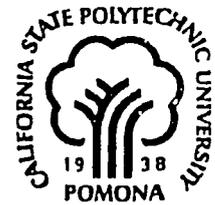


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Cameroon Agricultural Policy and Planning Project (CAPP)

February 1989 - December 1993

◀ Final Report ▶

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**Cameroon Agricultural Policy & Planning Project
(CAPP)**

February 1989 - September 1993

FINAL REPORT
from the
Consortium for International Development

CONTENTS

BACKGROUND AND SETTING

Cameroon's Economy and Agricultural Sector

PROJECT PURPOSE AND ORGANIZATION

Project Purpose and Outputs

Project Organization

PROJECT ACCOMPLISHMENTS AND IMPACT

Data Collection and Publication

Policy Analysis

Training

MAJOR LESSONS LEARNED AND RECOMMENDATIONS

CONCLUSION

BACKGROUND AND SETTING

The fundamental aim of Cameroon Agricultural Policy and Planning Project (CAPP), funded by the U.S. Agency for International Development (USAID) and the Government of the Republic of Cameroon, was to support the government's execution of its Structural Adjustment Program. The project achieved this through improving statistics and policy analysis in agriculture and livestock, thus better informing decision-makers on development options and on progress toward realizing them. The government had already established a system for collecting and publishing data on crop production and sales with earlier assistance from USAID, through the Agricultural Management and Policy (AMP) Project. CAPP helped to develop that system further, plan a new statistical system for livestock, and undertake policy studies on issues critical to the more efficient management of the economy. This project complemented others funded by USAID in the agricultural sector for adaptive research on crops, higher education, and privatization in three areas: fertilizer procurement and distribution, seed production and sales, and coffee purchasing and exporting.

USAID awarded the contract for implementing CAPP (except for a small portion of the budget which USAID managed itself) to the Consortium for International Development (CID). There were two lead universities. Washington State University (WSU) had the lead for activities other than training, which was the responsibility of California Polytechnic University at Pomona. Other partners in the project were the U.S. Department of Agriculture's National Agricultural Statistical Service, Robert R. Nathan Associates, and Tuskegee University. All the parties concerned, with the addition of Oregon State University, collaborated in designing the project in 1988. The Project Agreement between the U.S. and Cameroon governments was signed at the end of September that year and the project ended five years later, on September 30, 1993. CID's involvement with implementation began in February 1989.

Cameroon's Economy and Agricultural Sector

Cameroon is bordered in the east by the five other members of the Central African franc zone to which it belongs, and in the west by Nigeria. The country is well endowed with natural resources, and rainfall is plentiful except in the northernmost provinces where conditions become Sahelian. There is ample cultivable land, though an uneven distribution of population means that some areas are overexploited while others are largely empty of people. In the far north, uncertain rainfall and a dense population combine to render food security a problem, but in general the country has been able to feed itself well. There are still vast rainforests in some of the southern provinces subject, as elsewhere, to rapid depletion through timber cutting and population pressure. Modest petroleum deposits off the coast in the southwest began to yield significant income in the early 1980's, but the earnings have fallen with the decline in oil prices and will diminish further by the end of the century unless new reserves are discovered.

During the early and mid-1980's, high prices for Cameroon's most important exports of coffee, cocoa, cotton and petroleum brought about boom conditions, and the country became one of the richest in Africa with annual income equivalent to approximately \$1,000 per person. As in nearly every African country, the government was heavily involved in the production and marketing of many commodities and, while the boom lasted, it prospered and grew rapidly. Prices for all the country's largest exports fell precipitously and at about the same time, starting but by no means ending their

decline around 1987. Only exports of timber, and later bananas, grew, and this was not enough to sustain the economy or government revenues, both of which declined alarmingly. The government decided to seek financial assistance from the World Bank, the International Monetary Fund, the French government and other donors, and embarked on a Structural Adjustment Program.

Before oil became important, agriculture and livestock had been the mainstay of the economy and the government wished to restore it to that position. It saw scope for this not only in the traditional export crops, but also in bananas, palm oil, rubber, fruits and vegetables, maize, poultry and (outside the agricultural sector) timber. State owned banana producing and exporting operations were sold or contracted out to private industry and soon became a great success, but restructuring in other crops has been more economically and politically difficult. CAPP was designed to assist in working out policies to promote this restructuring, as well as improve the statistics needed by analysts in both the public and private sectors as well as by policy makers.

PROJECT PURPOSE AND ORGANIZATION

Project Purpose and Outputs

The overall purpose of CAPP was revised in mid-term, changing the focus from institutionalizing the capacity for policy analysis to assistance in carrying out sound policy and investment planning, as well as data gathering. The concern was that the project should more strongly promote the Structural Adjustment Program and have the freedom to contract for analytical work wherever it could best be done, without being constrained to work only with certain government departments, though preferably still with Cameroonian sources. In addition, a new set of outputs gave more recognition to the contribution made by the project in statistics and omitted support for any economic planning exercise undertaken by the government. Project organization and management were also simplified (see below). The six different "outputs", which were to be produced by the time the project ended, can be grouped under three headings:

Collection and publication of statistics

- *Statistical data from agricultural and livestock surveys, macroeconomic data, and data on large-scale private and state operations readily available.*
- *A cost-effective system operating to collect, promptly process and publish data on the traditional agricultural sector.*
- *A completed and tested plan for cost-effective data collection, processing and publishing in the Ministry of Livestock Fisheries and Animal Industries.*

Policy analysis

- *A cost effective system in place for disseminating policy analysis reports to interested parties in the Government, the donor community and the public.*

- *Policy studies designed to promote the implementation and monitoring of the Structural Adjustment Program and the Government's sectoral programs, conducted, published, and used by policy makers.*

Training

- *Well-trained Cameroonian technicians with both theoretical and practical knowledge in data collection and processing, or economic analysis, in the agriculture and livestock sectors.*

Project Organization and Management

The Project worked with departments charged with policy analysis in three different ministries within the Cameroon government:

- The Department of Planning in the Ministry of Planning and Regional Development (MINPAT)
- The Department of Agro-Economic Surveys and Agricultural Planning (DEAPA) in the Ministry of Agriculture (MINAGRI)
- The Department of Studies, Projects and Training (DEPF) in the Ministry of Livestock, Fisheries and Animal Industries (MINEPIA).

The first two of these departments also had responsibility for collecting and publishing statistics and, in the final months of its life, CAPP supported work in the separate department of the Ministry of Planning concerned with statistics and national accounts.

Technical assistance. There were five long term specialists in the project, whose positions and periods of duration in Cameroon were:

	Months
Economist and Chief of Party	52.5
Agricultural Economist	48
Livestock Economist	38
Statistician	37
Data Processing Specialist	<u>24</u>
Total	199.5

In addition, short term consultants were engaged in several areas. (Person months are not quoted because the consultants were commonly paid for the reports they produced rather than the time they worked).

Statistics

Livestock

- Proposal for a management information system
- Analysis and survey design

Agricultural

- Vehicle operations for survey implementation
- Evaluation and proposal for a revised sample frame
- Evaluation of experience using the new frame

Policy Analysis

- Food policy: the impact of the taxation of meat imports
- Policy for sound management of natural resources
- Improving producer prices for coffee and cocoa
- Cocoa production response to the collapse in prices
- Macroeconomic management for structural adjustment
- Constraints on food crop production, processing and marketing
- Budgeting production costs in agriculture
- Development assistance priorities for the agricultural sector

In addition, there were reports produced by the long term specialists and their counterparts in the ministries. These are described below under the heading, "Project Accomplishments", and there is a complete list in the annex of all the reports produced under the project.

Work plans. The directors of the three ministerial departments mentioned above, together with the long term technical assistants, set priorities for policy analysis and data collection and publication. The USAID Project Officers, and later the head of USAID's Agricultural and Rural Development Department, also participated in the discussions. The procedure during the first half of the project's life was for the department directors and their ministers to sign a combined work plan. This process was found to be unwieldy and was changed so that the directors could sign work plans for their own departments and ministerial signatures were not required. Throughout, USAID provided the final authorization for every plan.

Project management. It was understood from the outset that working with three ministries would present a managerial challenge. For the first two and a half years, the three department directors, their deputies and the long term technical assistants constituted a Technical Committee, chaired by the Director of Planning. Its purpose was to coordinate project activities, while an Interministerial Committee made up of the three Ministers was to provide guidance and oversight. At the same time the process for approving work plans was streamlined, the Interministerial Committee was formally abolished and the Technical Committee ceased to meet. It was found that management flowed more smoothly when the project worked directly with the individual departments.

Implementation of work plans continued as before. The long term technical assistants, their counterparts in the ministries, or short term consultants from outside, were responsible for carrying out the work. The Team Leader was responsible for monitoring and reporting on progress. Administrative support in the United States was provided by Washington State University and, where training was concerned, by California Polytechnic University at Pomona. CID retained overall responsibility for the success of the project and financial reporting.

PROJECT ACCOMPLISHMENTS AND IMPACT

Data Collection and Publication

Nationwide surveys of traditional crop farms were carried out in 1989, 1990 and 1992 by the Department of Agro-Economic Surveys and Agricultural Planning (DEAPA) of the Ministry of Agriculture. The system had been established previously by USAID's Agricultural Management and Planning Project to collect information on production, sales and prices of all major crops. It was further refined, in terms of extent and efficiency, under CAPP. In 1990 and 1992 data collection was added for fruit and vegetable production and livestock held by crop farmers. The latter addition was made possible by the fact that the CAPP Project, unlike its predecessor, was affiliated with the Ministry of Livestock as well as that of Agriculture.

These surveys are very large scale operations involving over 300 enumerators and supervisors who have now accumulated a good deal of training and experience over the years. Their ability has been demonstrated and validated in four ways:

- Favorable assessments by both the statistician on the team of external evaluators and a consultant located by USAID to look at cost effectiveness;
- Surveys carried out by DEAPA for USAID's Fertilizer Subsector Reform Project, and the results published, without technical assistance;
- DEAPA's selection by The United Nations Food and Agricultural Organization and the World Bank to establish an early warning system for monitoring food security.
- The identification of DEAPA, by a USAID consultant designing an information system for coffee marketing, as the best agency to collect and process data on market prices of arabica coffee and other agricultural commodities.

A new sample frame for the survey was established put in place during 1991, an activity which supplanted the survey that would have been run in that year. The old sample had worked well, but it was based on maps many of which had been lost or had become out of date. The new frame used the same sample frame as the 1987 population census, permitting considerable cost savings. To increase statistical and economic efficiency, a separate listing was created for traditional sector farms larger than 10 hectares. New procedures for drawing the sample every year were also introduced. A new budget for survey operations was constructed. It involved, among several other changes, the replacement of most four-wheel drive vehicles owned by the Government with motorcycles sold to survey enumerators. This innovation would both cut costs and improve control over the use of the motor pool, but shortage of funds and time precluded its implementation.

Publication and use of survey data, 1985-89. While survey operations had been carried out on time since their inception in 1984, data processing and publication had not. Official figures were lacking for every year since the 1984 Agricultural Census. In 1992, reassignment of staff by the Ministry of Agriculture and new procedures for approving survey finances brought about a great improvement, allowing the publication of four years of accumulated data. These figures are in demand for the design and monitoring of development programs by government departments and donors, but these are not the only users. Private enterprises, interested in processing agricultural commodities or selling inputs, also employ the data to identify sources of supply or potential markets.

Data base on the modern agricultural sector and agricultural trade. There is a considerable number of large scale enterprises employing modern technology and playing an important role in the production of sugar, palm oil, rubber, tea, export bananas and rice. In order to collect any information on their operations, such as area planted, production or sales, it was necessary to visit them personally. The CAPP Project worked with DEAPA to set up a system to collect and tabulate data from these enterprises, making the information easily available at a single location to all who needed them.

Plan for livestock statistics. In at least five of Cameroon's ten provinces many livestock raisers, often with large operations, grow no crops. As a result, they are left out of the survey of traditional crop farms. For many years the Ministry of Livestock has had a system to collect data on livestock numbers from these operators. However, it did not consider the figures reliable enough for monitoring food security, farmer incomes, animal health programs or the impact of livestock on the environment. The CAPP Project provided technical assistance for the design of a new system. This occurred towards the end of the Project, and although there was insufficient time or resources to implement the design, the study showed clearly that the desired statistics could be gathered in a much more economical manner than the existing Ministry system. Consequently, the Ministry could considerably reduce amount of funding sought for the exercise.

Policy Analysis

Studies. Analysts supported by CAPP produced reports on 14 topics in agricultural policy, all of them yielding information of importance to the Structural Adjustment Program. The analysts came from outside as well as inside the Ministries with which CAPP was directly associated. Consultants were brought in from outside Cameroon for only three studies, while six were done by Cameroonians from outside the government.

The following were the major topics studied. (Citations of numbered Studies can be found in the policy bibliography in the Annex):

1. *The impact of meat import taxation on meat imports.* (Studies 1 and 8) The taxation of meat imports was meant to stimulate local production. This study showed that the cost imposed on lower income consumers was high, provoking a realization at ministerial level that the policy might not have the desired result and therefore that its impact needed much closer monitoring than had been planned. A further study was supported by CAPP while the Ministry of Livestock carried out a program, financed by the World Bank, to survey household consumption in general and expenditure on meat in particular.
2. *Production incentives and the impact of government policy on poultry production.* (Study 2) Poultry production has been one of the more profitable enterprises in an economy where opportunities have become much scarcer than before. This study considerably improved understanding of the economic forces at work here and how the Government could best encourage it.
3. *Livestock marketing.* (Study 15) Livestock is particularly important in five of Cameroon's ten provinces, and for the sector to develop as it should the markets must function efficiently.

The World Bank financed an evaluation of livestock marketing in three of these provinces, and the Ministry of Livestock approached the CAPP Project to do the same in the other two.

4. *Factors inhibiting maize production in Cameroon.* (Study 4) Cameroon has been importing significant quantities of maize even though it has a clear comparative advantage in producing the crop. Decision makers at the highest level have been troubled by the situation. This study determined how it had come about and thoroughly examined potential remedies. The decision makers were very appreciative, and the report was perhaps the most important undertaken by the project in the area of policy.
5. *The creation of a policy for managing natural resources.* (Studies 5 and 6) Significant expanses of tropical rain forest remain in Cameroon. However, logging operations and farming are causing rapid declines, while in the north of the country livestock and crops are putting a great deal of pressure on a fragile environment. A multi-disciplinary, multi-donor mission coordinated by the United Nations Development Program (UNDP) worked with the Government to establish a national environmental policy and the institutions to enforce it. The CAPP Project furnished two consultants who made important contributions to this effort. One documented the biodiversity and wildlife requiring protection in Cameroon. The other analyzed the sensitive institutional considerations involved and compiled and edited the final overall document.
6. *Improving producer prices for coffee and cocoa.* (Study 7) While the Government has greatly reduced its presence in the marketing of these two important export crops, important elements of price fixing and licensing of traders remain. This study, completed right at the end of the project, showed how producer prices suffer as a result, documenting the need for further reform and showing the steps that needed to be taken.
7. *Response of farmers to the collapse of cocoa prices.* (Study 9) Cocoa is among the most important of Cameroon's exports, bringing income not only to farmers but also to traders and exporters and the Government. Therefore it was important for the purposes of understanding development trends in the agricultural sector to be able to forecast the response of farmers to the fall in export prices. This analysis found evidence, borne out in practice so far, that the major decline in production would begin after a few years rather than immediately, giving time to all the parties concerned to look for alternatives.
8. *The institutional framework for macro-economic management during a period of structural adjustment.* (Study 10) To improve macro-economic management, the Ministry of Planning, UNDP, the World Bank and USAID organized a series of papers to address the major issues and a conference to encourage discussion and stimulate implementation. This study provoked more discussion than had previously been allowed on some of the difficulties that had to be dealt with.
9. *Production, processing and marketing of food crops in Cameroon.* (Study 11) An immense amount of literature on this subject has been produced but is scattered and inaccessible. This volume, finished at the end of CAPP Project, brought the information together, providing a

source where the findings of previous work are easy to consult so that repeated studies of the same topic need not be made.

10. *Costs of producing crops and livestock in Cameroon.* (Studies 12a and 12b) With the fall in prices of traditional cash crops, it is important that farmers be as competitive as possible in these and other enterprises. This analysis developed production costs for major crops and one livestock enterprise. A consistent format was used in order to establish a uniform basis for calculating costs of production, thus allowing comparisons between enterprises of costs, revenues and profitability.
11. *The promotion of fruit and vegetable production.* (Study 13) Cameroon has excellent conditions for the production of fruits and vegetables. However, experience in production and marketing for sophisticated export markets has been very limited except in isolated instances where foreign businesses have been involved. The Ministry of Agriculture worked with the Food and Agriculture Organization of the United Nations and the CAPP Project to develop a program for the better promotion of fruit and vegetable production and marketing.
12. *Production incentives and the impact of government policy in arabica coffee.* (Studies 16a and 16b) For many years the Government kept the price of coffee low and attempted to maintain production incentives by subsidizing fertilizer and pesticides. This study showed subsidies of this nature could not compensate for low prices and provided support for the further liberalization of coffee and cocoa markets.
13. *Analytical review of the agricultural sector, 1980-1990.* (Study 3) In order to help determine the path for agricultural development in the 1990's, the Government wanted a general evaluation of the course of development in the 1980's. The study, in considerable demand when it was completed, was carried out by the Ministry's own personnel with financial assistance from the CAPP Project.
14. *Development assistance priorities for the agricultural sector in the 1990's* (Study 14) This analysis, complementary to the analytical review of the 1980's, focused on the constraints inhibiting agricultural development and the identification of those which development aid, in particular from USAID, could assist in removing.

Policy Conferences In addition to producing studies, CAPP sponsored or co-sponsored three major policy conferences. The first of these was organized by CAPP itself for the presentation of agricultural policy papers by analysts associated directly with it. The second, on "Agricultural Policy Analysis in Sub-Saharan Africa", was organized by University Center at Dschang, (UCD) and USAID's Agricultural Education Project. It was jointly sponsored by CAPP. The conference was a four day event which featured speakers from several institutions in Cameroon as well as from other African countries and the University of Florida. The third conference, on "Economic Planning and Structural Adjustment" was organized by the Department of Planning in the Ministry of Planning and was sponsored by the Ministry itself, the UNDP, the French overseas aid agency, the World Bank and USAID through CAPP. It also involved a broad range of speakers, including some from other countries.

These conferences brought together analysts in government, academia and donor organizations, generating a high standard of debate on the basis for the Structural Adjustment Program and its implementation. They succeeded in diffusing the results of policy studies far beyond the number of persons who would actually read them. In addition, there were oral presentations of individual studies by their authors which had a similar effect in disseminating ideas concerning policy reform.

Training

On-the-job training was conducted by all the CAPP long term technical assistants, working with Cameroonian counterparts on the statistics, data processing and policy analyses. In addition, the following formal training programs were implemented:

Master's degree training. Twenty participants, from the three universities combined, came to the United States for master's degree training. The universities they attended were: University of Arizona (2 participants), California State Polytechnic University, Pomona (6), University of Connecticut (2), Oregon State University (1), Tuskegee University (7), Washington State University (1), University of Wisconsin, Platteville (1). All participants have finished or are finishing their degrees successfully (though one did so after his support from USAID was withdrawn). Seventeen wrote theses, on topics related to policy issues and approved by their government departments in Cameroon. A list in the Annex shows the names of the participants who wrote them.

- The impact of international trade conditions on developing economies and social development.
- A macroeconomic analysis of Cameroon's economy using Social Accounting Matrices.
- International marketing strategies for Cameroon agricultural exports.
- Cash crops versus subsistence crops: income and nutritional effects in a developing country. The case of Cameroon, 1965-85.
- The impact of export instability on the economy of Cameroon.
- Assessing the adoption of new milk technology among small scale milk producers in Cameroon.
- Feeding and feed cost control in animal production. Total profit estimation as related to feeding cost.
- The economic impact on agricultural development of Cameroon population growth.
- A socio-economic analysis of agricultural growth in African countries.
- An economic analysis of protectionism in the Cameroon meat market.
- Structural adjustment policy and small farm agriculture in Cameroon.
- The contribution of the agricultural sector to economic development: the case of selected Sub-Saharan African countries.
- The contribution of cattle industries to the agricultural sector of Cameroon: An econometric analysis.
- An economic analysis of the major factors influencing cotton supply: A case study of Macon County. (Cotton is a major export from Cameroon. Data from Macon County were used because adequate figures from Cameroon were not available).
- A farm auction computerized accounting and reporting system.

- The contribution of small farms to the economies of developing nations: A study of Brazil with implications for Cameroon.
- Agricultural cooperatives in Cameroon & India: Comparative lessons from experience.

Short courses, in-country. Four formal courses were held in country from 1990 to 1992 on computer spreadsheets, basic computer oriented techniques, data base management and statistical surveys, with a total of 76 participants.

Short courses in other countries. Thirteen individuals were sent to the United States or Kenya for short courses. Four attended courses in statistics and data processing given by U.S. government departments, while nine went to courses on policy analysis given by U.S. universities (including the one in Kenya) or the U.S. Department of Agriculture. All but one of these participants went during 1990. It was then determined that the training budget was inadequate to meet all the plans, and participation in short-courses overseas took the brunt of the cut, since costs per person were much higher for this approach than for in-country training.

MAJOR LESSONS LEARNED -- RECOMMENDATIONS

1. The critical importance of the agricultural surveys carried out by DEAPA and CAPP was clearly demonstrated by the fact that, before data from them were available, government departments and donors used their "best guesses". Approximations of this kind tended to support the points of view of those who made them and may have neither reflected reality nor led to the most appropriate policy decisions. Nevertheless, these informal estimates became widely used and survey data had to compete with them for acceptance. Consequently, survey statistics had to be published promptly and be based on a system that was clearly sound both in principle and operation, adding emphasis to the following two recommendations.
2. DEAPA showed that it was capable of implementing the agricultural surveys, which are large scale efforts demanding both sound understanding of the methodology and good management. However, this capability was best shown when an appropriate incentive structure was put in place. It promoted not only efficiency in field operations but also timely data processing and publication. The government departments concerned collaborated willingly here, and morale among staff improved significantly when survey results were produced and distributed.

Recommendation. Support for data collection and publication should be on a contractual basis. An example is a written agreement that field expenses for a survey will be funded only when results from previous surveys have been processed and made available to users, according to a schedule negotiated in advance. This approach can work as well with a government department as with a private enterprise.

3. The validity of data from the DEAPA survey, which is typical of agricultural surveys in very many countries, is threatened by three factors:
 - An inadequate number of observations on certain activities that go on all year, especially production of continuously harvested crops such as cassava, and sales at the farm gate

of any crop. More than three farm visits are financially infeasible, but many more than that are needed.

- The high expense of the operation. The cost of even three farm visits is very large: around \$500,000 per year in Cameroon, exclusive of salaries. This kind of sum is difficult for a government to finance without donor help, a fact which not only jeopardizes sustainability but provokes inappropriate economies in training and supervision.
- Errors due to inadequate training and supervision (i.e. nonsampling errors).

Recommendations. a) Adaptive research, i.e. experimentation in modifying practices and inputs to suit local conditions, should be carried out to improve survey methodology, just as it has been for many years to improve practices in agronomy, horticulture and animal science. Ideas for alternatives to traditional data collection methods exist, such as using respected village residents or extension agents to collect data bi-weekly, but more experiments need to be run to test and refine these approaches.

b) Cost savings, when necessary, should generally not be sought in reductions of training, supervision or sample size. Instead, the survey should be run every other year instead of annually. It is better to have good data occasionally than untrustworthy data all the time.

4. Policy studies have an impact under two conditions:
- Where decision-makers are aware of a problem and want to know how to deal with it.
 - The money for implementing any suggested reforms will be donor supplied and is contingent on the analysis being done.

Recommendations. a) Policy analysis should not be supported unless at least one of these conditions holds. In particular, policy analyses should not be expected to have an impact when they draw attention to problems that seem serious only to donors, unless the donors are going to follow up with funds to finance changes.

b) If the government itself is to carry out a study, it should be placed on a contractual basis, specifying the persons involved, tasks, timeline and schedules of payments for expenses, just as would be done if the study were contracted to a private consultant.

5. Policy making for the rural sector is dispersed among several government ministries and sometimes among more than one department within a ministry. In MINAGRI, for example, DEAPA has had the formal responsibility for policy analysis, but the DPA has often played a larger role in this area. In MINPAT, both the Department of Planning and the Department of National Accounts have been heavily involved in macroeconomic model building. DEPF is the only department in MINEPIA concerned with policy analysis for the livestock sector, but here, as in the crops sector, the Prime Minister's office is also influential. Furthermore, MINPAT's role in the policy arena became unclear when the cycle of Five Year Plans was discontinued. The lack of clear jurisdictions means that there is competition among departments on some issues and avoidance of responsibilities on others. This situation is made worse by the fact that staff both willing and sufficiently qualified and experienced in developing and carrying out a policy analysis agenda are limited in number and spread out among all these departments. The dispersion of personnel means that there is no policy making group with the critical mass to take a strongly proactive stance on policy issues.

Finally, the tendency to see the Structural Adjustment Program as one of the causes of Cameroon's economic difficulties, and an imposition from the outside, is more prevalent than the view that the SAP is a fundamental remedy for the country's problems over which Cameroon itself has control. For all these reasons, policy analysis has commonly (not always) been reactive rather than proactive and suggestions for policy initiatives have more often come from donors.

Recommendation. For the government to be consistently in control of the rural sector's policy agenda, analytical capability in this arena should be consolidated. There could be separate units in MINAGRI and MINEPIA, or single units in MINPAT, the Prime Minister's office or elsewhere. The organizational issue is important, but less so than the general decision to create a body of analysts with the authority to analyze the issues involved in implementing structural adjustment.

6. Interministerial coordinating committees that were set up to approve and monitor work plans did not work well.

Recommendation: Accomplish these activities through direct discussions between the technical departments of each ministry concerned and the project.

7. Selection of trainees can become highly politicized. On the other hand, when USAID and CAPP took a strong stand and insisted on an objective selection process, nearly everyone in the ministries greeted this move with relief and strongly supported it.

Recommendation: There should be no compromise on establishing, from the outset, an objective selection process in which personnel from the host government ministries, USAID and the project all participate.

CONCLUSION

The CAPP Project was ambitious in scope and met considerable challenges in terms of required outputs as well as organizational and managerial demands. The success it attained was due to a determination to succeed and a pragmatic willingness to adjust on the part of key persons in the Government of Cameroon and USAID as well as the contracting institutions. A significant outcome is an enlarged and improved set of statistical publications in the Ministry of Agriculture, a more practical view of data needs in the Ministry of Livestock, Fisheries and Animal Industries, and a body of policy analysis that improved understanding of the livestock and agricultural sectors and gave impetus and better direction to policy reform. The other and even more critical part of the project's legacy is a group of people better trained and more experienced than they had been before, who now have the capacity to build on these accomplishments.

Cameroon Agricultural Policy & Planning Project (CAPP)

February 1989 - September 1993

ANNEX to the Final Report from the Consortium for International Development

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CAPP/Cameroon, Long term personnel

Dr. Frank Moore Team Leader
Dr. Peter Wyeth Team Leader, previously Agricultural Economist
Dr. Lapodini Atouga Livestock Economist
Dr. Stéphane Conte Agricultural Economist
Dr. Mr. James Otto Data Processing Specialist
Mr. Montie Wallace Statistician
Mme. Marie-Therèse Renault Administrative Assistant

Short term consultants: see authors of studies on statistics and policy

CAPP Design Team Consultants

Dr. Peter Wyeth Team Leader
Dr. Richard Vengroff Institutional Analyst
Mr. Kent Daniels Statistician
Dr. Reza Hoshmand Statistician
Dr. James McCullough Private Sector Development/Marketing
Mr. Joseph Snyder Data Processing Specialist

CID, Tucson Arizona

Dr. Ronald V. Curtis Executive Director
Dr. Earl D. Kellogg Executive Director (former)
Dr. Jean Kearns Deputy Executive Director
Mr. R. LeuDell Tripp Financial Analyst
Mr. Julie C. Harris Project Management Specialist

Washington State University, Pullman

Dr. Jan Noel Director of International Programs Development Cooperation
Dr. Gordon Rodewald Project Coordinator
Mr. Dan Hardesty Project Associate
Mr. Thomas J. Kelly Finance Officer

California Polytechnic University, Pomona

Dr. Richard F. Pedersen Director, International Programs
Dr. Behrouz Aslani Project Coordinator, Training

Tuskegee University

Dr. Suchet Louis Director, International Programs

U.S. Department of Agriculture

Mr. Larry Siviers National Agricultural Statistical Service

Robert R. Nathan Associates

Ms. Mary Mervenne

10

List of Accomplishments by Output Category

TRAINING

Output A: Well trained Cameroonian technicians with both theoretical and practical knowledge in data collection and processing or economic analysis in the agriculture and livestock sectors.

Master's Degree Training

M.S. Candidates and Program

Name	Program	University	Began	Planned End	Months Added	Actual End
MINPAT						
1 TINDJOU NANTCHOUANG	Planning	Oregon State	Apr-90	Apr-92	+ 8	Dec-92
2 ZO'O OLOUMAN	Planning	WSU	Jul-90	Jul-92	+ 1	Aug-92
3 EWELAN NGUANGUE A.	Planning	Cal Poly	Sep-90	Sep-92	+ 3.5	Dec-92
4 NDIWOUA KOMBOE J.	Stat.	Connecticut	Sep-90	Sep-92	+ 0.5	Sep-92
5 ESSONO EDOU G.	Ag. Econ.	Tuskegee	Aug-91	Aug-93	+3	Dec-93
6 TAKU FONTEM M.	Ag. Econ.	Arizona	Aug-91	Aug-93	+3	Dec-93
MINEPIA						
7 NKWEYOR MICHAEL	Planning	Tuskegee	Jul-90	Jul-92	+ 6	Jan-93
8 TUEHO	Ag. Econ.	Cal Poly	Sep-90	Sep-92	+ 3.5	Dec-92
9 MBOLO NGONO A.	Ag. Econ.	Connecticut	Sep-90	Sep-92	+ 0.5	Sep-92
10 AMOUGOU MBEDJA	Data Mgt.	Tuskegee	Sep-90	Sep-92	+ 6	Mar-93
11 NGAYAP MARTIAL	Data Mgt.	Tuskegee	Sep-90	Sep-92	+ 6	Mar-93
12 YANKAM TCHAPNDA S.	Ag. Econ.	Tuskegee	Sep-90	Sep-92	+ 6	Mar-93
13 NZEUKOU MARCEL	Ag. Econ.	Arizona	Aug-91	Aug-93	+3	Dec-93
14 OULI NDONGO M.	Ag. Econ.	Tuskegee	Aug-91	Aug-93	+3	Dec-93
15 BASCHIROU	Ag. Econ.	Cal Poly	Sep-91	Sep-93	+3	Dec-93
MINAGRI						
16 OBEN MERCY	Ag. Econ.	Tuskegee	Mar-90	Mar-92	+ 6	Sep-92
17 LEKEAKA ANTHONY A.	Data Mgt.	Wis/Platteville	Jul-90	Jul-92	+ 1	Aug-92
18 DIPOKO KWEDI	Data Mgt.	Cal Poly	Sep-90	Sep-92	+ 3.5	Dec-92
19 MBALLA ANDRE	Ag. Econ.	Cal Poly	Sep-90	Sep-92	+ 3.5	Dec-92
20 TSOBNANG BONIFACE **	Ag. Econ.	Cal Poly	Sep-90	Sep-92	+ 2	Nov-92

** USAID support terminated after beginning of November, 1992

16

Masters' Theses

MINPAT

1. TINDJOU NANTCHOUANG - The impact of international trade conditions on developing economies and social development.
2. ZO'O OLOUMAN - A macroeconomic analysis of Cameroon's economy using Social Accounting Matrices.
3. EWELAN NGUANGUE A - International marketing strategies for Cameroon agricultural exports.
4. NDIWOUA KOMBOE J. - Term paper only - no thesis.
5. TAKU FONTEM M. - Cash crops versus subsistence crops: income and nutritional effects in a developing country. The case of Cameroon, 1965-85.
6. ESSONO EDOU G. - The Impact of Export Instability on the Economy of Cameroon.

MINEPIA

7. NKWEYOR MICHAEL - Assessing the adoption of new milk technology among small scale milk producers in Cameroon.
8. MBOLO NGONO A. - Term paper only - no thesis.
9. TUEHO - Feeding and feed cost control in animal production. Total profit estimation as related to feeding cost.
10. AMOUGOU MBEDIA - The economic impact on agricultural development of Cameroon population growth.
11. NGAYAP MARTIAL - A socio-economic analysis of agricultural growth in African countries.
12. YANKAM TCHAPNDA S. - An economic analysis of protectionism in the Cameroon meat market.
13. NZEUKOU MARCEL - Structural adjustment policy and small farm agriculture in Cameroon.
14. OULI NDONGO M. - The contribution of the agricultural sector to economic development: the case of selected Sub-Saharan African countries.
15. BASCHIROU - The contribution of Cattle Industries to the Agricultural Sector of Cameroon: An Econometric Analysis.

MINAGRI

16. OBEN MERCY - An economic analysis of the major factors influencing cotton supply: A case study of Macon County.
17. LEKEAKA ANTHONY A. - A farm auction computerized accounting and reporting system.
18. DIPOKO KWEDI - The contribution of small farms to the economies of developing nations: A study of Brazil with implications for Cameroon.
19. MBALLA ANDRE - Agricultural cooperatives in Cameroon & India: Comparative lessons from experience.
20. TSOBNANG BONIFACE: (*Support from USAID terminated for lack of satisfactory progress*)

Other Student Publications

Oben, Mercy, with Henry J. Findlay, Robert Zabawa and Carlton E. Morris, "Computer Awareness Among Limited-Resource Farmers", *Journal of Extension*, Spring 1993.

Essono Gerard, Ntam Baharanyi and Ian MacFie, "The 1987 Census in Cameroon: A Census Model for Socio-Economic Development in Developing Countries", Institute of Higher Education, University of Georgia, Athens, undated but circa 1991.

Short-term Training

Formal courses in-country

(Note: Ministries were allowed to pick any number of participants up to a maximum that was the same for all ministries. Therefore variations among ministries follow from their own choices).

Excel (computer spreadsheet program): 19 to 30 Mar., 1990, Yaounde. Trainer: Behrouz Aslani from California Polytechnic University. 14 participants (MINAGRI 8, MINEPIA 5, MINPAT 1).

Basic computer use: 18 to 31 Oct. and 11 to 14 Nov., 1991, Yaounde. Trainer: AFCA. 24 participants (MINAGRI 8, MINEPIA 8, MINPAT 8)

Paradox (computer data base): 9 to 20 Dec. 1991, Yaounde. Trainer: Vijay Deokar from California Polytechnic University. 20 participants (MINAGRI 16, MINEPIA 4, MINPAT 0)

Statistical survey operations, theory and practice: 6 to 11 Apr. 1992, Yaounde. Trainer: Montie Wallace, NASS and CAPP. 18 participants (MINAGRI 16, MINPAT 2).

Courses in other countries

Title of Course	Institution & Place	Dates	Participants	Ministry
1990				
Organizational & Management Devel.	US Dept. of Ag. Washington	3 Jun - 29 Jun	Pouansi	MINAGRI
Food & Ag. Policy Analysis	Harvard Inst. for Int'l. Devel. Njoro, Kenya	17 Jun - 20 Jul	Bell Ngalle	MINAGRI MINAGRI
Seminaire sur l'Econ. du Developpement	Center for Research on Econ. Devel. Ann Arbor, MI	22 Jun - 10 Aug	Nyebe Koudja	MINEPIA MINAGRI
Integrated Micro-computer Processing	Census Bureau Washington	16 Jul - 24 Aug	Ndam Kwetha Taboue Takou	MINPAT MINAGRI MINAGRI MINAGRI
Macro-econ. Adjustment & Food/Agric. Policy	Harvard Inst. for Int'l. Devel. Cambridge	10 Jul - 15 Aug	Ayssi	MINAGRI
Agric. Policy	Food Research Institute Palo Alto, CA	6 Aug - 31 Aug	Batimba Ngue Bissa	MINEPIA MINAGRI

(continued)

18

Very short courses taken, with one exception from MINEPIA, by participants and CAPP TA team members already in the US.

Rapid Low Cost Data Collection	USAID Washington	9 Jul - 11 Jul	Ch. Ayafor Pouansi Wallace Wyeth	MINEPIA MINAGRI CAPP CAPP
Data Management	USDA/Nat'l Ag. Stat. Service Washington	2 Jul - 6 Jul	Pouansi	MINAGRI
Database I & II	Chris Dale Boston, Mass	27 Aug - 31 Aug	Takou	MINAGRI
1992 Organizational & Management Devel.	US Dept. of Ag. Washington	7 Sep - 2 Oct	Bisso	MINPAT

DATA COLLECTION AND PUBLICATION

Output B. Statistical data from agricultural and livestock surveys, macroeconomic data, and data on large-scale private and state operations readily available.

Output D. Cost-effective system operating to collect, and promptly process and publish data on the traditional agricultural sector.

Output E. Completed and tested plan for cost-effective data collection, processing and publishing in MINEPIA.

Statistical Reports

1. Agoum Anabel, "Aperçu sur les données des statistiques agricoles disponibles à la Direction des Enquêtes Agro-économiques et de la Planification Agricole" ("Overview of the Agricultural Statistics Available at DEAPA"), DEAPA/MINAGRI, September 1990.
2. Brilleau, Alain, "Analyse du système d'information sur l'élevage au Cameroun, et proposition pour une enquête sur les effectifs du cheptel" ("An Analysis of the Information System on Livestock in Cameroon, and a Proposal for a Survey of Livestock Numbers"), April 1993
3. Cook, Richard H., "The Design and Implementation of a Management Information System for Livestock in Cameroon", DEPF/MINEPIA, March 1990.
4. DEAPA/MINAGRI, "Resultats de l'enquête agricole, campagne 1985/86".
5. DEAPA/MINAGRI, "Resultats de l'enquête agricole, campagne 1986/87".
6. DEAPA/MINAGRI, "Resultats de l'enquête agricole, campagne 1987/88".
7. DEAPA/MINAGRI, "Resultats de l'enquête agricole, campagne 1988/89".
8. DEAPA/MINAGRI, "Resultats de l'enquête agricole, campagne 1989/90".
9. DEAPA/MINAGRI, "Resultats de l'enquête agricole, campagne 1990/91".

19

10. DEPF, "Rapport de l'enquête agro-pastorale test réalisée en décembre 1989 dans la province de l'Adamaoua" ("Report on the Pre-Test Survey of Livestock in Adamaoua Province in December 1989"), DEPF/MINEPIA, undated.
11. Higgins, David, "Vehicle Maintenance, Operations and Scheduling", April 1990.
12. Perry, Charles, "Analysis and Evaluation of Cameroon Agricultural Survey Design", DEAPA/MINAGRI, April 1990.
13. Satana, Suha, "A Comprehensive Assessment of the Agricultural Data Collection and Publication System in Cameroon", DEAPA/MINAGRI, January 1993.
14. Wallace, Montie, "The New Sample for Agriculture in Cameroon - Its Design, Selection and Application", DEAPA/MINAGRI, August 1991.

Working Documents on Statistics: Partial List

DEAPA/MINAGRI, "Agricultural Surveys, 1985-89, Numbers of Farms, Production, area and Sales by Year and by Crop for the Nation and the Provinces", June 1991.

Otto, James, "1984-1989 National Agricultural Surveys - Quality Control Tables", for the nation and by province, DEAPA/MINAGRI, June 1991.

Otto, James, "1990 Agricultural Survey - Data Processing Specifications (Preliminary)", DEAPA/MINAGRI, MAY 1990.

Otto, James, "1990 Agricultural Survey - First round, Quality Control Tables" National, Provincial and Divisional levels, DEAPA/MINAGRI, January 1991.

Otto, James, "Enquête agricole (premier passage): instructions pour la saisie des données" ("Agricultural Survey (First Round): Instructions for Data Input"), DEAPA/MINAGRI, November 1990.

Otto James, National Agricultural Surveys 1985-1990 - Tables of data by segment, DEAPA/MINAGRI, March 1991.

POLICY ANALYSIS

Output F. Policy studies designed to promote the implementation and monitoring of the SAP and GRC sectoral programs conducted, published, and used by policy makers.

Policy Related Studies, completed by 14 August, 1993

1. Atouga, Lapodini, "The Impact of Import Taxation on Local Meat Production and Consumption", DEPF/MINEPIA, May 1991.
2. Batimba, Simplicie and Georges Mindjie Mewoand, "Etude du secteur national de l'aviculture au Cameroun" ("Study of the poultry production sector in Cameroon"), DEPF/MINEPIA, August 1992.

3. Direction des Enquêtes Agro-Economiques et de la Planification Agricole, "Bilan diagnostique du secteur agricole, 1980 - 1990" ("Analytical Review of the Agricultural Sector, 1980 - 1990"), MINAGRI, November 1992.
4. Conte, Stéphane, Jean Louis Fusillier, Lazare Iloga, Thomas Nkuenkeu, Pierre Voufo, "Analyse économique de la filière maïs au Cameroun" ("Economic Analysis of the Maize Subsector in Cameroon"), DEAPA/MINAGRI, July 1993.
5. Gartlan, J. Stephen, "Biodiversity and Wildlife", for Chapter I of "Environment and Sustainable Development for Cameroon", Multi-Disciplinary and Multi-Institutional Mission on the Environment, MINEF, October 1992.
6. Girsback, Ines, "Legal and Institutional Framework", Chapter VI of "Environment and Sustainable Development for Cameroon", Multi-Disciplinary and Multi-Institutional Mission on the Environment, MINEF, October 1992.
7. Mbianda, Joël, "Amélioration du prix d'achat garanti aux planteurs de café-cacao par le biais des aménagements des postes du barème et de la méthodologie du calcul de ce prix" ("Improving the Purchase Price Guaranteed to Coffee and Cocoa Producers through Adjusting Line Items in the Official Scale of Charges and the Methodology for Calculating this Price"), July-August, 1993.
8. Njinkeu, Dominique, "Contribution à l'élaboration de la politique alimentaire du Cameroun: le cas des viandes" ("A Contribution to the Development of Food Policy in Cameroon"), Department of Economics, University of Yaounde, February 1991.
9. Njinkeu, Dominique, "Supply Response for Cocoa in Cameroon", Department of Economics, University of Yaounde, September 1991.
10. Nlep, Roger Gabriel, "Quel est le cadre institutionnel nécessaire pour la gestion macro-économique en période d'ajustement structurel" ("The Institutional Environment for Macroeconomic Management under Structural Adjustment"), Faculty of Law, University of Yaounde, May 1992.
11. Sama, Joseph Nkwain, J.P. Ayissi Mbala and Festus Numfor, "Review of Documentation on Cameroon's Food Crop Production, Processing and Marketing: Problems and Constraints of Cameroon's Food Crop Production Sub-Sector", August 1993
- 12a. Sama, Joseph Nkwain, François Kamajou, J.P. Ayissi Mbala and Emmanuel Foko, "Budgeting Methodology for Major Agricultural Enterprises in Cameroon", Department of Agricultural Economics, University of Dschang, December 1992.
- 12b. Sama, Joseph Nkwain, François Kamajou, J.P. Ayissi Mbala and Emmanuel Foko, "Budgets for Selected Crop and Livestock Enterprises in Cameroon", Department of Agricultural Economics, University of Dschang, August 1993.
13. Service des Etudes Statistiques et Agro-Economiques, "Introduction à l'étude sur la définition d'un programme de développement de la production et de la commercialisation des fruits et légumes au Cameroun", DEAPA/MINAGRI, July 1991.
14. Shapiro, David, Eric Toliens and Peter Wyeth, "Cameroon Agricultural Sector Overview", December, 1992.

15. Tsanguieu, Paul, Dieudonné Nyebe Mbilongo, Djalla Daïrou, Tueho, Gabriel Mbolo Ngonu, "An Evaluation of Livestock Marketing in Eastern and Northwestern Provinces".
- 16a. Wyeth, Peter, "Arabica Production Costs and the Impact of Government Policy: An Application of Policy Analysis Matrices", DEAPA/MINAGRI, January 1990.
- 16b. Wyeth, Peter, "Arabica Production in Cameroon: Preliminary Report on Revised Findings", DEAPA/MINAGRI, June 1990.

Policy Conferences Organized or Supported

Attendance: In all conferences and workshops there were participants from MINPAT, MINAGRI, MINEPIA, MESIRES (now MINRES), University Center at Dschang, USAID, other donors, and the USAID's NCRE project.

"CAPP First Annual Conference". Organized by Dr. Frank Moore, CAPP Chief of Party. Hilton Hotel, Yaounde, 27-28 Sep, 1990.

"Agricultural Policy Analysis in Sub-Saharan Africa: An International Symposium". Organized by University Center at Dschang, (UCD) and USAID's Agricultural Education Project. Jointly sponsored by CAPP. Opened and closed by the University Center's Chancellor. Keynote address from Dr. Uma Lele of the University of Florida. Invited audience, in addition to participants mentioned above, from the University of Florida and World Bank. University of Dschang, 3-6 Nov, 1991.

"Economic Planning and Structural Adjustment: Definition and Implementation of Concepts, Methods and Techniques". Organized by DP/MINPAT and sponsored jointly by MINPAT, UNDP, FAC, USAID and the World Bank. The USAID sponsorship was through CAPP which sponsored a paper by Professor Nlep (see Policy Studies) and another professor whose contribution was rejected due to inadequate quality. Attendance was very broad, involving many ministries and donors, including some from overseas. Opening and closing by Mr. Tchouta Moussa, MINPAT. Palais des Congres, Yaounde 6-9 May, 1992.

Workshops Organized

Attendance: As for Policy Conferences.

"Policy analysis and planning priorities in agriculture and livestock". Yaounde, 6 Apr, 1990, half day.

"Work plan workshop for CAPP". Speakers from the World Bank and IMF. Yaounde, 26-27 Feb, 1991.

"Workshop on a methodology for estimating budgets for major agricultural enterprises in Cameroon". Yaounde, 16 Nov. 1992.

Cameroonians Sent to Policy Related Workshop Overseas

Participation by M. Felix Essame, Chief of Service for Forest Inventory, Development and Regeneration Programs, Department of Forests, MINAGRI, in the meeting held in New York from 3 March to 5 April, 1992 to plan for the United Nations Conference on the Environment and Development held in Rio de Janeiro later that same year.

Acronyms

DEAPA	Department of Agro-Economic Surveys and Agricultural Planning (in MINAGRI)
DEPF	Department of Studies, Projects and Training (in MINEPIA)
DP	Department of Planning (in MINPAT)
DPA	Department of Agricultural Projects (in MINAGRI)
FAC	Fund for Aid and Cooperation (French government)
MINAGRI	Ministry of Agriculture
MINEPIA	Ministry of Livestock, Fisheries and Animal Industries
MINPAT	Ministry of Planning and Regional Development
MINRES	Ministry of Research
NCRE	National Cereals Research and Extension (Project of USAID)
SAP	Structural Adjustment Program
UCD	University Center at Dschang (now the University of Dschang)
UNDP	United Nations Development Program
USAID	United States Agency for International Development