet exist. The draft prepared by the CD Department on the basis, with modifications, of the NPCD team's work, was approved, with further modifications by the National Seminar. Copies of the draft along with the recommendations of the Seminar and of the provincial seminars were edited and produced into French and English versions with the aid of US funds. Only a few mimeographed copies are currently in circulation but USAID has agreed to cover the cost of printing 3000 copies. At the moment the Plan is considered by Government to be in draft form because no official approval has yet been given. Soon after the National Seminar, the Minister for Agriculture appointed a commission to study the Plan. This commission was to be chaired by Mr. Kamga, Director of MINAGRI's Office of Studies and Projects, and members included Mr. Mandeng, Chief of the Human Resources section of the Ministry of Plan. It has not been made clear to the reporter why this commission never met. Reasons may include Mr. Ndonyi's departure from the Department and MINAGRI not giving priority to the matter.

11.1.2. In early 1982, Mr. Ndonyi, the Director of the CDD was appointed to a new post and his deputy, Mr. Mengolo, is now taking steps to reactivate Government interest in the draft Plan. His first priority is to produce a summary of the proposals and recommendations as in its present form, the document is very lengthy and not easy to read. Some CD Department officials feel that the Chief-of-party should have made such a summary before his departure but others point out that the draft National Plan was produced by the Department and not by the Project team and that it was the Department's responsibility to take the necessary action.

11.1.5. The status of the draft Plan vis-à-vis the fifth Five Year National Plan is also not clear. Certainly, project designers had hoped and expected that implementation would be early enough to include the CD Plan in the Five Year Plan.

This was not possible and the section on Community Development in the Five Year Plan remains non-committal and does not pick up the main points of the draft CD Plan, except for the operating of CEACs in every division. However, according to the MINEP, the fact that the CD Plan was too late for insertion in the Five Year Plan is not serious and its proposals can still be approved and implemented by Government, if regarded as appropriate.

11.1.4. Is the Plan likely to be approved is not a question that this reporter can or should answer. However, there are a number of indications that it may be regarded as poor in design and construction, while over-ambitious in its objectives. A number of Government people expressed to the reporter their disappointment with the quality of external expertise. The Minister for Agriculture was apparently surprised by the proposal concerning CD's institutional status.

11.1.5. The following are the reporter's comments on the draft Plan: The Plan is very ambitious in the role it proposes for the Community Development Department and the budgets and personnel required. It entirely ignores the point made in the PP that the Plan should be developed in relation to other rural development agencies and their activities. The recommendation concerning CD becoming some kind of para-statal agency may be inappropriate with regard to current Government thinking and may, if accepted, lead to CD playing a less, not more important role in rural development. In the reporter's opinion, community development programmes need the support of a strong ministry in order to be effective and it could become a very influential department within the Ministry of Agriculture. This is discussed further in 2.2.1. It was a mistake for the NPCD to ignore the explanation given in the PP about why the CD Department was moved to the Ministry of Agriculture (see above para. 4.2.). Mr. Barnicle's approach was strongly against the CD Department becoming integrated into the Ministry of Agriculture; on page 69 of his report he states that staff training being given to the Agricultural Education Department was "another step in the wrong direction" and on page 90 he writes: "It is however, the conclusion of the writer that from a Management and Organisational point of view CD does not fit and will never fit comfortably within the Ministry of Agriculture." The various personnel, budgetary technical training proposals in the draft Plan reflect this attitude and go against the spirit of the Project design.

11.2. CD's activities and planning, implementation and evaluation processes are coordinated with programs of other rural development agencies and PVOs. In any developing country this is a major issue but in Cameroon there are special problems resulting from unification with regional agencies becoming national and resulting duplication of roles, for example the technical service of CD and the Department of Genie Rural. The Project Paper correctly identified coordination as a major issue. At the provincial level, the seminars organised by NPCD have contributed to some improvement in coordination between different Government agencies but no institutional arrangements have been made. At the national level, as discussed in earlier sections, this issue was not explored and rural development activities in Cameroon still suffer from the lack of resolution concerning over-lapping objectives and activities. The victims of the jealousy and competition between agencies are the rural populations. The NPCD could have played a major and constructive role in working closely with the representatives of the other agencies in trying to solve the problem. Indeed, this was one of the justifications of foreign technical assistance : the hope that outsiders would take a more objective stance towards the issues.

However, in defense of the technical assistance, one should quote Mr. Barnicle's letter: "The project was promoted by the Director of CD, not because it was a planning project but because it was an opportunity to promote the DCD ... and it was particularly opportune as a tool to assist the Department in expanding nationally." It may well be considered that the achievement of this condition of EOPS may have had more chance of success if the NPCD had been placed in the central direction of Ministry of Agriculture or even in the Human Resources section of Ministry of Plan.

11.3. Decentralized systems for approving and supporting local projects are established. Perhaps the most fundamental issue in planning a Government community development program in any country is how to reconcile the concept of a bottom-up community participation within the framework of a national bureaucracy. In a country such as Cameroon where a highly centralised system of Government is in operation, the issue becomes even more difficult to resolve and a foreign expert coming from a country where there is great emphasis on a Federal, decentralised policy may not easily understand the problem particularly if he has no special training in public administration. However, the Government of Cameroon is aware of the problem and realises that self-help rural development does require bottom-up decision-making.* The establishment of individual treasury accounts in FY 1980/81 (i.e. prior to the Project) was incorporated into the draft National Plan but the system has yet to function. The problem is now being energetically tackled by the new acting Director and it is expected that the system will become operational in the new FY. Regarding decentralised systems for approving local projects, some way still has to go and the suggestion of some observers that CD should be entirely operational at the provincial level, with Head Office assuming an advisory and coordinating role, is not likely to be accepted. This point was not examined by the NPCD project.

11.4. Unplanned effects

11.4.1. Great publicity was given to CD as a result of NPCD emphasis on consultation and participation at all levels. Although unplanned in the project documents, this was a deliberate objective of the team and successfully achieved. Provincial CD workers feel that the publicity has led to increased support from local officials who previously had no understanding or interest in CD. At the national level, many foreign and government officials mentioned to the reporter that they felt this was the single most important positive outcome of the Project.

11.4.2. The fact that the Plan was designed and implemented in consultation only with the Director of Community Development and that the NPCD did not develop working relations with other Departments in the Ministry of Agriculture has meant that today the CD Department is not very well regarded by the most senior officials in the Ministry. Alienation of these persons may be considered as an unplanned negative effect of the Project. Certainly a priority for the CD Department today is to mend its fences within the Ministry.

* At one provincial seminar, the participants were astounded by the suggestion of a very senior government official that CD agents should have their performance evaluated by the villagers and not by their superiors in the civil service hierarchy.

11.4.3. Mr. Miller, the technical service adviser, became persona non grata at the end of his mission with NPCD. However, this is not generally regarded as being a result of the work he did for the Project.

12. LESSONS LEARNED

12.1. The Project would have benefitted if there had been consultation, at the design stage, beyond and above the designated government counterpart agency.

12.2. More thought could have been given to the issue of institutional location of the project, both within the Government system and the USAID Mission.

12.3. It was unfortunate that the Project Paper was not translated into French nor circulated for written comments among appropriate Government officials and the CD Chiefs of Service.

12.4. The deadline of the end of the fiscal year meant the PGA was prepared rather hurriedly and this may be why it does not completely reflect in abbreviated form the contents of the PP. Differences in emphasis between the two documents may have made it even harder for the NPCD team to decide on what it was they were expected to do.

12.5. One of the major constraints on effective project implementation was the disproportionate amount of activities to be undertaken within the time frame allowed. Closer consultation within the AID Mission might have led to an improved project design.

12.6. The relationship between kind and quantity of inputs and the project's objectives could have been more carefully examined. It is important to think through why technical assistance is justified. The constraint of the financial ceiling should either have been removed or the inputs radically redesigned.

12.7. With particular reference to the project design, more thought could have been given as to the extent to which the project had institution-building objectives and how these were to be achieved in terms of Government and AID inputs. Consideration could be given to labelling projects as either 'institution-building' or 'direct support' as is the practice with UNDP.

12.8. The Project Paper lists a number of projects and programmes assisted by USAID and relevant to the activities and objectives of the NPCD. These included projects managed by other branches of the mission, ARD and Health. It might be useful in such cases to establish guidelines for regular liaison between the concerned project managers and their teams of advisors, thus improving the efficiency of AID inputs and perhaps, as would have been important for the NPCD project, encouraging greater contact and coordination between the various Government counterpart agencies.

12.9. The fact that the advisor's job descriptions in the Project Paper did not include minimum requirements for qualifications and experience meant that a junior project manager did not have solid ground beneath her feet when trying to resist the CD Director's proposals regarding the selection of the advisors. Particularly, unfortunate was the fact that the two most senior members of the team did not speak

any French in a project that centred on consultation and discussion with officials throughout francophone Cameroon.

12.10. The decision to opt for personal services rather than an institutional contract meant that NPCD did not receive adequate technical backstopping or programme monitoring. The support could have been provided if there had been an official in the mission with the relevant experience and background. This not being the case, the project management should have been able to insist that consultancy backstopping be provided from the US.

12.11. At a certain stage during the implementation it was proposed by the project manager that a mid-term evaluation take place. Considering how the project team was deviating from many of the objectives as outlined in the PP, it seems unfortunate that the project manager did not receive sufficient encouragement and help to organise this evaluation.

12.12. The selection of an intern as project manager was unfair to both her and the Project. Although for her a useful training experience, steps should have been taken to ensure adequate supervision and guidance.

12.13. The short-term consultants performed rather unsatisfactorily. Most of them were apparently appointed on the recommendation of the National Director. It might have been helpful if the AID mission had a list of locally available consultants whose work and competence was known to the mission. This would have prevented the team of advisors being entirely dependent on the Director for the choice of consultants. The same issue applies to the selection of staff assistants but here the reporter understands that a list is being established by the mission.

12.14. For both the advisors and the consultants it would have been helpful if their final reports had included a brief chronology of their activities and the main persons and institutions contacted.

13. QUALITY OF PROJECT MANAGEMENT

13.1. As already discussed above, the quality of USAID project management was affected by the combination of circumstances of the project manager being new to AID, and to management experience in a bureaucratic institution, and the project sitting in a branch of the AID mission where no one had much interest or knowledge of community development programmes, let alone of projects with farmers as the target population.

13.2. The Chief-of-party had had no prior experience with AID nor had he ever worked before in a technical assistance capacity. In the first months of the project there were a number of problems concerning prior authorisation for expenditure (such as the chartering of an airplane and the hiring of a staff assistant) and these difficulties were increased by both the project manager and the Chief-of-party being unsure of themselves because of insufficient experience. Relations were probably not made easier by the discrepancy in their age and backgrounds.

13.3. Towards the end of the project's active period, relations between project manager and Chief-of-party improved considerably and the team generally felt that

it was getting all the necessary support and assistance. The team of advisors did not seem to feel that they were lacking adequate programme backstopping and monitoring, although the reporter feels that it was in this area that AID project management was of poor quality.

13.4. Within the team of advisors there was no obvious choice as to whom should be Chief-of-party. Some outside observers were surprised by the decision. But none of the team had the necessary experience of working in a developing country in a Government department nor an understanding of the way the Cameroon public administration functioned. Incidentally this is the major criticism of the team voiced by their Government counterparts.

13.5. The task of the Chief-of-party could be best described as 'mission impossible' and he was far from helped by the concept of the project which meant that all the other advisors had terminated their contracts just when the Project implementation was reaching its crucial stage. That draft National Plan and the other reports were produced on time is indicative enough of the tremendous hard work and dedication of Mr. Barnicle and his colleagues.

13.6. In the reporter's opinion the team as a whole seemed too ready to accede to the wishes of the CDD Director without considering as to whether these wishes were in the best interest of the Project and its objectives. This is of course an extremely difficult and delicate path to tread and the reporter only allows herself to make this comment because she herself has walked for many years along this path.

13.7. Personal relations between the advisors and the counterpart staff were excellent. Commitment of the immediate counterparts to the Project may not have been always as complete and enthusiastic as might have been desirable. Undoubtedly there was the feeling that it was the Director's project rather than 'our' project. The advisors were appreciated for the help they gave in solving work problems outside the planning process; this was particularly so with the Women's Service where the acting Chief of Service had received no briefing prior to taking up her duties.

13.8. The strong and enthusiastic support given to the project at the provincial level and the active participation of the Governors and Prefects in the planning process show that there is a keen interest in community participation and self-help development at the local level. It also shows the skill and ability of all the members of the Planning Unit. Government officials and their American counterparts, to persuade and educate. It should not be forgotten that although in terms of budget, the NPCD Project was small, in terms of activities it had a very high profile.

ANNEXE I

PERSONS INTERVIEWED DURING COURSE OF EVALUATION (Excluding Community Development Department and USAID officials)

1. Government of Cameroon

Mr. David Abouem a Tchoyi	Governor of North West Province
Mr. Leonard-Claude Mpouma	Advisor to the President on the Village Community
Mr. Ngassam	Technical Advisor, MINAGRI
Mr. Patrice Mandeng	Chief of the Human Resources Division, MINEP
Mr. Andrew Ndonyi	Deputy Manager, Northwest Province Rural Development Project
Mr. Meta	Director, Department of Agricultural Education
Mr. Martin Lontouo	Agricultural Delegate, Eastern Province
Mme Henriette Vondo	Chef de Service, Promotion Feminine, MINAS
Mme Rose Belinga	Chef de Service de l'Animation, Ministry of Youth and Sports
Mr. Elias Joe	Chef de Service d'Education Sanitaire, Ministry of Health

2. Technical assistance advisors attached to Government

Dr. Daryll Candy	Technical advisor, PTHE, Ministry of Health
Mr. J-J Barrucand Mr. Henri Imbert	Technical experts to the Department of Agricultural Education
Mr. Jean-Francois Tschoppe	Engineering analyst, SATA, attached to CD Department
Mr. Alain Villard	Project Coordinator (UNDTCD) Division for Administrative Reform

3. Multi/bilateral and private voluntary organizations

Mr. Roider	Program Officer, European Development Funds
Mr. P.L. Den Heijer	Director of the Organization of Netherlands Volunteers

Mr. Christof Scheiffele	Director, CARE
Mr. Rudolf Fischer	Director, SATA
Mrs. Bibi Messi Essame	Director CDF
Mr. Rick Embry	Training Coordinator, CDF
Mr. Schmidt	Deputy Director, German Volunteer Service
Ms. Kathy Tilford	Assistant Director, Peace Corps
Ms. Miriam Bergman	Peace Corps Volunteer, Community Development Training College, Santa
Ms. Kate Farnsworth	Peace Corps Volunteer, Community Development Department, Maroua

ANNEX II

LIST OF PARTICIPANTS AT COMMUNITY
DEVELOPMENT NATIONAL SEMINAR

SEPTEMBER 22-23 1981

(PES OF NPCD PROJECT)

ANNEXE III
CORRESPONDENCE BETWEEN
MRS. EYBEN AND MR. BARNICLE

Tony Barnicle
& Associates
221 Stephan Street
Jefferson City, Missouri 65101
(314) 636-6001

May 25, 1982

Ms. Roselind Eyben
c/o Ms. Randal Thompson
USAID Yaounde
Department of State
Washington D.C., 20520

Dear Ms. Eyben

Evaluation: NATIONAL PLAN FOR COMMUNITY DEVELOPMENT

I am glad to hear something is being done on NPCD even if only an evaluation! We are in a very busy period here so I do not have time to give a lot of reflection to my answers but if I don't try to answer your questions immediately this letter will not get written. So here goes.

(1) curricula vitae attached: Our previous experience in the Cameroon and the experience I had as a director of a similar government department in the U.S. were very valuable.

(2) The project was not supported by USAID staff in its concept nor in its design. The project was promoted by the Director of CD not because it was a planning project but because it was an opportunity to promote the DCD and its activities and it was particularly opportune as a tool to assist the Department in expanding nationally. Once we digested these two facts and learned to live with them as givens, we were able to structure the project in such a way that the objectives of the PP could be reached.

The PP was ambitious, given the time frame and the constraints mentioned above. It took a very long time to get started. The two cars promised at the beginning of the contract did not arrive until December, four months late. As personnel service contractors we seemed to spend an inordinate amount of time attending to logistics. There was a considerable amount of inertia within the department. It was very hard to dig up basic information. Since the NPCD had an operating budget which was 50% greater than the entire department's budget for the year 1981, we were a mixed blessing to the staff. On the one hand we were imposing many demands on their time, on the other we had things they desperately needed and could not afford, like Mobil Gas Bonds.



NEIGHBORHOOD

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(3) Glad to hear 3,000 copies of the plan are finally being printed. Would you please return this favor and see to it that we get at least two copies. Thanks. I don't know why the long delay. We all left almost immediately after the seminar. There was a great deal of momentum at that time but the last weeks were so busy that things are still in a blur. Ndonyi left almost immediately after we did on vacation and then to several conferences. Kathy Radimer left on vacation. Finally, there was the appointment of Ndonyi to the High Plateau Project. No one was tracking the details which needed to be attended to in order to get the plan printed.

Ndonyi informs me that CD's Budget has been increased by 165% this year. That is a major accomplishment of the plan from his point of view. Many of the recommendations had been implemented even before we left. Regarding the major recommendations there are only five and they will not happen immediately but only after many months/years of debate and the debate will not be public. They are:

- 1-The Integrated RD team under the supervision of the sub-DO
- 2-The National Recognition Program
- 3-National Training Centers under the direction of DCD
- 4-CEACs at each Division
- 5-DCD as a separate government agency

There are two other indicators (besides the 165% increase in budget) that NPCD will have an impact on national policy. One is the stated goal of the NPCD that it be included in the current five year national development plan. I am told that this has happened (If you could send me a copy of this plan or at least the parts which specifically mention DCD and its activities I would appreciate it very much.)

Another is the transfer of Ndonyi to Bamenda. Ndonyi is a very dedicated, talented and qualified department head but is not close to the Presidency. I would expect that if the NPCD were being considered seriously and CD was being selected as a department to take the lead in carrying out GURC policy, Ndonyi would be replaced by someone who is much closer to the Head of State.

(4) The major factor helping the NPCD team was the open reception which the team was given by GURC. The team's activities coincided with the implementation of the government policy of self-reliant development. This made our work easier. The difficulties were stated above.

(5) Overall, it was a very good experience. After initial difficulties we were given good support from USAID. The NPCD had very good press and became a foil for promoting a concept of decentralized self-help development, focusing on the contribution which was being made by villagers through their village organizations. NPCD manipulated the situation and gave an opportunity for many "palavers" in villages, in provincial meetings and finally in a National Seminar. We had a very good

and dedicated team which had the opportunity to work closely with some very dedicated and hard working Cameroonian staff in DCD. Looking back eight months it is hard to remember the daily frustrations. I think I have a better view of the bigger picture now and sincerely hope that USAID and GURC also view NPCD as an important part of a national policy making process which stresses the importance of the answer to the fundamental question in development: "Who Plans?"

I predict that NPCD will be a significant influence on GURC policy over the next ten years and hope that USAID will commit its resources to assisting in implementing parts of the plan. I have spoken to several interested organizations here that are very interested in assisting also.

Linclon University has asked Lorraine and I to assist them in writing a proposal to GURC which addresses the implementation of part of the NPCD. Their proposal is currently being studied by US AID, Washington.

Midwest Research Institute has extensive experience in the field of Community and Economic Development and has been of great assistance to the government of Saudi Arabia in planning and in executing development plans. I have been helping them in planning a proposal to GURC to assist in the design of a recognition program which will be very useful in collecting information on village CD activities.

I hope these answers are of help to you. Everything I have written is "on the record". In fact, I would appreciate it if you make copies of this letter and send them to Kathy, Stan and to Andrew Ndonyi.

I would like a copy of your evaluation when it is completed.

Sincerely,



Tony Barnicle

ANNEXE IV

OUTLINE SKETCH OF ELEMENTS TO BE CONSIDERED FOR INCLUSION IN PREPARING A PROJECT FOR A COMMUNITY DEVELOPMENT STAFF TRAINING PROGRAMME.

Strategy of preparation

- (1) Close consultation between concerned staff in the Community Development and Agricultural Education Departments, namely Mr. Minkoulou and Mr. Imbert.
- (2) Joint preparation of a project proposal for a staff training programme for Community Development Department and submission to the Directors of the two Departments concerned.
- (3) Director of CD Department, having duly consulted with Director of Agricultural Education, submits the proposal to the Minister for Agriculture who would, presumably send it down to the Office of Studies and Projects prior to negotiating for foreign assistance.

Points to be covered in the project proposal

- (1) Justification of CD staff training programme and the importance for Cameroon's rural development. Include history and present objectives of CD programme, current staffing situation in terms of numbers, grades and quality of training they have received. Discuss their public service status and any improvements that may have to be made to ensure stability of personnel.
- (2) Objectives of the project. The expected situation at the end of the project's lifetime with x number of CDAs fully trained and working in x number of villages; x number of trained/upgraded provincial and divisional chiefs of service; so many re-trained, upgraded head office staff etc. Confirm that CD staff trainers would remain in post after the end of the project and the staff training programme would be a permanent function (refer to Government inputs).
- (3) Describe physical location of project; presumably, the Head Offices of the Departments of Community Development and Agricultural Education plus the three CD staff training colleges at Santa, Kumba and Babouri. Describe present facilities and activities at these colleges.
- (4) Provide project description i.e. its contents and duration. A possibility would be along the following lines:
 - study of present jobs and functions of CD personnel and work out improved job descriptions to match objectives of CD programme; (6 months)
 - develop appropriate curricula and training materials for use in the staff training colleges and in various refresher and upgrading courses of CD cadres; (18 months)

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- implement staff training courses while ensuring that staff trainers are acquiring appropriate pedagogic skills (including production of training manuals etc.) (2 years)
 - evaluate curricula and revise as necessary - evaluation should include observation in field of newly trained CD agents (one year) Total 5 years.
- (5) List requested foreign inputs and provide approximate costing. Inputs required might include:
- A curriculum development advisor based in Yaounde originally with subsequent long stays at each of the three colleges;
 - Three staff training advisors, one at each college and working in collaboration with the college director;
 - Possibly some volunteers to work as teachers but this should only be a temporary measure;
 - Fellowships for staff trainers etc.;
 - Teaching equipment
 - Vehicles, including buses for field trips.
- (6) List Government inputs. Items might include:
- Adequate office accommodation at Yaounde and the three colleges
 - Adequate training facilities, furniture etc.;
 - Staff housing for training advisors and volunteers;
 - Competent, permanent staff to work as counterparts to technical assistance team;
 - Adequate recurrent budget to ensure optimal operational conditions at the colleges and in programme execution.

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Organisation analysis of Community Development Department and its significance with regard to developing institution-building projects.

The chart on the following page is an attempt to show the actual situation in CDD Head Office with regards to functions and names. The comments on the chart and those that follow should be treated as strictly confidential.

Contract personnel: it will be noted that a number of persons on the chart are serving in the Department on a contract basis i.e. they do not have permanent tenure in the civil service. While some of the posts they are occupying do exist in the organigram (e.g. the Bureau Affaires Communes) others have no clearly defined functions. It is striking that, to the reporter's knowledge, all six of the contract personnel are English-speaking. Appointment of contract personnel has two advantages for the system:

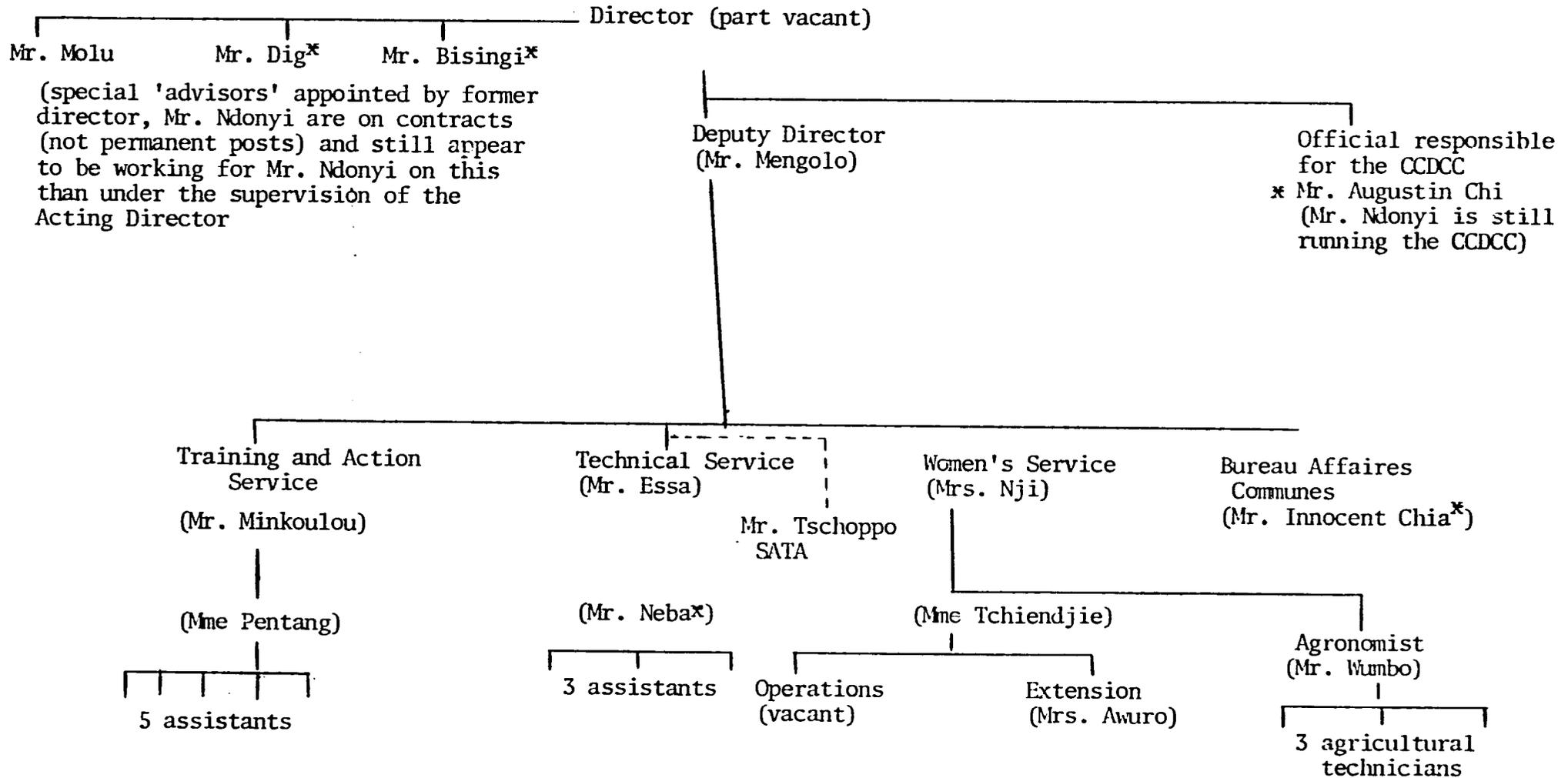
- (1) It can prevent operational paralysis in a situation of the slowness or unwillingness of the Government machinery to change an organigram to bring up to date with current needs or in the case of all the official posts being filled be deadwood.
- (2) It allows a departmental director to place his own men as a second shadow system to the official one.

It should be pointed out that there is nothing very special apparently about the CD Department in this respect.

Changing an organigram: one of the recommendations in the report is that a small monitoring and evaluation unit be established in the Department. This would require the Minister's consent but once it were obtained contract personnel could be appointed pending their dossier going through the usual channels; alternatively permanent civil servants from other departments could be posted.

Changing the organigram with reference to abolishing or moving a Service is much more difficult because conversion or abolition is much harder to achieve than creation of a new unit or service. Apart from everything else there are usually many people around with a vested interest in there being no change. If the Minister really wants to make a reform he can call upon the expert services of the Division for Administrative Reforms, headed by Mr. Charles EBELE. This division is attached to a Minister (in the Presidency) for Inspection Generale de l'Etat et Reforme Administrative (Minister is currently Mr. Christian BOBGWA). Interestingly enough, in the last two years and a half, the services of this division have never been requested by the MINAGRI. Once the division has undertaken the study and proposed a new organigram there is no compulsion on the Minister to accept it and while not rejecting it either (the report comes from the Presidency) he can let the proposal quietly gather dust.

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Principal persons working in the Department of Community Development HQ

* by name denotes contract status, not permanent. See attached notes.

What to do with an institution-building project? Obviously, at an early stage of project design, AID should make sure that the organigram is appropriate and that counterparts will be in place. Usually of course it isn't. If, the Ministry concerned is really enthusiastic about the project, then it might be possible for AID to suggest that the services of the administrative reform be requested and a new organigram designed in consultation with all concerned. Incidentally a minister may decide to change the organigram without consulting administrative reform but strictly speaking he shouldn't do this and if afterward there were a change of ministers, the changed organigram might disappear overnight, whereas if it has the approval of administrative reform AID can be more confident in its permanence.