

PROJECT DATA SHEET

1. TRANSACTION CODE

A = Add
 C = Change
 D = Delete

Amendment Number

DOCUMENT CODE

3

2. COUNTRY/ENTITY

Cameroon

3. PROJECT NUMBER

631-0059

PPMSP 091

4. BUREAU/OFFICE

USAID/Cameroon

5. PROJECT TITLE (maximum 40 characters)

Agriculture Policy and Planning

6. PROJECT ASSISTANCE COMPLETION DATE (PACD)

MM YY
 10/9/30/9/13

7. ESTIMATED DATE OF OBLIGATION

(Under "B." below, enter 1, 2, 3, or 4)

A. Initial FY 8/8

B. Quarter 4

C. Final FY 9/11

8. COSTS (\$000 OR EQUIVALENT \$1 =)

A. FUNDING SOURCE	FIRST FY 88			LIFE OF PROJECT		
	B. FX	C. L/C	D. Total	E. FX	F. L/C	G. Total
AID Appropriated Total						
(Grant)	(1,500)	(500)	(2,000)	(8,725)	(3,275)	(12,000)
(Loan)	()	()	()	()	()	()
Other U.S.						
1.						
2.						
Host Country		590	590		4,309	4,309
Other Donor(s)						
TOTALS	1,500	1,070	2,570	8,725	7,584	16,309

9. SCHEDULE OF AID FUNDING (\$000)

A. APPRO. RELATION	B. PRIMARY PURPOSE CODE	C. PRIMARY TECH CODE		D. OBLIGATIONS TO DATE		E. AMOUNT APPROVED THIS ACTION		F. LIFE OF PROJECT	
		1. Grant	2. Loan	1. Grant	2. Loan	1. Grant	2. Loan	1. Grant	2. Loan
ADF	184	052				2,000		12,000	
2.	291								
3.									
4.									
TOTALS									

10. SECONDARY TECHNICAL CODES (maximum 6 codes of 3 positions each)

092 099

11. SECONDARY PURPOSE CODE

2. SPECIAL CONCERNS CODES (maximum 7 codes of 4 positions each)

A. Code
 B. Amount

3. PROJECT PURPOSE (maximum 480 characters)

To strengthen and institutionalize the capacity of the Government of Cameroon to develop economic and agricultural policy and to improve the planning process in the agricultural and livestock sectors.

SCHEDULED EVALUATIONS

Interim MM YY | MM YY | Final MM YY
 01/2/91 | 01/2/92 |

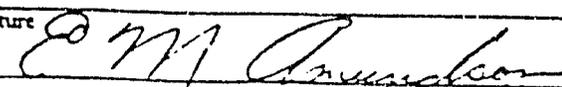
15. SOURCE/ORIGIN OF GOODS AND SERVICES

000 941 Local Other (Specify) 935

AMENDMENTS/NATURE OF CHANGE PROPOSED (This is page 1 of a _____ page PP Amendment.)

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USAID Controller approval of methods of implementation/financing: G. Hineley

12. APPROVED BY	Signature	Date Signed	13. DATE DOCUMENT RECEIVED IN AID/W, OR FOR AID/W DOCUMENTS, DATE OF DISTRIBUTION
	 Title: Deputy Director, USAID/Cameroon		

INSTRUCTIONS

The approved Project Data Sheet summarizes basic data on the project and must provide reliable data for entry into the Country Program Data Bank (CPDB). As a general rule blocks 1 thru 16 are to be completed by the originating office or bureau. It is the responsibility of the reviewing bureau to assume that whenever the original Project Data Sheet is revised, the Project Data Sheet conforms to the revision.

Block 1 - Enter the appropriate letter code in the box, if a change, indicate the Amendment Number.

Block 2 - Enter the name of the Country, Regional or other Entity.

Block 3 - Enter the Project Number assigned by the field mission or an AID/W bureau.

Block 4 - Enter the sponsoring Bureau/Office Symbol and Code. (See Handbook 3, Appendix 5A, Table 1, Page 1 for guidance.)

Block 5 - Enter the Project Title (stay within brackets; limit to 40 characters).

Block 6 - Enter the Estimated Project Assistance Completion Date. (See AIDTO Circular A-24 dated 1/26/78, paragraph C, Page 2.)

Block 7A. - Enter the FY for the first obligation of AID funds for the project.

Block 7B. - Enter the quarter of FY for the first AID funds obligation.

Block 7C. - Enter the FY for the last AID funds obligations.

Block 8 - Enter the amounts from the 'Summary Cost Estimates' and 'Financial Table' of the Project Data Sheet.

NOTE: The L/C column must show the estimated U.S. dollars to be used for the financing of local costs by AID on the lines corresponding to AID.

Block 9 - Enter the amounts and details from the Project Data Sheet section reflecting the estimated ratio of use of AID funds.

Block 9A. - Use the Alpha Code. (See Handbook 3, Appendix 5A, Table 2, Page 2 for guidance.)

Blocks 9B., C1. & C2. - See Handbook 3, Appendix 5B for guidance. The total of columns 1 and 2 of F must equal the AID appropriated funds total of 8G.

Blocks 10 and 11 - See Handbook 3, Appendix 5B for guidance.

Block 12 - Enter the codes and amounts attributable to each concern for Life of Project. (See Handbook 3, Appendix 5B, Attachments C for coding.)

Block 13 - Enter the Project Purpose as it appears in the approved PID Facesheet, or as modified during the project development and reflected in the Project Data Sheet.

Block 14 - Enter the evaluation(s) scheduled in this section.

Block 15 - Enter the information related to the procurement taken from the appropriate section of the Project Data Sheet.

Block 16 - This block is to be used with requests for the amendment of a project.

Block 17 - This block is to be signed and dated by the Authorizing Official of the originating office. The Project Data Sheet will not be reviewed if this Data Sheet is not signed and dated. Do not initial.

Block 18 - This date is to be provided by the office or bureau responsible for the processing of the document covered by this Data Sheet.

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IX. EVALUATION ARRANGEMENTS

ANNEXES

- A. FID Review Case
- B. Logical Framework and FID Environmental Assessment
- C. Request for Assistance
- D. Statutory Checklist
- E. Project Analyses
- F. Detailed Budget Tables
- G. Job Descriptions LT T.A.
- H. Illustrative List of Studies
- I. Recurrent Cost/Options Letter to GRC

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ACRONYMS

AMP	Agricultural Management and Planning, project 631-0008
CAPP	Cameroon Agriculture Policy and Planning, project 631-0059
SAP	Structural Adjustment Program
MINPAT	Ministry of Plan and Regional Development
MINAGRI	Ministry of Agriculture
MINEPIA	Ministry of Livestock, Fisheries and Animal Industries
MINDIC	Ministry of Commerce and Industry
MESIRES	Ministry of Higher Education, Computer Services and Scientific Research
DEP	Direction of Studies and Planning, in MINAGRI
DP	Direction of Planning, in MINPAT
DE	Division of Studies, under DEP in MINAGRI
DS	Division of Statistics, under DEP in MINAGRI
DEPF	Direction of Studies, Projects and Training in MINEPIA
GRC	Government of the Republic of Cameroon
USAID	United States Agency for International Development
IBRD	The World Bank
PF	Project Paper
PID	Project Identification Document
LOP	Life of Project
IC	Interministerial Committee
APR	Annual Policy Review
CID	Consortium for International Development
AEP	Agricultural Education Project
NCRE	National Cereals Research and Extension, project 631-0052
ROTREP	Roots and Tubers Research Project, 631-0058
FSSRP	Fertilizer Sub-sector Reform project
CUDP	Credit Union Development Project, 631-0057
HBCU	Historically Black College or University

USAID PROJECT COMMITTEE

John Dorman	Chairman, ARD
Robert Shoemaker	Design and Evaluation Officer
Gerald Hensley	Controller
Jack Winn	Controller
Ambe Tanifum	Assistant Project Officer, ARD
Tham Truong	Program Economist

USAID ADVISORY COMMITTEE

Jay Johnson	USAID Director
Ellsworth Admanson	Deputy Director
John Balis	Chief, Agriculture and Rural Development (ARD)

I. INTRODUCTION AND SUMMARY

A. Background

Since 1979 USAID/Cameroon's program strategy has emphasized better GRC planning and management of agriculture sector resource allocation and use. This strategy has been implemented through the Agriculture Management and Planning project (AMP) (631-0008). The AMP project was authorized in January, 1979, with a LOP funding of \$9,700,000 to strengthen the capacity of the Ministry of Agriculture's statistics and economic units to provide sound economic analysis on which the Ministry can rely for planning and policy development.¹

Important progress has been made under the AMP project in establishing an area sampling frame and in training Cameroonian staff in its use. In addition to the sampling frame, the 1984 agriculture census, the comprehensive annual sector surveys for the years 1985 through 1987 and the significant number of personnel trained will be the AMP's major outputs. Although publication of the official census data and processing of subsequent annual survey data has been significantly delayed, some important uses have been made of the data, particularly of the agriculture census. The latter was used in the development of the Sixth Five-Year Plan and by Cameroonian government and non-government and foreign organizations for numerous other development-related purposes.

In addition, the AMP project has produced some analytical studies based on the census and other data. The fact that the number of studies, particularly the number in-house, has been significantly lower than had been expected is due in part to the lack of both MINAGRI demand and technical resources provided on the studies side. However, as the significance of Cameroon's recent economic decline has become apparent, interest has renewed in the MINAGRI's data and in the conduct of policy analysis and planning studies relevant to the needs of the GRC's structural adjustment program.

The conclusion of the assessment conducted during this project design is that while important progress has been made in developing the GRC's institutional capacity to carry out data collection and processing and policy analysis and planning, a great deal remains to be accomplished in both areas. This is particularly true in policy analysis and planning. The assessment also concluded that ministerial participation should be expanded to include the Ministry of Livestock, Fisheries and Animal Industries (MINEPIA) and the Ministry of Plan and Regional Development (MINDAT). More generally, the assessment concluded that the increased need for improved policy and planning to support economic

1. The AMP project provided assistance to the Direction of Studies and Projects (DEP), specifically in two divisions within DEP: 1) Division of Statistics (DS), and 2) Division of Studies (DE).

recovery and the potential for providing that support by building on AMP project accomplishments justify proceeding with a follow-on project with appropriate design modifications.

B. Goal and Purpose

Consistent with USAID/Cameroon's emphasis on supporting the GRC's long-term strategy to carry out structural adjustment, the goal of the project is to support the GRC's agricultural economic policy reform and gradual adjustment to a liberalized market economy better able to meet domestic needs and international competition.

The project's purpose is to strengthen and institutionalize the GRC's capacity to conduct economic and agricultural policy development and planning for the agricultural sector in the broad sense of the term. Toward these ends the project will assist the three Ministries of Plan, Agriculture and Livestock to conduct systematic data gathering and policy analysis aimed at identifying constraints and opportunities in rural sector development and to propose policy options to address them. Changes expected by the end of the project that will indicate that the project purpose has been achieved include: (1) regular procedures are in use for identifying, designing, and carrying out or supervising needed policy analyses; (2) private sector policy options for pursuing development goals are presented to and considered by decision makers; (3) data collection procedures, tabulations and analysis have been routinized in MINAGRI and MINEPIA; (4) GRC decision makers are informed by policy analyses and annual reports; and (5) interministerial coordination takes place in policy analysis and management of survey systems.

C. Project Components and Inputs

Five long term technical consultants will be placed in three ministries that are key in agriculture sector policy making, the MINPAT, MINAGRI and MINEPIA. Other important ministries in the agriculture policy making process may receive short-term technical assistance on an as-needed basis in support of particular policy studies. The Long and short-term consultants will guide and assist the core institutions in collecting processing and analyzing data, conducting policy studies, designing programs and projects for implementing policies, monitoring implementation performance and impact, conducting management studies, and conducting in-country training courses, seminars and workshops. Long-term participant training will be provided to selected personnel from the three core ministries.

Overall, the project will provide approximately 19 person years of long-term technical assistance and an estimated 24 person months of short-term technical assistance. In addition, approximately 36 person years of short-term training will be provided. The project will also finance policy studies related to analysis, design, implementation and evaluation of key policy issues and programs. Commodities to be provided include macro computers and associated equipment and software, reproduction equipment, books and learning materials and vehicles. In addition, AID will support the collection and processing of survey data.

D. Financial Summary

The total cost for AID will be \$12,000,000. Costs of input category are as follows:

	(\$000)	(% of Total)
Long- and short-term technical assistance;	\$5,500	(46);
Long- and short-term training;	\$2,150	(18);
Commodities;	\$ 650	(5);
Studies;	\$ 750	(7);
Other (evaluation/audit, local admin.);	\$ 725	(6);
Support for collection and processing of survey data;	\$1,450	(8);
Contingency	\$ 775	(10);
<hr/>		
Total	\$12,000	

Note: Inflation calculated into all lines at 5% compounded per annum (see detailed budget Annex F)

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II. PROJECT RATIONALE

A. Economic Sectoral Background

Cameroon has reached a point in its development where the capacity to evaluate alternative means of attaining its objectives for growth in rural areas has become more critical than it was previously. The country has a good economic growth record in general, but now financial resources are more scarce, funds from overseas lenders come only at a substantial price in terms of either interest payments or difficult structural changes, export prospects are not presently encouraging, and import substitution is difficult because of an unfavorable exchange rate and high-cost production and marketing systems. At worst, these problems could bring development to a halt or result in a heavy external debt. To avoid this outcome and instead to guide the economy onto a faster sustainable growth path, there is a need for an improvement in the ability to evaluate progress, identify and assess the constraints that are slowing or preventing development, locate new opportunities for building on the considerable resources the country has and develop an environment in which those opportunities are realized.

Cameroonian agriculture is characterized mainly by traditional agriculture, though there is a strong commercial sector growing such crops as cocoa, oil palm, rubber, tobacco and bananas. Among traditional farms land distribution is relatively even, for over 95% of these farms have less than 5 hectares of land. However, important differences in the agricultural environment exist from one region to another. For example, the population density is much greater in the western portions of the country, where the scarcity of land is more severe than in other parts of the nation. Large variations in climate, from the very wet coastal areas to the semi-arid north, makes it possible for a great variety of crops to be grown in Cameroon. Livestock raising is most important in the northern provinces, where traditional migrant herders find their movements affected little or not at all by the narrow confines of Cameroon's northern borders.

Agriculture growth has always played a central role in Cameroon's objectives, but the strategy for developing it has varied considerably over the years. Three phases have been identified (Ntangsi, "The Political and Economic Dimensions of Agricultural Policy in Cameroon", August 1967). In the first, covering the immediate post independence years, 1960-68, the traditional sector received considerable attention, but through an extension service which followed the diffusion/modernization model. The impact on farm productivity was notably disappointing. The next phase, 1965-77, saw massive state intervention in the form of an expansion in the plantation sector, rural resettlement, specialized crop development

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through bodies as SEMRY, MIDEVIV, SODECAO, SODEBLE, NEVECAM, SODECOTTON, and integrated rural development projects. The emphasis was thus on the modern rather than the traditional sector as the major force for development. This approach, however, was clearly unsuccessful due to inefficiency, and high costs among the parastatal entities created to carry out development. The growth rate in agriculture fell, from 4.7% in 1960-73 to 2.5% in 1974-78.

The third phase of evolution in policy, began in 1977, when oil production diminished the importance of agriculture as a source of revenue, and taxation of export crops, which had been becoming increasingly severe, was eased (see Ntangsi, Table 1-2, p. 21). However, the oil revenue also eased the pressure to reform the parastatals and vigorously pursue efficiency in agricultural production, pricing and marketing. It is true that the government attempted to insulate its budget and the economy from the distorting effects of a large, temporary flow of oil funds, but in practice most of the funds did flow into the institutions and economy.

A further reason for the lack of pressure for reform is that the performance of the agricultural sector in Cameroon has been adequate to support its growing population. Although food imports have been considerable, the country is close to being self-sufficient in certain foodstuffs when food production is compared with nutritional requirements (see Table 5.1 in the Vith Five Year Plan). This success has been attributed to two factors. The first is that the generous agricultural resource base has allowed farmers to be quite productive relative to those in other countries. The second is that, while government has been closely involved in managing export crop marketing, the markets for food crops have largely been left to respond to movement in demand and supply, and food production has remained profitable.

The economic situation is now changing. Rural/urban migration, especially among younger people, threatens food security as the country's food needs must be met by a smaller, and on average, older proportion of the population. The fall in the price of oil alone would have caused a significant deterioration in the country's financial situation. At the same time a decline in the prices of agricultural exports has occurred which directly reduced the margin the government was obtaining through transfers, to the point where losses are now being made. The result has been a severe reduction in liquidity. Bills have not been paid for construction and other work done by the private sector for the government, causing serious cuts in various operations in the country and leading to a further contraction in the economy. The government has moved towards cutting its budget deficit, introducing measures to lower expenditures and subsidies, reduce hiring, and increase taxes (though not those on agricultural exports). These are significant actions which indicate a shift towards not only reducing the burden of government obligations but also an interest in creating an economic environment more conducive to, private enterprise and efficiency.

The changes made so far are only a beginning. It is difficult to achieve much more reduction in the budget deficit through expenditure cuts alone. The GRC has placed more emphasis on the investment budget to service the fact that about 70% of the total investment budget is allocated to the purchase of capital goods. The bulk of the recurrent expenditures being accounted for by salaries, and the scope for lowering spending further is almost nil without making extremely painful reductions in employment. As government has been such an important employer of people with education, this poses a serious problem.

A temporary alleviation of the liquidity problem appears to be on its way in the form of a structural adjustment loan from the World Bank. This will give the government time to begin making changes in the structure and functioning of parastatal enterprises and the economy as a whole, accelerating the development of the private sector so that it will offer more opportunities for employment, income, and also sources of government revenue. To pursue these ends in the agriculture and livestock sub-sectors, it is the purpose of the CAPP project to assist the GRC in establishing the capacity for identifying and evaluating specific options for actions to be taken.

For example, the government has directly involved itself in the pricing of export crops and has subsidized certain inputs. Analysis will assess the impact of pricing margins on quantities and qualities of crops produced, the implications for government revenue and whether or not changes might be introduced which would go further towards achieving all the above ends. It would also evaluate the effects of the current reduction in the fertilizer subsidy on the kinds of crops produced, productivity and farmers net incomes. In both cases the proper roles of the government and the private sector would be assessed, so as to gauge the extent to which the latter can take over the functions of the former to the benefit of net public sector revenue and market efficiency.

As a further example, producers and marketers sometimes experience difficulty because of the lack of competitiveness of their produce in export markets or vis-a-vis imports. Given the country's membership in the Central African Finance zone, a change in the valuation of its currency to increase competitiveness is not currently feasible. Other means to the same end, such as tariffs, taxes and subsidies, need therefore to be assessed, keeping in mind not only the benefits they bring to farmers but also (or in the case of import substitution) their effects on consumers. As a final example, there are questions about the non-price factors in the promotion of agricultural or livestock development. The effectiveness of the extension service, the adequacy of feeder roads, the grading of commodities, the availability of suitable plant varieties, are all areas in which government is involved and where analysis of problems and opportunities can lead to better attainment of the government's aspirations for rural areas.

Information on matters such as these can greatly assist government policy-makers to make better informed decisions concerning the investment

of the resources they have at their disposal, and the enlistment of the private sector in the effort to promote development and employment. As has been indicated, economic circumstances have, until the economic crisis of 1985, restricted the ability to proceed sufficiently well with attention to these decisions. However, the state of the world and Cameroon economies today requires greater precision and care in management. The need for information on the relative merits of the alternatives is now more pressing, and the purpose of the CAPP project is to assist the government in acquiring it.

B. Progress under the Agriculture Management and Planning (AMP) Project

The AMP project has made a large contribution to those concerned with studying options for agricultural development in Cameroon through the data it has collected and made available. The Agricultural Census of 1984 alone has been of major importance because it has provided a contemporary picture of on-farm population, cropping patterns, yield, holding size, and livestock ownership which would not otherwise have existed. The census data were first accessible in 1986.

Since then there have been annual surveys using virtually the same questionnaire, minus the inquiries concerning livestock. This omission was made, not because of a lack of technical or logistical capability, but because the project is situated in the Ministry of Agriculture while livestock is the responsibility of a separate ministry.

The data collected in the years subsequent to the census have been slow to be published. Project evaluations have looked into the reasons for this, and the Technical Analysis Summary and Annex of this paper have something to say about what should be done to get quicker output from this type of project. However, there is every reason to believe that by the middle of next year (1989) statistical data will be available for time series analysis using the first year's 1984 census data and annual survey data 1985 through 1987.

Past GRC cash contribution to the data collection efforts has been more than adequate to support a valid area frame and resultant statistics. Assuming that 200 million PCFA or \$650,000 (\$1.00 = 305 CFA) is the average annual amount to support data collection, MINAGRI has budgeted, on the average, from 1983-1987 approximately 450 million CFA. The high costs in those early years illustrate costs in establishing the frame and capital investments to create survey units. In 1987, the budget was cut more than 50% due to the economic crisis and to more of a realization that an annual survey can be conducted for much less. The MINAGRI budget levels recently released in mid-July 1988 show another drastic cut to the statistical division. For the 1988/89 fiscal year (June to July) the operating budget for data collection is only 30 million PCFA. Due to the economic crisis and the importance USAID, the GRC and other donors have on a solid, accurate set of national statistics, USAID has made a decision to support

the statistical efforts of the government in completing the 1988 through 1992 survey schedules. The GRC has agreed, during design of this project to incorporate into the Project Agreement to increase its contribution accordingly.

In addition to setting up an extensive collection and processing system, the AMP project has trained 70 participants in Agricultural Economics, Management, Statistics and Computer Science. These individuals are anxious to embark on a more exciting and sophisticated learning and production curve. The project has also trained over 60 personnel in statistics and data processing in short term courses in the U.S. The project has and continues to train enumerators and provincial statistical supervisors in statistics, questionnaire development, quality control, area frame sampling and all other necessary components which lead to accuracy and validity of the probability sampling of the statistical population.

The project has also produced some analytical studies, the number especially of those produced in-house, has been lower than had been hoped. One reason is simply that most of the TA resources funded under the project were devoted to data collection and processing. It is apparent that there has not been great demand for policy analysis, particularly from the GRC. A major part of the explanation for this was given in the previous sub-section on the project's economic rationale, namely, that the pressure of economic circumstances was not sufficiently severe until the crisis arrived to force the government to tackle the rigidities and inefficiencies in the economy. A summary of the CAPP project's strategy for placing greater emphasis on policy studies is given in section III.C.

In conclusion, the CAPP project has eight years of experience under the AMP project to build on, in addition to a system for collecting and processing data, a body of data already available, and a larger number of trained personnel. Necessarily the CAPP project will benefit from all of this.

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C. Conformance to Mission Strategy and Program

1. Relationship to USAID's Emerging Strategy

The CAPP project is coming into existence during a period of important economic and programmatic transition. As is discussed in the previous section, the Cameroon economy is in decline due to a combination of factors primary among which are lower world market prices for major exports and inappropriate policies that have reduced Cameroon's capacity to compete in international markets and have reduced the efficiency of domestic goods production and marketing. Overcoming these problems will require major policy/institutional or structural adjustments designed to expand the role of the private sector and to reduce the public sector burden.

In response to the economic downturn, the Mission is reassessing its strategy to better respond to Cameroon's priority needs for economic recovery. While the reassessment will result in some changes in strategic emphasis, the Mission program will continue to focus on the agriculture sector. With agriculture accounting for approximately 35% of GDP and employing approximately 78% of the work force, and with the oil, construction and manufacturing sectors in decline, agriculture will be the primary source of economic and employment growth for the foreseeable future.

Thus, in supporting economic recovery and the achievement of sustainable economic and employment growth, the new strategy will place greater emphasis on agriculture policy and institutional reform aimed at expanding the role of the private sector and reducing the public sector burden.

Because of the complex and politically sensitive nature of this reform process, it is essential that decision makers be better informed by timely, reliable and objective data and analysis for policy selection, planning, implementation and evaluation. The CAPP project will provide needed data and analysis for agriculture sector structural adjustment. It will also provide basic information required for future Mission program and project identification, design, implementation and evaluation. As such, it will be the central piece of the Mission's strategy.

This increased emphasis by the Mission on structural reform is consistent with a similar change in emphasis by the Agency. We also note that concern is growing on the Hill and within the Agency regarding the impact of the reform process on the poor. We share that concern. The CAPP project would provide, through an agreement with Cornell University's Lower Income/Policy Reform project, important and reliable data on the impact of policy reform. Thus, the CAPP project should also provide the Agency with an important source of information on reform impact.

D. Linkage with Other Mission Projects

Cornell University has, over the past eight years, developed methodologies and conducted research on changes in the structure and related impacts of government policies. The Ministry of Plan has recently asked for AID support to analyze the consumer expenditure data compiled in 83-84. In response to this USAID has set aside \$250,000 to effect a "buy in" to the existing Cooperative Agreement between AID and Cornell. Cornell's purpose statement for the Project is:

- (a) To provide quantitative estimates of the effects of specific policies in selected countries on poverty indicators;
- (b) To develop improved methodologies and enhance current capacity in the analysis of the consequences of economic adjustment policies on incomes, consumption and the nutritional status of the poor including examination, where possible, of differential impact dependent on gender; and
- (c) To improve understanding of the relevant processes that bring about changes in living standards that result from structural adjustments and to enable policymakers to better predict the consequences of economic reforms.

Cornell will also be integrating the consumer expenditure data with the Agricultural Survey data to analyze price trends in consumption and production of staple foods and analyze policy issues from the perspective of consumption factors. Cornell's efforts will be integrated into the overall plan of work for the project so as not to duplicate efforts.

The comprehensive nature of the information that will be developed and published under the CAPP project (based on the ag census and the follow-up annual surveys) provides basic sector performance data which is useful in all Mission projects. The linkages are greatest between the CAPP project and the Agriculture Education project (AEP). Each will benefit significantly from the other, particularly in the research and studies of agricultural economic factors.

The AEP is assisting the GRC in the establishment of an agriculture university at Dschang patterned after the U.S. land-grant college concept, which emphasizes practical education integrated with research and outreach. The CAPP data collection and policy analyses/planning activities will produce important information about agriculture sector constraints that the University can address (1) through its education component by shifting its curriculum to meet specific high-level skill needs identified; (2) through its research component by shifting research emphasis to address specific policy, institutional,

technical, economic and cultural constraints identified; and (3) through its outreach components by changing emphases, approaches, and activities under the components which address meet crop- and location-specific needs that are identified.

The potential AEP contributions to the CAPP project objectives are also significant. Under phase II of the AEP, the faculty of the Agriculture Economics Department will be upgraded to contribute to Cameroon's long-term policy analysis and planning needs and to conduct agriculture policy-related research that can be of important use in data and policy analysis. The participating ministries will be able to hire Dschang-trained statisticians and economists who will have carried out agriculture sector research and analysis and to engage existing university faculty in the policy analysis and planning activities they carry out.

The National Cereals Research and Extension project (NCRE) and the Roots and Tubers research project (ROTREP) can also benefit from the CAPP data collection/processing and policy analysis activities that identify the marketing, pricing, credit and other constraints that might limit adoption of improved agriculture technology and therefore could provide important guidance for research and extension activities. It might also identify research gaps. Such information will be important in setting research priorities and plans.

At the same time, the CAPP project will utilize the research results of these two project in interpreting some of the production, marketing and income data produced by the data collection system as well as in conducting special studies developing future scenarios based upon improved technical factors.

The Fertilizer Sub-sector Reform Project (FSSRP) will benefit greatly from the CAPP project monitoring activities. The data on fertilizer use can be used directly in predicting demand and tracing future benefits. The clients of the data set includes the banking system, importers, wholesalers, retailers, USAID and GRC organizations involved. The studies and analysis will include production and productivity by crop and crop prices and benefit/cost to various-sized farmers. Having access to reliable and timely data on these indicators will enable the GRC and USAID managers of the FSSRP to make timely adjustments to the FSSRP program.

The CAPP project will also benefit from this monitoring activity by improving its understanding of both the reform process and the nature of the agriculture input marketing system. The latter is particularly important because the GRC has declared its intention to liberalize the marketing of other agriculture inputs.

The Credit Union Development Project (CUDP) will also benefit from and provide benefits to the CAPP project. In the current liquidity crisis facing the Cameroonian banking system, there have been numerous

difficulties experienced in providing small farmer credit. While relative success has been experienced under the informal Tontine system and formal Credit Union system, there is considerable GRC and donor interest in identifying the elements required for a viable system for providing rural credit. Thus, rural credit is a likely area for serious policy analysis under the CAPP project. In conducting this analysis, the CAPP project will benefit significantly in terms of improved understanding of the subject from the experience recorded under the Credit Union Development Project. Perhaps most important, CUDP stands to profit greatly from policy reforms that might result from the analysis conducted under the CAPP project.

Finally, Mission health projects stand to gain from the information provided through the CAPP's comprehensive data system, which will provide important indicators of nutrition and health status. Such information as size family holdings, crops produced by type/quality, and livestock ownership, as examples, all contribute to an improved definition of health status and general well being.

In sum, the comprehensive analytical focus of the CAPP project will enable to enhance the quality of nearly all the projects in the Mission portfolio. At the same time, the data provided and lessons learned under on-going projects will provide grist for the CAPP project's analytical mill. Finally, the policy studies conducted will provide USAID with important information needed to develop strategies and programs for supporting Cameroon's economic recovery.

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B. Conformity with GRC Strategy.

The GRC's development strategy as presented in the Sixth Five-Year Plan published in 1985 was basically stabilization, since it did not reflect Cameroon's emerging financial and economic crisis. As the extent of that crisis became apparent in late 1986 and 1987, the GRC acted resolutely to both understand and address it.

The basic GRC strategy that has emerged includes a number of components. The first is assertive leadership and control of the recovery process rather than reliance on a strategy suggested by the IMP/IBRD. To this end, the GRC has taken the initiative on several fronts, including hiring a consortium of international consultants to ascertain the nature and severity of the financial crisis and to help the government to prepare a medium-term program for financial and economic rehabilitation. In addition, the GRC has acted to bring state revenues and expenditures into better balance. It has eliminated more than 16,000 false positions, imposed a hiring freeze, and reduced fringe benefits for public sector workers (the size of the government motor pool, housing subsidies, telephone use). To further reduce expenditures, the GRC has reduced input subsidies for fertilizers and insecticides.

In addition, the GRC has taken steps to improve tax and customs collection. It has also imposed higher taxes on luxury items and on certain high-volume consumption items such as gasoline and beverages. The GRC has also established a new Secretariate for Economic Stabilization in the Office of the Presidency and a Public Enterprise Rehabilitation Commission that reports to an Interministerial Committee chaired by a representative of the Office of the Presidency.

After having taken these and other steps to understand and deal with its economic and financial crises, the GRC entered into negotiations with the IMP for a stand-by loan and with the IBRD for a Structural Adjustment Program loan. Indications are that both organizations have been highly impressed with the GRC's preparedness for these negotiations. The negotiations appear to be going very well and are scheduled for completion in November-December 1988.

While the GRC actions to deflate the economy to date are important, they may also be the least difficult. The GRC has declared its intention to implement a broader, more complex and more difficult structural adjustment program aimed at increasing reliance on market forces and the private sector. Steps in this direction will likely include privatizing parastatals, implementing public sector administrative reforms, further liberalizing and privatizing agriculture input markets, increasing producer incentives, mobilizing rural savings and credit, and reducing government control over cooperatives.

The GRC recognizes that these structural reforms are complex, politically sensitive, and difficult to implement. These problems result because of uncertainty regarding the direct and indirect distributional impacts on various socio-economic groups, because the foreseeable impacts such as increased unemployment among the educated elite and increased unemployment among laborers involve political risk, and because implementation responsibilities are often dispersed across several ministries that are difficult to coordinate.

The GRC recognizes that structural adjustment needs to be implemented as an iterative long-term process during which accompanying problems need to be systematically identified. This approach allows corrective actions to be taken before serious harm has been done. Implementing structural adjustment in this fashion requires that analysts and decision makers have available timely and reliable information and analysis for the identification of policy options and their consequences, for the design of programs and projects for implementing policy choices, for the monitoring of performance in policy implementation and for the evaluation of impact of policy changes on various economic groups.

The CAPP project is designed to provide this information. The CAPP project is, therefore, in conformity with the GRC's structural adjustment strategy.

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P. Other Donor Linkages

Among the many donor projects in agriculture, five are of particular importance to the CAPP project. Their nature and significance will be reviewed, and then the coordination among donor projects briefly discussed.

The first two projects are engaged in an activity parallel to that of the CAPP project in that they also have policy analysis as their purpose. The Food and Nutrition Policy project, located in MINPAT and funded with PAO assistance, is just finishing its first phase and is about to embark on a second. Technical assistance comprises one long-term TA person, who has been here during the first phase and will stay on, plus the provision of short-term TA and training of Cameroonian personnel. The PAO project is concerned with identifying groups and regions at risk and with formulating policies to alleviate the difficulties identified.

The CAPP project will monitor progress made under the Food and Nutrition Policy project and also, if modifications are made to the survey instrument in the area of food consumption or the collection of data on vegetable growing, for example, the expertise here will be consulted. Coordination should present no problem, since the project's work is carried on in the Sub-Department of Rural Development, Communications and Services, which is in the same Direction in the Ministry of Plan.

A second project with direct policy implications is an Interagency Mission for the Planning and Review of the Forestry Sector, also from PAO, but, as the name describes, with the participation of others. It comprises a series of missions to carry out an exhaustive analysis of the forestry sector, to assess potential constraints, and recommend on strategies for development. The project will end in December, 1988 with a conference at which the results of the missions will be presented and discussed.

A third PAO project, while not directly concerned with carrying out policy studies, has helped the GRC improve access to information relevant to such analysis. This is the MINAGRI documentation center, which PAO has helped to fund together with USAID, under the AMP project. The center has been very useful for assembling the large amount of literature created by projects in agriculture. A bibliography has been published, and new editions are expected in the future. \$50,000 in the CAPP project budget is set aside for supporting future centers activities, notably computer and microfiche equipment.

Fourth, there is a set of projects in the livestock subsector which, like USAID's fertilizer project described in the previous section, have implications for the future direction of development initiatives. The largest of these by far is the Third Livestock Project (Plan Viande), funded by the World Bank. The earlier phases of the Plan Viande achieved certain ends such as the establishment of ranches which engage farmers in range management techniques, and the building of two slaughterhouses. Other projects have also aimed at creating livestock-based industries,

such as the two hatcheries for day-old chicks funded with ADB assistance at Yaounde and Douala. The degree of their success will also have development implications. USAID does not have documentation on the phase of the project since the appraisal mission is still in progress. However, the IBRD representatives apparently do plan to procure and install microcomputers and ancillary equipment in MINEPIA DEP's statistical and economic units. IBRD will also support these units with consultancies when needed. To complement their assistance, the CAPP project will be coordinating very closely with their year-to-year objectives in the livestock sector.

Fifth, are the activities of the World Bank in connection with its structural adjustment loan. Details concerning this loan and the adjustments to be made are not yet available because the World Bank is still engaged in complex dialogue with the GRC and identifying the needs for finance and the reforms it wishes to elicit. The general aim of the reforms is to make the sector more responsive to fluctuations in economic circumstances. Attention is focused particularly on the pricing of export crops and import substitutes, the marketing of export crops, the efficiency of parastatals, improvement in the food security situation, and the management of forestry and other natural resources. Possibilities under consideration for support are unifying the extension service, improving coffee production and marketing, strengthening the cotton sub-sector and oil and rubber plantations, fostering the transformation of agricultural and livestock products, supporting private sector development in food marketing and the development of credit facilities in rural areas. These activities are particularly important, not only because vast amounts of funds are involved, but also because the aim is to change the ~~structure and functioning of important parts of the sector~~. The CAPP project can provide information to assist in designing policy implementation programs and projects and in monitoring implementation performance and the impact on the agriculture economy.

Coordination among donor projects: Coordination among donor projects can be approached in two ways, through management and the second is through compatible analysis. At the management level, there are offices in the three participating ministries that are charged with maintaining information on projects, donor and GRC funded. In MINPAT this department is called the Direction des projets et programmes. MINAGRI has an office, Division de Gestion des Projets, in DEP which, with World Bank assistance, has developed a system for monitoring projects and is working on building up a capability for evaluation. It also has an office for project preparation in the Division des Etudes. MINEPIA has an office responsible for project preparation and monitoring, la Sous-Direction des Etudes et des Projets. The official in charge has information about projects that is roughly equivalent to that kept by MINAGRI, though it does not have the same capability for follow up and evaluation. However, under the Indic Plan Viande the World Bank may provide technical assistance in this area similar to that being given to MINAGRI. Although these offices are

presently unable to provide some basic facts about donor projects, they have potential to more effectively coordinate donor activities. Where the CAPP project will make a difference is in the matter of analysis. That is, determining how donor projects may complement or overlap with one another or what their precise role is within the five year development plan.

Producing an analytical framework within which donor projects can be placed and their consequences for livestock or agriculture effectively gauged will be an important aspect of the work conducted by the project. Constructing an analytical framework of each sub-sector, what its components are, the major constraints facing it and the significant opportunities lying untapped will be part of the general process of sub-sector analysis and planning. The information will be valuable for ensuring that donor projects are most effectively placed, just as it will be for evaluating the allocation of other resources. Such a sub-sector framework will be produced very rapidly or in elaborate form. Rather, it will emerge in more and more detail over time. As this framework, the contribution projects can make, and the interactions among them, will become clearer, and the information so produced can be a useful input to the GRC planners.

Further means of working towards donor coordination, in both management and analysis, will be the establishment of ~~annual policy reviews/~~ conferences which will bring together the ministries with which the CAPP works to present the results of the past year's data gathering, analytical and planning work. Donors, all other interested ministries, and private sector individuals will be invited to this conference.

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III. PROJECT DESCRIPTION

A. Goal

The goal of the CAPP project is to support the GRC's agricultural economic policy reform and gradual adjustment to a liberalized world economy better able to meet domestic needs and international competition.

Cameroon is facing an economic crisis whose proximate cause is a change in external market conditions and inappropriate policies that have exacerbated the impact of those market conditions. In order to overcome the problems of the severe deterioration in the government's revenues, the threat to the competitiveness of exports and import substitutes, the need to increase employment opportunities for an increasingly educated population and the requirement for higher food production to meet food needs of a growing and rapidly urbanizing population, the government will be making adjustments in the structure and functioning of the economy. The CAPP project will support the GRC in these endeavors.

B. Purpose

The project's purpose is to strengthen and institutionalize the capacity of the GRC to conduct economic and agricultural policy development and planning. CAPP will assist the Ministries of Plan, Agriculture and Livestock with systematic data gathering and policy analysis aimed at identifying opportunities and constraints in rural sector development and evaluating policy options to address them.

At the end of the project the status should be the following:

1. Regular procedures are in use for identifying, designing, and carrying out or supervising needed policy analyses.
2. Private sector policy options for pursuing development goals are presented to and considered by decision-makers. The options take into account information sought from private sector interests concerning the conditions under which they can best contribute to development objectives.
3. Data collection procedures, tabulations and analysis has been routinized in MINAGRI and MINEPIA.
4. GRC decision makers provide guidance for and are informed by policy analyses and annual reports.
5. Interministerial coordination takes place in policy analysis and management of survey systems.

- 5. Providing AID support to data collection activities throughout the LOP to assure the validity of data collected during this period and to allow time to redesign the area sampling frame to bring it within GRC financing capacity.

These design modifications are expected to raise significantly the priority placed on policy analysis and planning activities under the project. In combination, they create a better set of incentives for improved performance by policy analysts and planners.

To address the lack of coordination in policy formulation and in contrast with the AMP project, the proposed project will formally include two other key ministries in the process. The MINEPIA will be included because the rural sector comprises an important livestock sub-sector as well as sedentary farming, which is what the term agriculture has come to mean in Cameroon. The two sub-sectors are interlinked components, and if rural development is to improve, policy analysis and planning must reflect the needs of both.

The Ministry of Plan will be included because of its key role in coordinating the GRC's policy analysis and planning process. In addition, its inclusion increases the likelihood that the information produced under the CAPP project will have some impact on policy and planning; this is the ministry expressly charged with weighing competing alternatives and arbitrating between conflicting claims for the same resources. Further, by including the Ministry of Plan in the process of drawing up the plan could itself be much improved and become a more effective instrument for resource allocation.

Coordination will be facilitated through the formation of joint inter-ministerial committees to conduct parallel policy studies. In addition, representatives from other ministries to have significant decision-making responsibilities relative to a particular policy being analyzed will be invited to participate in a formal review of the analysis.

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C. Project Strategy

To achieve the dual objectives of institutionalizing the GRC's capacity to carry out improved economic policy development and planning and to conduct analytical studies that support the GRC's long-term structural adjustment objectives, past constraints to the full achievement of the AMP project must be overcome. Three problems stand out. These include (1) the long delays in the processing and reporting of the data collected under the area sampling frame; (2) the lack of policy analysis and planning around major policy issues; and (3) the limited frequency of meeting among the ministries most responsible for agriculture sector policy analysis, planning and implementation. Another problem of more recent vintage involves the declining MINAGRI budgets and its implications for data collection/processing and policy analyses.

Although technical and institutional problems can be cited for the less than complete achievement of AMP objectives, the most recent obstacle has been the lack of priority of participating organizations to processing and publishing collected data and to planning, financing and conducting economic studies. A major reason for this lack of priority has been the dearth of high-level demand for information from the data collection system and for analysis from the economic studies Division in MINAGRI.

The recent economic decline is expected to help alleviate the demand problem. As the bureaucracy has recognized the seriousness of the decline, analysts and decision makers have increased their demand for sector information to guide them in developing strategies and programs for stimulating economic growth in the agriculture sector. This information need was significantly heightened by the recent opening of negotiations with the IBRD and the ADB regarding a Structural Adjustment Program (SAP); both Cameroonian and IBRD team members complained openly about the lack of information. As the negotiations on the general objectives and targets of the SAP proceed and the detailed program design phase begins, the demand for information is expected to grow.

A two-fold strategy will be followed to provide further assurances that project resources are more efficiently used in the data collection and policy analysis and planning processes. First, heavy emphasis will be placed on responding rapidly and substantively to the current heightened demand. In this context, high priority has been given to the early completion of the collection, processing and publishing of annual survey data through 1988. This will be accomplished by the AMP project. In addition, relying heavily on the analytical skills developed under AMP, immediate priority emphasis will be given to providing financing and technical assistance to address problem-specific study needs identified during the SAP negotiations.

Second, the project strategy calls for a number of conceptual and programmatic changes aimed at raising the priority placed on data processing and reporting and on policy analysis, planning and monitoring. Major among these are the following:

1. Raising the level of general oversight from the directorate level to the ministerial level. The directorate level is less concerned with policy formulation than with program and project design and implementation. The ministerial level shares with the office of the Presidency ultimate responsibility for making policy choices and for making decisions on the objectives, content and targets of the SAP. Thus, the establishment of an Interministerial Committee initially involving MINPAT, MINAGRI and MINEPIA will provide the ministers with structure through which they can more effectively focus project data collection and policy analysis resources on priority problems before them and periodically adjust that focus to address changing analytical needs. Should the need arise the number of ministries formally included on the committee may be expanded to include, for example, the Ministry of Commerce, Finance and Women's Affairs.
2. Focusing directly on the analytical requirements of the structural adjustment program which will be a major priority of the GRC. A major element of this strategy calls for setting aside \$300,000 to finance policy analysis, planning and monitoring studies, with first priority given to SAP needs.
3. Sponsoring high-level and broad-spectrum periodic policy reviews/seminars to heighten knowledge of, interest in, and demand for the outputs of the CAPP project.

These will include:

- a) Annual Policy Reviews/Conferences to be attended by high level officials in the three project ministries and invited officials from other concerned ministries, universities and private sector. Participants at these meetings will critically review the completed policy analysis and project direction.
- b) Workshops to review completed sets of policy analyses conducted during the project dealing with particular sector problems or issues. These would include agriculture inputs, rural credit cooperatives, export crop prices, etc. Invitees would include public and private sector organizations and individuals with direct responsibilities for and/or a stake in the policies at issue.

Allocating the majority of long and short-term technical assistance provided under the project to policy analysis and planning activities and giving increased attention to preparing more detailed workplans and holding periodic reviews by the project team will create additional performance incentive.

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D. Project Outputs

Output A. Well trained Cameroonian technicians with both a theoretical and practical knowledge of the area of rural extension activities.

Data gathering, data processing and subsequent analytical studies will be carried out by ministry and TA personnel working in collaboration. The aim will be not only to do the work but provide the Cameroonian professionals with practical experience in their fields.

Concerning formal instruction, approximately twenty Cameroonians will have returned from the U.S. with M.S. degrees before the end of the project. These individuals will have had formal U.S. academic training, done applied research in Cameroon or with data from Cameroon and had practical experience both in the U.S. and in Cameroon working on project related activities. These individuals, together with those who have returned under the AMP project, will constitute the core of the staff which will carry on the activities of the project after it is completed. During the design process, there has been some uncertainty on the exact number of long-term participants to be trained under this project. However, during the first months of implementation a thorough training plan will be prepared to ensure appropriate staff is trained and reductions in staff (due to the participants being absent) do not cause serious counterpart interactions with the TA team in completing work objectives.

In support of this core group about 150 Cameroonians will have gone through one or more workshops held in Cameroon by the project and be capable of carrying on distinct technical functions related to the project.

An additional 20 Cameroonian technicians will have received short term training primarily in economic, statistics and computer related fields in the U.S. and applying these skills to their regular functions.

*Refer to the illustrative training plan for the timing of activities and the phasing of the degree programs, Annex B.

Output B. An integrated, functioning data bank which will serve the planning and analytical needs of the three ministries directly involved in the project.

There will be a continuation and enlargement of the existing computer-based system for the storage and retrieval of agricultural statistical data, statistical data from other sources, and other information helpful to planners and analysts. The data bank will be supported by a computer in each of the three ministries involved and be updated either through telecommunication links or through manual procedures to keep the common data bases updated to the same level. The fact that the database will be common to the three ministries will ensure that the same figures on production, livestock figures, etc. are available to all who are likely to use them. At the same time, the ministries will have their own databases which they can use to meet their own individual needs.

Output C. A system for collecting, processing and disseminating key data and publications on the rural sector in a timely fashion for use at the national and provincial levels.

A system includes functioning hardware, software, procedures, databases, documentation, and training. In addition to the computer hardware already in place, computers will be added in Livestock and Plan. Computer software currently being used in Agriculture/Statistics will be completed, or possibly replaced entirely, to provide reliable and user-friendly questionnaire management, data entry, editing, and tabulation programs. Procedures will be established for the flow of data from the field to the computer system and of tabulated results from the computer system to planners and analysts in national and provincial offices. Documentation (manuals) on the computer systems will be produced for technicians, data entry operators, and users.

The questionnaire data will be maintained in a database as a part of the data bank as will the summarized tabulations of the data. The summarized data will be disseminated to analysts and to provincial offices in preliminary form until final, accepted results are published.

Training will occur at [redacted] Computer scientists (informaticiens) will be trained in the [redacted] staff for the continuation of the data processing when technical [redacted] longer being provided. Technicians will be trained in-country [redacted] and use standard software packages such as spreadsheets, [redacted] systems, databases, word processors, and the like as well as [redacted] data processing software. Data entry operators will be trained [redacted] of the project data processing software. Provincial level personnel will be trained in the use of data entry and tabulation software. Every analyst and economist who needs and will process data will be trained to use computers.

By the end of the project a stable system of data collection, entry, processing, and dissemination will be in place. Routine procedures will support the annual survey of agriculture and livestock and produce timely reports for use in provincial and national offices for economic analysis and planning. The day-to-day operations will be supported by a trained staff of statisticians, computer operators, and economists capable of handling not only the routine, annual data but special requests for reports from ministers or professional economists in the ministries.

Output D. A series of policy studies associated with structural readjustment which address major concerns of Cameroonian decision makers in the agricultural and livestock sectors.

Working toward completion of these studies will be the major activity of the long term FAO personnel who are planners and economists and their counterparts. Their efforts will be supplemented by consultants who come to Cameroon for short term periods to carry out specific studies, especially during the first year or two. An early aim of the studies is to deal with topics which are of immediate practical importance so that decision-makers are

provided with information of which they can immediately see the use. Bringing out consultants early on is one way accelerating the studies output in the initial years of the project.

Another means of quickly expanding the analytical output is to follow the principle that the studies undertaken should not necessarily cover every aspect of the problem or all its variations over the whole country. It will often be better to treat a topic in a series of shorter papers than in one large, comprehensive effort that takes a long time to accomplish.

In addition to carrying out the studies in-house including the use of U.S. short-term consultants, there is the possibility of strengthening the system which already exists for contracting studies out. This would allow the government to take advantage of expertise available in Cameroon but not in the ministries. In cultivating local consultants, there is need for the DEP's to go beyond writing terms of reference, as they now do, to reviewing both work in progress and completed work, so that the studies and reports are relevant to the strategic framework of the government.

The crucial aim of the studies, as they accumulate, is to build up a comprehensive picture of the agricultural and livestock sub-sectors in Cameroon, showing, for example, in which crops productivity is growing and where it is lagging, where markets are adequate and where they are lacking, and how different agricultural activities interact with other sectors of the economy. This kind of information will be invaluable when consideration is given to where in agriculture sector one can find the highest returns to investment or the greatest impact on farmer income.

- The impact of privatizing fertilizer supply and removing subsidy on fertilizer availability, farm costs and crop production. As the subsidy removal program is underway, and has important implications where additional market liberalization programs are concerned, this will be a good study to undertake early on.
- A study of the role of cooperatives in agricultural and livestock sub-sector development with a view to defining which commodities and which activities can make the best contribution to viable cooperative enterprises.
- Estimates of farm costs of producing major food and export crops to provide a tool for assessing the impact of changes in market conditions and government policies. This kind of information is of value, as an input to other studies such as that mentioned above on fertilizer. It will therefore be helpful early on to assemble available information on farm costs so that gaps which exist are clearly known.

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- A survey of land use patterns in the country, in order to determine where land is being used profitably and where it is being underused, either because of the farming methods employed, the items produced or the labor and other resources available.
- An evaluation of industries involved in the processing of agricultural and livestock products with a view to overcome constraints and identify additional opportunities for increasing value added in Cameroon.
- An assessment of the means of relieving constraints on the competitiveness of domestically produced goods which are potential substitutes for imports.
- The market outlook for major existing and potential exports (coffee, cocoa, rubber, palm oil) with a view to relating programs for promoting production to realistic assessments of the future sales possibilities.
- A study of the extent to which existing road networks and transportation facilities act as a constraint in the efficient supply of inputs and sale of farm outputs.
- Evaluation of on food pricing in different locations and design of a system for reporting price information so that the private sector can take advantage of it and improve food distribution.
- The effect of rural-urban migration on the supply and demand for food products with a view to forecasting the impact on food security and identifying actions the government can take to safeguard it.
- Identification of opportunities for supplementing farm incomes through small ruminant production and on farm fattening and finishing of large stock.
- Description and analysis of the basis on which land is allocated among alternative uses, particularly in the vicinity of population centers. Improvements in land use planning will be investigated, recognizing the importance of traditional social and political criteria.
- A study of the potential impact on the GRC project, medium-sized farm production (EAMI) on agricultural production, marketing, food security, and exports.

Output E. Improvement in the planning process in the three ministries for the preparation of the agricultural and livestock sections of the Seventh Five Year Plan.

The first step will be to review procedures for compiling the Five Year Plan to ensure that consistency of targets and availability of resources are clearly addressed and means of monitoring and evaluation provided for. This work will begin early in the first year of implementation so that the policy analysts clarify for themselves how to improve the contributions their ministries can make to the next five year plan.

An important part of the work towards this output will be collaborative between MINPAT and the other two ministries, as the former makes known the kind of input it expects and provides feedback on their contributions. In MINPAT itself there will be a good deal of work to be done to improve procedures, and there is a very specific deadline of 1991, the year by which the new plan must be out. This is not to suggest that there will be no work for a planner in MINPAT after then, because the monitoring of progress under the new plan will also need much attention.

Output F. Functioning interministerial committee which will approve policy analysis priorities, annual work plans and budgets.

The interministerial committee, composed of the Ministers or their designees from MINAGRI, MINEPIA and MINPAT will be functioning on a regular basis. The planning process and coordination efforts of the three ministries will oversee the development of a core data base, identify and review the policy studies produced by the project team, attend and chair annual policy reviews/seminars. The selection and prioritization of policy studies to be undertaken by the various implementing units will have been routinized.

Output G. Annual Policy Reviews (APR)/conferences at which papers produced under the project are presented and which is attended by representatives from interested ministries, donors and the private sector.

This output will provide a means of making known the work of the project and generating discussion on the topics covered among a broad group of interested participants. Even the circle of people with whom it normally works will generally have only a partial view of what is being done and a narrow input into the project effort. The APR will allow insiders to step back and see the accomplishments in the general context of the country's development, and outsiders to learn about what is being done and make suggestions about both the kind of analysis undertaken and policy options which should be considered.

E. 1. USAID Project Inputs

(a) Technical Assistance

There will be a total of 19 person years of long term TA in technical areas, plus 5 for a project administrator. Twelve of one 19 will be planners or economists, and the remaining 6 a survey statistician and a data processing specialist. Among the short term TA, there will be a total of 24 person months, allocated between training (10 months) and technical consulting (14 months).

The following is a summary list of long term personnel:

Team Leader, Planner	MINPAT	5 years
Agricultural Economist	MINAGRI	4 years
Agricultural Economist	MINEPIA	3 years
Survey Statistician	MINEPIA, MINAGRI	4 years
Data Processing Spec.	MINAGRI, MINEPIA	3 years
Project Administrator		5 years

Their specific duties are summarized here. Requirements that they all share in common are an ability to communicate with their counterparts in both French and English, and a commitment to working in collaboration with Cameroonians so that they provide on-the-job training rather than being content to produce papers or other outputs on their own.

Team Leader (Ph.D. in agricultural economics, public administration or related discipline. Professional experience in Third World planning highly desirable). The team leader will be attached to the Ministry of Plan, where he/she will work with the designated counterpart to ensure that the project fulfills its purpose. This will involve coordinating the efforts of the other team members, taking a lead role in drawing up the budget and the workplan coordinate plans with the Interministerial committee, and coordinating with USAID, the GRC and other donors to keep them apprised of project progress. He/she should have had substantial experience in a leadership role. The technical duties, which will take an increasing amount of time, will be to assist the ministry in establishing improved procedures for putting together and monitoring the five year plan. The Team Leader should also have experience in a development planning role. The team leader will coordinate the policy analysis undertaken in the project. He will prepare TORs, coordinate with World Bank and the GRC in setting priority studies, prepare strategies on the process or mechanism to have the studies reviewed by the policy makers and he will conduct the necessary follow-up actions on options which the policy makers demand attention. He will be responsible to coordinate with USAID, GRC, the World Bank or other donors an approved plan of action for most effectively conducting economic and policy analysis: what is to be done, by whom and by when.

2 Agricultural Economists, MINAGRI and MINEPIA (Ph.D's in economics or agricultural economics, or closely related disciplines. Professional experience in developing countries required). These two posts can be taken together, because they will do similar work, though in different ministries. Their purpose will be to work with their counterparts to carry out studies which will evaluate the impact of current policies and the potential impact of alternative policy options so that the policy makers in the GRC can base their decisions on sound information.

Survey Statistician, MINEPIA and MINAGRI (M.S. degree with over 10 years of experience in survey and census design). The levels of development in the area of data gathering are extremely different in the two ministries, MINAGRI having had 8 years of technical assistance and MINEPIA none. In the former ministry the statistician will be able to focus on refining the existing system in order to economize wherever possible on the resources employed and to allow for some variation from year to year in the kind of data collected, although there will be a core set of data on production that will always be collected. In MINEPIA she/he will not have to begin from nothing, because as far as possible the same data gathering and processing system will serve that ministry also. There will, in addition, be the livestock section of the 1984 census to work from. However, there may be a system set up, either through the area frame or some other sampling method, to obtain data from migrant herders.

Data Processing Specialist (MS degree in computer science with 5 years' professional experience; including personal computers. Fluency in Pascal) This position is divided between the three ministries. This is feasible because the data gathering is to be, as far as possible, a common system, and there is also to be a central database. The three sub-data bases will be established once the main facility is set up, for the core of the sub-databases will be taken from the main database.

Project Administration A person will be locally hired to organize and carry out the administration of the project, such as dealing with the in-country aspects of commodity procurement, maintenance of vehicles, computers and other equipment, organization of workshops and conferences, travel for project personnel, provision of housing, utilities, etc. for long-term technical advisors. If the administrator has the necessary conceptual as well as practical knowledge of management, and experience as a trainer, he or she will participate in management training workshops organized by the project. It is expected that a qualified person will be found in-country.

Short Term Technical Assistance There will be 14 months of short term consultancy devoted to technical assistance, including economic and policy studies and assistance to the statistical and data processing elements of the project. (There will be ten additional months of short term consultancies devoted to training).

(b) Long-Term Training:

There are two crucial technical areas of concern for the CAPP project: (1) economic policy analysis, including program and policy evaluation; and (2) establishing an integrated policy information system including survey and/or study design, data collection, data entry, data processing and data analysis and dissemination. In conjunction with these two broad categories of technical needs and the existing capabilities of the participating ministries, training inputs were selected.

In the Direction du Plan it is proposed that six Cameroonian staff members in the ministry be sent for training at the M.S. level in planning. Emphasis in their programs will be on agricultural sector planning/institutional economics (2), livestock sector planning (2), land use planning and natural resource management (1) and agricultural economics. All of the participants will receive training in policy and program evaluation and the use of computers as part of their course work. Because of the lack of practical experience on the part of the likely participants, their programs will include an internship and/or relevant thesis work conducted in Cameroon, or with Cameroon data.

In the Ministry of Livestock's Division d'Etudes et Projets (DEP), nine individuals will require training at the M.S. level in the U.S. Five will study agricultural economics to enable them to contribute to policy evaluation and analysis in the livestock sector. Two staff members will study program and policy planning with emphasis on the livestock sector including fisheries. The planning and analytic techniques learned should make it possible to more effectively integrate the livestock sector into the larger national planning process and provide for more effective monitoring and evaluation of plan implementation.

To meet the recurrent personnel needs of the MINAGRI DEP, training of an additional five long term participants will occur, including three agricultural economists, with a specialty in policy and program evaluation techniques, one person trained in computer information systems and one trained as survey statisticians (including survey methodology and management). All of these individuals will conduct their thesis research in Cameroon in conjunction with DEP activities, therefore providing an important contribution to project needs in terms of analysis while providing for closer links between the participants and the project implementation staff, including the technical assistance team.

Short-Term Training

Many of the training needs of the three ministries involved in the project can be addressed by either on the job training or workshops and seminars of relatively short duration. One of the pressing needs expressed almost universally by Cameroonian participants in the design workshop is for assistance in the area of management. In order to respond to this need a series of in-country management workshops will be provided. In-country workshops in this area using case studies derived from African experience,

are cost effective because of the relatively large audience which can be reached and because of the possibility of developing a local training capacity. Training teams composed of U.S. management specialists and Cameroonians trained in the management area will be constituted. The Cameroonian trainers can be charged with providing follow up visits to the various offices of the participants to provide the kind of assessment and assistance which is needed if the new techniques are to be really adopted and used effectively on a regular basis.

One other high priority training need expressed by Cameroonians now working as analysts in the three DEPs was the need for computer literacy as it relates to establishing economic study methodologies, establishing economic/social modeling, input/output modeling in order to build various scenarios of economic/social options resulting from the policy analysis. To a degree, many of the models and economic analysis configurations are present in various software. In order to demystify the complex set of economic functions and option analysis, microcomputers will be used in everyday training. Simple methodologies for economic analysis will be established and consistency in use will be an output of this effort.

Some other areas in which short term training is clearly called for are in the use of the software being employed for data analysis purposes in Cameroon, field survey design, quality control and sampling techniques, data processing and tabulation methodologies, financial analysis and budget preparation and policy evaluation techniques. Other topics which will require some short term training will be identified and addressed in the course of the implementation of the CAPP project.

Short term training in the CAPP project will be designed to supplement previous training, including long term training, and to provide the possibility of perfecting and expanding existing skills by providing opportunities for practical experience through internships (for example with NASS state offices in the U.S.) and on the job training.

Emphasis will be placed on offering workshops and seminars in-country to as great an extent as possible, since that is the most cost effective approach. In this fashion a significantly larger number of Cameroonians can be trained by doing so at a relatively low cost. Training teams can be sent from the U.S. on short term assignments. Ten months, or about half the total provision of short term technical assistance will be allocated to training. In addition, expertise available through the long term technical assistance team, their counterparts and other Cameroonian consultants drawn from other ministries, the universities, consulting firms and the private sector can be tapped. This can serve the dual purpose of offering the particular training program and of also creating the opportunity for the training of trainers. To the extent that Cameroonian specialists can be given on the job training as part of a training team, the long term capacity to provide similar training and the multiplier effect of the initial workshops will be maximized. Approximately fifteen in-country workshops will be organized during the life of the project.

Although the emphasis in short term training will be on in-country programs, there are instances in which short term training in the U.S. is more productive. About four Cameroonians per year will be sent for such training.

c. Commodities:

Commodities which will be provided as inputs to the project and procured by the contractor include vehicles, vehicle parts and maintenance, fuel, office equipment and supplies, microcomputers and associated equipment and software, and support equipment for conducting the annual agricultural survey.

Vehicles, which will be locally procured, will consist of two four-wheel drive vehicles, a pickup truck, and 3 small cars to be used by U.S. technical assistant team and their counterparts. Parts, maintenance, and fuel will be provided by the project. In addition, 50 motorcycles will be acquired for enumerators in departmental offices to provide transport to the field for conducting surveys. Parts, maintenance, and fuel for the motorcycles will be provided by the GRC. Commodities purchased under the data collection effort are treated as separate procurement and are indicated in that line item.

Most of the office equipment will be locally purchased and consist of typewriters, calculators, photocopiers, file cabinets air conditioners, and some office furniture, if appropriate. Office supplies for the technical assistant team will be provided by the project and the GRC. ~~For the most part, office space supplies and office furniture will be~~ provided by the GRC.

Microcomputers and related equipment will be purchased by the contractor in the U.S. and will consist of IBM PS/2 standard personal computers. The three ministries have standardized its specification for equipment to IBM. Maintenance can be purchased locally and identical replacement equipment procured in Cameroon. However, a computer procurement plan and cost analysis will be conducted to ensure cost savings for procurement of these services locally having available a stock of power boards and chips bought in the U.S. in order to maintain the equipment. The microcomputers will include external equipment (such as printers, disk drives, networks) and software (including spreadsheet, statistical, database, word processing) with some copies in French where available.

Support equipment for the annual agricultural survey will include such things as compasses, calculators, planimeters, and other survey equipment.

d. Data Collection:

AID will finance fuel, vehicle maintenance, tires, field support (per diem), training/field supplies, printing of questionnaires and summary data, office supplies and limited replacement vehicles (motorcycles only). The Contractor will be responsible for the administrative arrangements and coordination of this activity.

● Policy studies and support to other projects:

AID will finance through a separate agreement with Cornell University and AID/W a study on the impact of lower income groups to the SAP.

AID will also finance specific economic policy studies which will be conducted by U.S. consultants, private consultant groups in Cameroon, local universities or a mix thereof.

2. GRC Inputs

GRC inputs to the project over the five-year life of project are estimated at the equivalent of \$4,309,000. The contributions of the GRC include salaries for senior and support personnel, commodities and other costs which are primarily support costs to the data collection effort, studies, office space/maintenance, and office supplies.

A. In-kind Contribution: \$2,309,000

Personnel: \$2,309,000. Estimated personnel costs include salaries and benefits for Cameroonians while they are in long term training, and the incumbents of current positions. The senior Cameroonian personnel who will serve as counterparts to the technical assistance team include two personnel from DEP in MINPAT, two personnel from DEP in MINEPIA and five from DEP in MINAGRI. Also, it is anticipated that the three Ministers or Secretary-Generals representing the interministerial committee will be meeting on a regular basis to direct and review the policy analysis conducted in the project. Support personnel include MINAGRI's provincial and departmental statistical service. Secretarial service will also be provided to the T.A. team in the DP of Plan, and DEPs of MINEPIA and MINAGRI.

B. Cash Contribution: \$2,120,000

1. **Commodities: \$30,000.** This overall category includes purchase of vehicles, office furniture and field support equipment.

a) **Office Furniture: \$10,000.** The Government will purchase at a minimum \$10,000 worth of office furniture to the technical assistance team.

b) **Field Support: \$20,000.** The Government will pay costs of ~~commodities such as~~ calculators, area frame sampling and survey kits to enumerators and department chiefs for data collection.

C. Other Costs: \$1,970,000

1. **Studies: \$315,000.** The Government will assume responsibility to pay per diem to its own staff to collect primary and secondary data for economic analysis and procure studies on a need basis.

2. **Building/maintenance: \$220,000.** Recurrent costs for maintenance of existing offices in MINEPIA, MINAGRI and MINPAT have averaged about \$20,000 a year. The Government will assume the responsibility to maintain an adequate office facility for the TA team and especially a conducive environment to preserve the computer equipment financed by AID. The government is responsible to provide adequate electrical and power supply for the computer equipment.

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3. Office Supply: \$25,000. The Government will assume the responsibility to purchase office supplies for the TA team.
4. Data Collection: \$1,410,000. The Government and AID will share cost of the operating expenditures in support of the data collection effort. AID decreases its contribution for this effort as the GRC increases its contribution: (\$1.00= 305 CPA).

	<u>1988</u>	<u>1989</u>	<u>1990</u>	<u>1991</u>	<u>1992</u>	<u>Total</u>
<u>AID</u>						
\$	105K	460K	420K	300K	160K	\$1,445,000
%	-	75	65	50	25	
<u>GRC</u>						
\$	150K	190K	230K	350K	490K	\$1,410,000
CPA	45.7m	57.9m	70.2m	106.7m	149.4m	359,995,000
%	-	25	35	50	75	

IV. Financial Plan

A. Financial Summary

Total costs for the five year CAPP project are estimated at \$12,000,000. A.I.D. will fund 74 per cent and the GRC will fund 26 per cent of the costs. The summary of costs is given below.

<u>USAID</u>	<u>Amount</u>	<u>Per Cent</u>
Grant Funds	\$12,000,000	74.0%
<u>GRC</u>		
In kind and cash costs	\$ 4,309,000	26.0%
<u>Total</u>	\$16,309,000	

1. USAID Funds (Grant): \$12,000,000

(a) Technical Assistance: \$ 5,500,000

Long term Technical Assistance: Aid will fund approximately 19 person years of long term technical assistance in Cameroon which include nineteen person years in technical areas of agricultural economics, agricultural national planning, statistics and data processing and related areas.¹ In addition AID will fund from this budget element three round trip tickets to CID universities (for up to three senior level Cameroonian project personnel from the three concerned ministries) for the purpose of interview and selection of long term advisors.

Short term Technical Assistance: AID will also fund 14 person months of short-term technical assistance devoted to economic and policy studies, statistics and data bank establishment and processing. (There will be 10 additional months of short-term consultancies devoted to short-term training which is covered under the next section).

(b) Training: Total \$2,150,000

Long Term Training: AID will fund training in the United States for twenty (20) participants at the Masters Degree level. Candidates will conduct their thesis work in Cameroon, only if appropriate. Funds have been incorporated into the training element for international travel costs of participants, and their advisors, if appropriate, to travel to Cameroon. If it is deemed inappropriate for a participant to return to Cameroon, the costs of mailing data sets to the participant's university for his/her analysis will be funded by AID.

Short Term Training: AID will fund short-term training in the United States for up to twenty (20) participants at an average cost of \$10,000 each. AID will also fund annual policy conferences in Yaounde, Cameroon (renting a conference room in a hotel, and providing meals to Cameroonian conference participants and limited per diem/transport costs).

1. Inflation calculated throughout cost analysis, at 5% for U.S. cost items and 10% for local cost items. Detailed budgets are included in the Annex F

This cost will average about \$5,000 annually. In-country training will also be provided in workshops on various subjects. Two workshops per year including costs of short-term consultancies and local costs average about \$52,000 annually. Each year approximately 60 Cameroonian participants will be trained in local workshops.

(c) Commodities: \$650,000

USAID will fund vehicles, vehicle parts and maintenance, fuel, office equipment and supplies, microcomputers and ancillary equipment including software, and field support equipment and supplies for the annual agricultural surveys.

(d) Data Collection: \$1,450,000

USAID will fund approximately \$1,450,000 in support of the data collection. Support costs will include fuel/oil, tires, motorcycles, field support costs (per diem), printing of forms and reports, training and field materials.

(e) Policy Studies and Support for Related Projects: \$750,000

USAID will fund approximately \$300,000 for economic policy studies which would be conducted by a mix of U.S. short-term advisors with DEP counterparts, University professors and, if appropriate, personnel seconded from the GRC. In addition, USAID will provide approximately \$250,000 to an existing Cooperative Agreement with AID/W with Cornell University to do policy analysis. Support will also be provided to the FAO Documentation Center Activity for computer or related documentation equipment at an estimated cost of \$50,000.

(f) Evaluation and Audit: \$200,000

USAID will fund two independent and comprehensive evaluations. The primary focus of the first evaluation will be on the recurrent costs of the project, specifically on the data collection effort. If GRC does not comply with its contribution to the data collection effort as outlined in section GRC inputs 2.C.4), then USAID must redesign the project to reflect the reduction in statistics operations. The second primary focus of the evaluations will be to assess the impact of the economic and policy analysis and the contractor performance. See the evaluation section of this design for more detail. An audit will be performed during the second or third year of project implementation.

(g) Local Administration: \$525,000

USAID will fund approximately \$525,000 to support an administrative assistant one secretary, two drivers and a translator during the LOP.

(h) Contingency: \$775,000

USAID will provide approximately 6% or \$775,000 to the total grant assistance as contingency for cost overruns in line items illustrated above.

The Summary Tables for the GRC and USAID expenditures by fiscal year are as follows:

SUMMARY COST ESTIMATE AND FINANCIAL PLAN
(000)

	<u>USAID</u>		<u>GRC</u>		<u>TOTAL</u>	
	FX	LC	FX	LC	FX	LC
1. Technical Assistance	5,000	500	-	-	5,000	500
2. Local Administration, TA	225	300	-	-	225,000	300
3. Training	2,000	150	-	-	2,000	150
4. Policy Studies	500	250	-	315	500	565
5. Commodities	400	250	-	150	400	400
6. Data collection	-	1,450	-	1,410	-	2,860
7. In-kind support	-	-	-	2,554	-	2,554
8. Evaluation	200,000	-	-	-	-	-
9. Contingency	400	375	-	-	400	375
Total Project Costs	8,725	3,275		4,429	8,725	7,704

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SUMMARY

USAID EXPENDITURES

	1988/89	1989/90	1990/91	1991/92	1992/93	Total	% OF TOTAL
Long Term TA (17 person years)	1,290,000	1,190,000	1,212,000	742,000	291,000	4,725,000	
Short Term TA (14 person months)	52,000	69,100	66,000	58,900	71,000	317,200	
Home Office Support	104,500	93,700	94,300	96,000	100,800	489,300	
<u>TOTAL TECHNICAL ASSISTANCE</u>	1,446,700	1,352,800	1,372,300	896,900	462,800	5,531,500	40
Long Term Training (20 participants MS)	103,856	286,757	471,331	363,858	176,331	1,402,132	
Short Term Training	131,823	138,414	145,335	152,602	160,232	728,405	
<u>TOTAL TRAINING</u>	235,679	425,171	616,666	516,459	336,563	2,130,537	18
<u>POLICY STUDIES</u>	381,540	85,617	89,898	94,393	99,112	750,560	6
Commodities	269,100	32,550	61,740	9,261	61,383	434,034	
Local Cost	36,516	40,168	44,185	48,603	53,464	222,936	
<u>TOTAL COMMUNITIES/LOCAL COST</u>	305,616	72,718	105,925	57,864	114,847	656,970	
<u>DATA COLLECTION</u>	105,000	460,000	420,000	300,000	160,000	1,445,000	12
<u>LOCAL ADMINISTRATION</u>	86,268	94,395	103,335	113,168	123,985	521,151	4
<u>EVALUATIONS</u>	0	0	90,000	0	110,000	200,000	1
<u>CONTINGENCY</u>	50,000	190,000	190,000	180,000	149,282	764,282	6
GRAND TOTAL	2,610,803	2,685,700	2,988,700	2,158,785	1,556,588	12,000,000	100

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SUMMARY

GRC EXPENDITURES BY FISCAL YEAR

	<u>FY 88/89</u>	<u>FY 89/90</u>	<u>FY 90/91</u>	<u>FY 91/92</u>	<u>FY 92/93</u>	<u>TOTAL</u>
<u>Salaries</u>						<u>2,309,000</u>
Senior personnel	35,000	76,000	94,000	105,000	118,000	428,000
Support personnel	350,000	364,000	377,000	388,000	402,000	1,881,000
<u>Commodities:</u>						<u>30,000</u>
Furniture	-	-	5,000	-	5,000	10,000
Field Support	-	-	10,000	-	10,000	20,000
<u>Other Costs:</u>						<u>1,970,000</u>
Studies	10,000	75,000	75,000	75,000	80,000	315,000
Building/maintenance	40,000	40,000	45,000	45,000	50,000	220,000
Office Supply	5,000	5,000	5,000	5,000	5,000	25,000
Data Collection	150,000	190,000	230,000	350,000	490,000	1,410,000
<u>TOTAL GRC Contribution</u>						<u>4,309,000</u>
<u>CFA (000) (for data collection only)</u>		57,950	70,150	106,750	149,450	
(\$1.00 = 30% CFA)						

1. Cost of data collection average at \$650,000 per annum or 200 million CFA. Budget comparison of GRC and USAID represents GRC increasing contribution as USAID reduces contribution. Beginning in FY 89/90 to FY 92/93 the GRC will increase contribution cash costs to the data collection following approximate percentage apportionments (in percent: 25, 35, 50, 75).

Methods of Implementation and Financing.

The table below shows the methods of implementation and financing under the Project. These methods have previously been approved in the Mission's general assessment and do not require any further justification of the Payment Verification Policy Implementation Guidance. As shown in the table below, all project inputs, with the exception of evaluation/audit and policy studies, will be implemented under a direct contract with a Title XII institution. Evaluation/audit and a portion of the policy studies will be implemented through direct AID contracts with either profit or non-profit contracts in the U.S. Finally, a buy-in to a Cooperative Agreement with Cornell University is intended to implement the remaining portion of the policy studies.

Methods of Implementation and Financing

<u>Method of Implementation</u>	<u>Method of Financing</u>	<u>Approx. Amount</u> (000's)
TA, Training, Commod., Data Collection, and Policy Studies- direct contract with Title XII institution	LOC-TPCS	\$ 10,400
Policy Studies- Cooperative Agreement	LOC-TPCS	250
Policy Studies- Direct Contract (profit or non-profit making)	Direct Pay	375
Evaluation/Audit- Direct Contract (profit or non-profit making)	Direct Pay	200
Contingency		<u>775</u>
Total		<u>\$ 12,000</u>

As host country contracting will not be utilized in regard to AID funds, a detailed explanation and assessment of the host country government's specific procedures for contracting and payment verification is not required. The data collection and PAO Documentation Center support components of the project are planned to involve financing costs which will be incurred by the GRC. These AID funds (estimated at \$1,500,000) will be implemented under the Title XII contract agreement and therefore require a minimal level of AID involvement in exercising the day-to-day oversight of accountability.

CAPP PROJECT ORGANIZATION

INTERMINISTERIAL COMMITTEE

PROJECT COORDINATION TEAM

PROJECT TEAM

MINPAT - DP

MINAGRI - DEP

MINEPIA - DEPP

DS

DE

DS

DE

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V. IMPLEMENTATION PLAN

A. GRC Responsibilities

There are three distinct ministries involved directly in the project (MINAGRI, MINEPIA and MINPAT) and additional ministries (specifically MINDIC and MESIRES) which will have potentially important roles to play.

In order to participate fully and access the resources of the CAPP project MINAGRI, MINEPIA and MINPAT are in a situation in which they must cooperate in the performance of certain key functions. Each will, however maintain control over those actions and studies which are clearly part of their respective official functions. There is a need for establishing organizational procedures while not violating the official operating procedures of the GRC.

Discussions during the design workshops and in the ministries have indicated that there are some fears that one Ministry or another will dominate the project and hence block the legitimate work of the others in the context of the project. The plan selected for implementation addresses these concerns. It will establish an Interministerial Committee (IC) consisting of the three ministers or their designates who will define the basic agreement and lay out program objectives and guidelines and interrelationship among three ministries - endorsing underlying strategy for day to day operations.

Annual Policy Reviews (APR) conducted in as conferences or seminars will be held, for which each Minister will either personally attend or designate a representative. These reviews will also be attended by representatives of USAID, the project technical assistance team, their counterparts, senior consultants from the contractor's home office, other ministries, private sector and Cameroonian University professors and students interested in the policy analysis conducted in this project.

The project team will be charged with producing annual work plans and budgets for the project. This work plan and associated budget will then be discussed and when approved by the interministerial committee, signed by USAID and the GRC. (Note: The Project Coordination Team signs the workplans. This is discussed further below). The day to day management and implementation of the project will then be left to the project team, with signatory power for approved expenditures left with the Project Coordination Team. This approach has the advantages of simplifying procedures and allowing participating ministries to use existing internal communication channels.

*For a more thorough discussion of the organization of the project see the Institutional Analysis Section in the Annex.

The Project Coordination Team is comprised of two people - the contractor team leader and his direct counterpart, the Director of Plan in the MINPAT. Their role is to coordinate project implementation and coordinate and interact between the Interministerial Committee and the project team on all activities which will be detailed in the Annual Workplans. This team will assist in setting agendas for the IC and the APR. It will also sign the annual workplans after IC and USAID approval.

B. Contractor Responsibilities

The CAPP project will be negotiated as a Title XII collaborative mode contract. A contractor backstop officer will be assigned by the University to oversee contract performance and assist the field in procuring goods and services. The contractor will report to USAID on:

- procurement process and planning
- fund control and cash flow
- accounting oversight/audit
- subcontracting to other organizations
- local currency review/audit
- all logistics and insurance coverage for contract personnel
- assistance with project implementation and closeout.

The Title XII collaborative mode contract at this time in the design process, will be negotiated with the Consortium for International Development (CID).

If negotiations are successful and a contract is let with CID the lead university will be Washington State University (WSU). It will be responsible for administration and management of the CAPP project with the assistance of the CID Executive Office and participating institutions. WSU will appoint a Campus Coordinator who will maintain project backstopping. He/She will be the point of contact when either project personnel or USAID in Cameroon who wish to communicate with project support in the United States. In addition, WSU will: coordinate long and short-term TA (recruitment, orientation, debriefing and support); procure, ship and install commodities; serve as link between CID, USAID and US institutions; monitor and report on project progress. In all training aspects of the project, California Polytechnic University will have the major management responsibility, on short and long-term, in country, third country, and US training, but all communications between Cameroon and the USA regarding training will be routed through the WSU Campus Coordinator in order to ensure that all information regarding project management are properly centralized.

Personnel The contractor will provide 19 person years of long term technical assistance, distributed according to the following list.

Team Leader, Planner	5 years
2 Agricultural Economists	3 and 4 years each
Survey Statistician	4 years
Data Processing Specialist	3 years

Their responsibilities are summarized in section II.A.3, Project Outputs, and summary job descriptions and qualifications are given in Annex G to this paper.

In addition, 24 months of short term TA will be provided, 10 months to serve in the training component of the project, and 14 to carry out studies relating to policy analysis or assist long term TA personnel and their counterparts in such analysis or statistical and data processing or related fields.

An administrative officer will be recruited for the in-country operations of the project, supervised by the Team Leader and backed up by the lead university's program support office. A secretary and drivers for the project will be hired also. All of these positions will be filled for the full duration of the project.

Training Training will be provided at the masters degree level for 16 participants, and English language training will be furnished for those students who need it. The Training Needs Analysis and Plan in Annex E lays out details concerning the nature of the training and the schedule.

The contractor will also provide the in-country training workshops, utilizing short term TA, and will send 20 persons for appropriate short-term training in the United States.

The costs and administration of the Annual Policy Reviews as conferences will be provided by the contractor for the purpose of presenting and discussing analytical work produced by project personnel and counterparts and reviewing priorities and direction of the project.

The contractor will provide for the contracting out of studies to individuals or organizations outside the ministries connected with the project.

The contractor will also provide for the administration of the USAID financed data collection efforts to the GRC each year of the project.

Commodities The contractor will purchase and, where necessary, ship these for the project according to Procurement Plan laid out in sub-section D. below.

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Gray Amendment Over the years the heads of the international program offices at WSU and Tuskegee University have developed a close personal relationship, and the working relationship between the two universities is one which WSU takes very seriously. A representative from Tuskegee participated both in drawing up CID's proposal for the CAPP project and in the orientation for the project paper design team. The highest consideration will be given to candidates from this and other Historically Black Colleges and Universities who apply for either short or long term TA positions, and to their facilities for training short- and long-term participant trainees. As a concrete move in this direction, CID will hold discussions with Tuskegee University well before project implementation begins to explore ways of ensuring that university's active participation in the project.

Procurement Plan

Procurement under this project will consist of basic support items (to the project, and including the support to the data collection activities), including vehicles, office equipment, air conditioners, other supplies, data processing equipment, and vehicle operating and maintenance costs. It is the intent of the Mission and the contractor who has overall responsibility of procurement of commodities to procure all computer and ancillary equipment from the United States according to the new Africa Development Fund for Africa guidance. Most office equipment/supplies and household goods will also be procured from the United States. Vehicles and motorcycles, maintenance and fuel expenditures will need to be purchased locally. Approximately, \$400,000 or 62% of the total commodities will be purchased in the United States.

Vehicles

Four vehicles will be purchased for use by the U.S. advisors, their counterparts, and direct support of work in the survey and analytical activities of the project: ~~two four-wheel drive vehicles, one pickup truck, and one small car.~~ These vehicles will be procured through local agents in accordance with recent AID/Cameroon practices which have proven to be satisfactory. There is no U.S. automobile retail or service capability in Cameroon. Because of maintenance and servicing considerations, vehicles will probably be of Japanese origin. Fifty motorcycles will be procured for use by enumerators in the departments under the commodity line, and up to another 50 motorcycles will be procured under the data collection effort.

Office Equipment/Supplies

This budget item includes typewriters, air conditioners, photocopiers, office calculators, paper, and other office supplies for the U.S. project advisors. Calculators, file cabinets, survey equipment, compasses, planimeters, and supplies will be purchased for field operations in data collection. Articles requiring local servicing such as in typewriter and photocopiers will be procured locally as shelf items, while other equipment and supplies will be purchased in the U.S.

Microcomputers

In reference to AID HB 1.b. and specifically to HB 11 Chapter 3, 2, 25 on proprietary procurement this project justifies procurement of the microcomputers as specified in Annex E under Technical Analysis. The IBM PS/2 model 50 and 80 systems are justified for two reasons: 1) The technical committee on information systems has a standardization policy for IBM and 2) The PS/2 50 and 80 models can be linked with the existing IBM computers financed under the Agriculture Management and Planning Project and have adequate networking and power/storage levels necessary for the high volume of data. The project provides \$200,000 for microcomputers with related equipment such as printers, external disk drives, and spare parts. Included will be various commercial software packages, support documentation, manuals, and maintenance. Microcomputers will be procured in the U.S. Some software and keyboards will be procured locally or in France so that French language capability can be supported. Procurement will be through normal procedures at a cooperating university and will be consistent with Federal regulations for procurement.

Vehicle and other Maintenance and Fuel

The project provides \$170,000 for the maintenance of vehicles and photocopiers and for fuel costs over 5 years. Vehicles will be serviced at commercial facilities and will not be treated as part of the GRC motor pool. The U.S. project advisors and their counterparts will be responsible for appropriate use and maintenance of project vehicles.

Household goods/Furniture

The project will provide furniture, appliances, and other household goods for the U.S. project team. Appliances including stove, refrigerator, freezer, washer, dryer, transformers, and small appliances will be purchased. Furniture will include living room couches, tables, chairs, book cases, lamps; bedroom beds, dressers, wardrobes, mirrors, nightstands; dining room table, chairs, china cabinet, buffet; kitchen table, chairs; and miscellaneous such as rugs, water filters, sweepers, outdoor furniture, etc.

Summary of analysis on supply and prices of indigenous and shelf item goods and services. As required by Section 18A1c(1) of Handbook 1B, an analysis was conducted on the availability of goods and services and prices of those items which are planned to be purchased locally. The goods and services fall into three categories of goods and one category of services:

- a) Miscellaneous household goods/furniture: Some household goods or furniture may be procured locally during the project. Most such goods, however, will be purchased in the U.S. and shipped to Yaounde. Because the specific items to be procured locally are not yet known, the technical assistance contractor will be required to be able to justify the reasonableness of the prices of indigenous and shelf-item household goods and furniture in light of Section 18A1c(1) of Handbook 1B.

- b) Office supplies/typewriter/photocopier: It is planned that some office supplies and all typewriters and photocopiers will be purchased from local sources because of maintenance requirements. Maintenance contracts for photocopiers and typewriters are approximately 50% less for items procured in Cameroon than if one took an item not produced in Cameroon for servicing.
- c) Vehicles: 4 x 4 vehicles and motorcycles are available in Cameroon and will most likely be from Japanese origin. The only reliable and least cost supplies in Cameroon are vehicles of Japanese origin. The costs of purchasing these vehicles in the U.S. and then shipping to Yaounde is more than the costs of direct procurement in Cameroon.
- d) Servicing of vehicles and office equipment: The costs of servicing vehicles and office equipment can be one area whereby the reasonableness of costs may be questioned. However, USAID/Cameroon's procurement office constantly monitors this area in our day to day management of our own fleet and competitive bids are obtained for servicing whenever appropriate to do so.

In general, in USAID/Cameroon's experience, it is possible to assure that local costs are reasonable. First, there are often several competing local firms offering the same line of goods and market surveys are conducted periodically in order to ensure that the best quality commodity is purchased at the lowest competitive price. Secondly, local prices paid over the counter can be compared to catalogue prices and there is little difference between them. The only elements that account for a difference are the transportation costs from the place of manufacture to the point of consumption, local handling and insurance. These costs are, of course, unavoidable even if the goods are bought directly from the U.S. or Europe. Finally, there is less risk of damage or loss of goods. This alleviates the time and the administrative costs involved in following up insurance claims.

Experience has shown that over the years the supply of goods locally here in the CFA zone is adequate. The shelf-item goods normally purchased such as paper, calculators, manual and electric typewriters, computer accessories, light duty farm implements, etc., has been constant and smooth over the years. This has been largely due to the existence of financially viable local firms dealing in a wide range of goods and several firms offering the same goods. About four-fifths of the total shelf item goods that USAID has purchased in the past were delivered within the stipulated time frame.

For the above reasons, it is believed that a recommendation for local cost financing can be fully supported and that the technical assistance contractor will be able to assure that local costs are reasonable.

Customs Duties and Local Taxes:

Whenever practicable it is USAID/Cameroon policy to request a customs exoneration from the Ministry of Finance at the time of issuance of the purchase order. The Government of Cameroon has been extremely cooperative and this procedure has proven to be acceptable for both local merchants and government officials.

D. Implementation Schedule*

*Actions for the first 18 months are presented in detail.

<u>Action</u>	<u>Date</u>	<u>Responsibility</u>
- Project Paper Approved	9/88	AID/Yaounde
- Project Agreement Signed	9/88	USAID/GRC
- T.A. Contract Negotiated	11/88	USAID/CID
- Commodities ordered	12/88	CID

As soon as the contract is signed an administrator will be hired and the vehicles, computers and other equipment found in the commodities list will be ordered.

- T.A. Personnel Arrive	1/89	CID
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Long term TA personnel will be immediately nominated for positions under the project upon signing of the contract. A Cameroonian team will participate in the final selection of candidates and make a tour of CID campuses. All personnel will be prepared to begin assignments in early January of 1989.

- Policy Analysis - TDY	2.89	CID
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CID senior level consultants will have assessed the background of the ~~GRC-economic reform~~ with IBRD and others prior to arriving in Cameroon in order to spend 2-4 weeks in country in high level meetings. (Ministry of Plan, Livestock, Agriculture, Commerce, Finance and selected individuals in the Presidency) to conduct first and second year policy priority inventory. This inventory will include a list, in rank order, of the studies that require economics option reports as attachments.

- Work Plans developed. Interministerial Committee reviews and approves them	3/89	CID/GRC
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Cameroonian counterparts, and a seminar involving eminent authorities on agricultural policy, the strategy for developing the work plans will be agreed and the work plans themselves will be developed. The Interministerial committee will then consider them, specify any adjustments, and approve them.

Organizational Analysis and Plan for MINEPIA DEFP	3/89	CID (TDY)
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<u>Action</u>	<u>Date</u>	<u>Responsibility</u>
<p>In response to a request by the Director of the DEPP in MINEPIA, an organizational design specialist will be brought in on a TD basis to examine the organization and functioning of the DEPP and to prepare a series of recommendations for improving the operations. This work can be expanded as requested.</p>		
- Policy Studies Begun	4/89	CID/GRC
<p>The first policy studies to be undertaken by the TA team and which have been approved in the work plan will be launched jointly with Cameroonian counterparts. Need for U.S. consultancies, Cameroonian university professors, private sector specialists, and/or other ministry participation will be determined during the first year of implementation.</p>		
- Fertilizer Supply and Distribution Study	4/89	CID (TDY)/GRC
<p>This study will be undertaken in collaboration with the PSSRP project and insure that vital data from that project is input into the planning process in the affected ministries.</p>		
- Software Development and Improvement	1/89	CID (TDY)
<p>A software specialist will be brought out to complete work on the software packages being used for data processing purposes under the project.</p>		
- Sample Design Revision Study	4/89	CID-NASS (TDY)
<p>A survey specialist will be brought out to assist the TA team in refining the sampling system for the annual agricultural surveys which includes retabulation of questionnaires on livestock data. This will streamline the system in accord with resource capabilities, the monitoring requirements of the structural adjustment program and policy study data needs.</p>		
- Participant Training Begun (7 start M.S. programs)	6/89	CID/GRC
<p>The first wave of long term participants will have been identified and nominated by the GRC. Programs will have been selected and the participants placed in the most appropriate institutions.</p>		
- Workshop on Methodology in Policy Analysis	7/89	CID/GRC TDY

<u>Action</u>	<u>Date</u>	<u>Responsibility</u>
<p>A workshop will be conducted which will elaborate some of the more useful methodological approaches to policy analysis. Emphasis will be placed on those methods most applicable to Cameroon and its work on the economic and structural adjustment. This will help initiate 30 Cameroonians in these methods and prepare them for practical fieldwork as a follow up.</p>		
- Transportation as a Constraint in Agricultural marketing Study	8/89	CID (TDY)/GRC
<p>This study will examine the constraints imposed by transportation on the marketing of agricultural produce, including cereals and grains, roots and tubers, vegetables, fruits and other food products. This study may be conducted in stages by commodity groups and or regions.</p>		
- Special Survey System Revised	9/89	CID/GRC
<p>The national survey system will have been studied, the data needs for policy analysis and monitoring decided upon and a final system for special survey sampling and interviewing devised by the TA Team.</p>		
- Computers Installed in MINEPIA and MINPAT	10/89	CID/GRC
<p>Computers ordered earlier will have arrived and the TA computer specialist will have installed them in these two Ministries. Preliminary training of the GRC staff in their usage will have begun.</p>		
- Management Workshop	11/89	CID/GRC TDY
<p>A management workshop, stressing the management of human resources and personnel administration will be conducted in Cameroon by an experienced team of CID management trainers. Approximately 30 Cameroonians, including regional supervisory personnel will participate.</p>		
- Annual Policy Review	12/89	CID/GRC
<p>The first annual Agricultural Policy Conference will be held. Papers will be presented by TA team members and their counterparts, representatives from Cameroonian universities and others. The papers will be published and distributed.</p>		

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<u>Action</u>	<u>Date</u>	<u>Responsibility</u>
- Work plans developed second year Reviewed by Inter- ministerial Committee	2/90	CID, USAID, GRC
<p>The second annual work plan will have been developed by the TA team in collaboration with their counterparts and participating GRC agencies. The plan will be presented to the Interministerial Committee for review and approval.</p>		
- Workshop in Data Processing Software packages	2/90	CID/GRC
<p>A workshop will be held for GRC personnel in the use of several software packages in such areas as word processing, data base management, spreadsheets and statistical analysis. Approximately 30 Cameroonians will participate.</p>		
- Joint Policy Studies	3/90	CID/GRC
<p>A series of joint (collaborative) policy studies will be launched by the TA team and participants in the Methodology workshop. The purpose will be to conduct some small scale but useful policy studies designed to improve the capabilities of GRC personnel to conduct policy analysis.</p>		
- Short term consultancy in policy analysis	6/90	CID/GRC TDY
<p>A TDY specialist will be brought in to help carry out a study on cooperatives in agriculture and livestock that will complement work following up the 1980 seminar on cooperatives, or on another to be determined in the second work plan.</p>		
- Second Wave LT Participants depart for M.S. Training	6/90	CID/GRC
<p>The second wave of LT participants will have been identified and nominated by the GRC. Their programs will have been selected and they will have been placed in U.S. institutions by the CID training coordinator.</p>		
- Feasibility Study for Data Processing at Provincial Level	6/90	CID/GRC TDY
<p>A feasibility study will be conducted, based on the experience with the first three test provinces, on the utility of undertaking data processing at the provincial level throughout the country. A series of recommendations will be made and implemented.</p>		

<u>Action</u>	<u>Date</u>	<u>Responsibility</u>
- Annual Policy Review	12/90	CID/GRC
- Install Centralized Data Base	1/91	CID (DDY), GRC
- Third Annual Work Plan developed. Reviewed by Interministerial Committee	1/91	CID/GRC
- First wave LT Participants Return for Thesis work	1/91	CID/GRC
- Mid Term Evaluation	2/91	CID/AID/GRC
- First Wave LT Participants Complete Degrees and Start Work with Project	6/91	CID/GRC
- Third Wave LT Participants Depart for U.S.	6/91	CID/GRC
- Fourth Annual Work Plan developed. Reviewed by Interministerial Committee	1/92	CID/GRC
- Second Wave LT Participants Return for Thesis Research	1/92	CID/GRC
- Second Wave LT Participants Complete Degrees and Start Work with Project	6/92	CID/GRC
- Project Evaluation	12/92	AID/CID/GRC
- Annual Policy Analysis Conference	12/92	CID/GRC
- Fifth Annual Work Plan developed. Reviewed by Interministerial Committee	1/93	CID/GRC
- Third Wave Participants Return for Thesis Research	6/93	CID/GRC
- CAPP Project Final Report	12/93	CID/GRC

*More detail is shown for the first eighteen months of the project than for the remainder because the selection of studies, workshops and other activities will proceed in accord with emerging needs.

VI. MONITORING PLAN

A. Contractor Monitoring Responsibilities

The selected Title XII contractor will establish an implementation monitoring system under the project to ensure proper management of resources to ensure that activities carried out are consistent with approved work plans and budgets, and that key management information is available for project evaluation. The system will facilitate timely modifications and corrections.

Several different units will be involved in the regular monitoring of the project. The most important monitoring unit will be the Interministerial Committee (IC). The IC participants will include the Ministers of MINPAT, MINAGRI and MINEPIA or their designees, and the Project Coordination Team. Each of these individuals will receive quarterly progress reports prepared by the project team leader and his counterpart after the latter two have consulted with the project team. During the review, progress over the past year will be assessed and the IC will agree on project direction and the work plan and budget for the following year.

CID, through the CAPP project management committee (composed of representatives of the CID executive office, Washington State University, California State Polytechnic University and Oregon State University), will carefully monitor the quarterly reports and the results of the project team and IC. Through the regular contact between the CAPP/CID team leader and the campus coordinator at WSU, the CID organization will be kept informed of day to day progress, problems and performance. Other CID member institutions and cooperating institutions such as Tuskegee University and NAAS will also be kept informed of the status of the project on a regular basis thru scheduled contacts and receipt of quarterly progress reports.

The training component of the project will be carefully monitored by a CID appointed training coordinator. The progress of long term participants will be monitored through academic semester or quarter grade reports and through more frequent communications with each student's academic advisor by the training coordinator at California. Quarterly reports will be prepared, with copies sent to the project campus coordinator at WSU, AID/Yaounde, the TA team leaders, and to the GRC organizations from which the participants are drawn.

The CID comptroller will also prepare quarterly reports on project expenditures and the budgetary status of the project.

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B. AID Monitoring Activities

The USAID Project Officer in the agriculture Development Office will have primary responsibility for implementation monitoring. This will include the review of quarterly progress reports, contractor annual work plans, training reports, expenditure reports and other relevant documents; participation in the annual policy reviews and communicate on a day-to-day basis with GRC project leadership and technical assistance personnel.

The Mission's Economic policy office will assist with monitoring of substantive aspects of project implementation including the review of the annual work plan, review of policy analyses completed under the project and attendance at the annual policy reviews and policy analysis conferences. The training officer and the commodity management officer will assist in their respective areas of specialization. Monitoring will be further facilitated through the regular activities of the Project Committee, including the semi-annual project implementation review, review of quarterly reports and review of the annual work plan.

VII. A. SUMMARY OF INSTITUTIONAL ANALYSIS*

*See the Institutional Analysis section in the Annex.

In this section, which provides a summary of the institutional environment of the CAPP project, the following subjects will be discussed: 1) the formal structures of the participating ministries and their sub units associated with the project; 2) organizational perspective in these units; 3) the role, actual and potential, of policy analysis in these units; 4) the organizational structure of the CAPP project; and 5) conclusions and an overall assessment of the prospects for success of this project.

There are three distinct ministries participating directly in the project (MINAGRI, MINEPIA and MINPAT). In addition, input will be sought from other ministries on particular agricultural sector policy matters where they have influence or responsibility. For example, the Ministry of Commerce and Industrial Development (MINDIC) is concerned with the pricing and marketing of agricultural exports, and the Ministry of Higher Education and Scientific Research (MESRES) is responsible for agricultural research. The key organizational problem is to achieve effective interaction among them so that each can carry out its assigned role in the policy and planning process. Given the limited resources available for the project, the closely linked responsibilities of the participating ministries and the different level of experience and development of capabilities in the areas of data collection, processing and analysis between the ministries, a careful balance must be achieved in the provision of technical assistance and participant training.

Formal Ministry Structures:

(For a more complete description and the organigrammes see the Institutional Analysis Section in Annex)

The organizational units directly involved in the project, DEP (MINAGRI), DEP (MINEPIA) and DP (MINPAT) are all located at a sufficiently high level in their respective structures so that they can provide important policy analysis studies directly to the decision making authorities in their respective ministries. Their staffs, while highly capable, lack some of the training and experience necessary to conduct systematic policy analysis, but will be able to do so with the assistance of the CAPP project.

Organizational Perspectives:

Before proceeding to a discussion of the role these various ministries will play in the CAPP project it is important to have some perspective on the organizational behavior and perspectives within each of them. In essence we are planning that these ministries, within the context of this project, will significantly reorient the activities of the DEP (MINAGRI), DEP (MINEPIA) and the DIVISION OF PLAN (MINPAT).

The Cameroonian bureaucracy has maintained and expanded on the administrative perspective derived mainly from its francophone colonial tradition (although elements of anglophone administration are also present). Emphasis is placed on formal procedures derived from legal texts and on a system of well defined hierarchical interactions. Horizontal communications between ministries are extremely limited. This of course poses tremendous potential problems for a project which, although officially based in one ministry (MINPAT), will have important components in two others. There has traditionally been little incentive for close interministerial cooperation.

The development activities of Cameroon, like those of most African countries, are based on the discrete project as the basic unit for analysis and consideration. The donors themselves subvert the planning process within the ministries by offering new projects from time to time and distort the organizational reward structure. Identifying and generating new projects has become a major preoccupation of Ministry staff. Only in recent years have donors focused seriously themselves on policy issues.

Policy Analysis:

The CAPP project is oriented toward a type of output which is outside the experience of most Cameroonian functionaries: policy analysis. The output of policy analysis, a series of studies and papers evaluating current policies and presenting policy options, bears little relationship to career objectives and advancement. Thus far, for reasons explained in section IIA above, requests for policy studies from higher level ministerial officials are limited. In the past, agricultural policy making has been highly centralized, heavily influenced by vested, particularly elite interests and political and regional considerations (Ntangsi, 1987: 61). The result was a series of regressive policies which have helped contribute to the current national economic crisis. The high degree of centralization of policy making in the Presidency which has predominated in Cameroon since independence is being seriously modified by President Biya. For both technical and political reasons, policy making is being decentralized to the level of the Ministries, thus providing the opportunity for much greater technical expertise and analysis to enter into the policy selection process.

Top ministry officials, who in part because of the decentralization and in part because of the impact of the economic crisis and the attendant budget cuts, are now much more cognizant of the importance of technical and economic considerations that was previously the case. They now recognize the need for better analytic studies in order to promote new, and defend existing programs. The demands by the World Bank and other donors for such studies as a precondition for financing projects may also have an important impact.

Those Cameroonians who will be charged with producing policy studies have little experience in doing this type of work and, based on past experience, feel that they must take account of the policy priorities of high level decision makers rather than presenting them with real options. This perspective will gradually change as decision makers seek objective analysis.

of policy options. Good analysts will become highly valued members of their teams, especially with the reinforcement provided by the CAPP project. As a further means of stimulating interest both within and beyond the ministries, an annual Policy Reviews Conference seminar will both provide visibility and the appropriate motivation for functionaries not only to undertake policy studies but to encourage their dissemination.

Project Organization:

In order to participate fully and most effectively utilize the resources of the CAPP project MINAGRI, MINEPIA and MINPAT will develop a new network to cooperate in the performance of certain key functions. Each will, however maintain control over those actions and studies which are clearly part of their respective official charges. There are still some fears that one Ministry or another will dominate the project and hence block the legitimate work of the others in the context of the project. The most appropriate project organization was selected from among alternative plans. It will establish an Interministerial Committee (IC) consisting of the three ministers who would define the basic agreement to allow their respective subordinates to communicate directly with each other on issues of common concern such as identification of priority policy studies and the review process.

The project coordination team comprised of the Team Leader and the Director of Plan or his designee will be charged with implementation, coordination and assistance in setting the agenda for the I.C.

CAPP PROJECT ORGANIZATION

INTERMINISTERIAL COMMITTEE

PROJECT COORDINATION TEAM

PROJECT TEAM

The project team composed of the U.S. technical assistance team and their counterparts will be charged with producing the annual work plans and budget for the project. This work plan and associated budget would then be discussed and approved by USAID and the IC. The day to day management and implementation of the project would then be left to the project team, with

signatory power for approved expenditures left with the TA team leader and his/her counterpart, the Director of the Plan in MINPAT. This approach has the advantages of simplifying procedures and allowing participating ministries to use existing internal communication channels rather than creating superfluous committees.

In conclusion, it can be said that the organizational and incentive structures in place are not designed specifically to support or reward policy analysis studies. These structures are, however, not so rigid as to prevent change in this orientation from taking place. In fact there is some evidence that organizational perspectives on policy analysis are changing. Pressure from above generated by both the economic crisis and donor demands coupled with carefully designed rewards in the context of the CAPP project can provide important incentives for appropriate analysis. It is extremely important to keep in mind that the first few studies to be undertaken must be carefully selected so as to insure a quick payoff in terms of Ministry interests in projects. The theses to be done in Cameroon by long term participants enrolled in U.S. universities are another vehicle for policy studies and for initiating the younger staff into the process. The continued involvement of faculty from the University Centers of Dschang, Yaounde and Douala in helping to supervise participant theses and their participation in project policy studies should be continued and strengthened. The structural reform package, especially the agricultural sector adjustment loan will require careful monitoring so that the GRC can demonstrate compliance and assess the impact. Policy analysis capabilities developed in MINAGRI, MINEPIA and MINPAT will become increasingly valuable resources. Linking the finance of projects to such analysis could provide one of the strongest incentives. The economic crisis, the resources of the project and donor interest and pressure can all help the government of Cameroon move in the direction of encouraging policy analysis. The job ahead is not easy but the current economic crisis presents us with a limited window of opportunity to successfully initiate and implement the CAPP project.

VII. B. Technical Analysis Summary

To carry out effective policy analyses, CAPP will continue to address the need for improvements in agricultural statistics. In terms of the technical issue, there is a need to build consistency checks into all data collection, and the delays experienced in the tabulation of data, errors are highly likely to occur. If errors are not found and corrected in the current surveys, the credibility of a statistical activity can be brought into question. Consistency checks may be performed through error analysis, sensitivity analysis, or, at a minimum, review by a knowledgeable statistician.

CAPP goals for the annual agricultural survey will be guided by the following:

1. Analysis of the data needs of the involved GRC ministries, adjusting the survey system as necessary to meet those needs.
2. Have the survey system operating so that it is collecting, processing and tabulating data and disseminating reports on a regular cycle.
3. Adjust or increase the capacity of the present survey system to meet increased demands for data from the three ministries involved, including:
 - a) addition of livestock questions/sections.
 - b) ability to conduct special or add-on surveys or studies on as-needed basis.
 - c) ability to revise/improve questionnaires and procedures based on information gained in the annual survey process.
 - d) ability to carry out special treatments of the data for specific statistical summaries, including the calculation of sampling errors.
 - e) addition of such characteristics as cultural practices, food consumption, marketing, cost of production, and prices received by farmers in the survey system on as-needed basis.

Given that CAPP project will emphasize strengthening the analytical capabilities of the technical staff within the Ministry of Livestock, it is important to pay special attention to the major weaknesses that currently exist in data collection, processing, tabulation, and reporting with the Ministry.

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It may be necessary to enlist the assistance of some short-term technical assistance to address issues related to gathering data on migratory herds. At any rate, planning for the inclusion of livestock questions should proceed carefully, with the case studies and pilot studies being completed prior to implementation of a livestock component in the agricultural survey.

In addition, particular attention will be given, during the assessment of the current questionnaire and planned redesign to the measurement of women's role in agriculture. It is planned that the basic purpose for strengthening the data collection and analysis in this area would be to improve the GRC's capacity for planning and policy formulation in respect to female farm operators.

The redesign would be geared toward improving the determination of the actual farm operator, measuring rural-urban migration patterns and detecting complex tenure definitions within the extended family structure.

Presently, the census and surveys do not currently collect enough information on women engaged in farming activities. Current reporting procedures apparently understate the number of female farmers. A major concern in the agricultural sector is rural out migration. Apparently young people and men migrate to cities, leaving an older, female farm population.

The 1984 census reports that 71% of all female farm operators were above the age of 45. In order for the GRC planners to accurately define a strategy to assist women farm operators, a clearer identification and differentiation of the farm operator and his/her roles must be made.

The implementation team will not only review the current questionnaire and survey methodology but assess the existing procedures used by others, especially the IRA's Testing and Liaison Units. A determination will be made on the access and sufficiency of female respondents and the possibility of increasing the female enumerators.

Strategies and Major Issues in Data Collection

1. Sample and Survey Design

The area sampling frame used in the AMP Project is a stable frame requiring few changes from year to year. A review of several segments in the north and extreme north, however, indicates that the segments are too large and it is difficult to enumerate them completely. The CAPP Project will perform a study to reduce the size of the segments in this region by subsampling or two-stage sampling. The main advantage is that a frame has to be prepared for only those units which are in the sample. The fieldwork becomes less expensive since the survey is to be carried out in the selected primary sampling units (psu's). Supervision is easier when the work is restricted to a few clusters.

Given that data collected by interviewers cannot be treated as an independent random sample of responses, a new interpenetrating subsample, ignoring department boundaries, should be selected within each province.

2. Quality Control

The previous project has generated a census, and several agricultural surveys. To reinforce the present system, CAPP goals for the quality control aspects in the agricultural survey system in Cameroon will include the following steps over the next 2 to 3 years:

- a) Strengthen the existing system for a formal, documented, (but fairly simple) rechecking of interviewer selection and enumeration of sample units by Department supervisors and Provincial Office personnel to verify that households were correctly listed in segments, sample households were correctly selected and actually interviewed, all farm operators were identified, the interviewer asked appropriate questions, and field measurement was accurate by re-measuring at least one field.

This recheck will be done on a regular basis, on a rotating scheduled sample of interviewers, so that all interviewers are aware that their work will be checked and reviewed. Forms, manuals and training will need to be developed to implement this system. The important thing to emphasize in such a system is the need to keep forms, instructions, and training simple, and to do the recheck on a rotating sample of interviewers.

- b) A reinterview program will be instituted (beginning as a pilot study) which will require complete and careful reinterviews of a small sample of households and/or farm operators, including redoing field measurements and plant counts.
- c) The practice will be reinforced of making periodic visits by national office staff to provincial and department offices to verify that the correct procedures are being used in the identification and selection of segments and housing units, and that interviewing and measurement techniques are being correctly carried out. Although these visits may not seem as important as other quality control efforts, they can be of great importance in building good relationships between different parts of the system, in improving morale, and in improving the national office staff's ability to plan and develop new or additional studies. Such visits are to be scheduled on a regular basis to assure that different offices throughout the country are observed, and that different national office staff are involved in the observations.

The system will continue to stress the importance of quality control in all meetings with staff at all levels, through the continuing training sessions and by introducing special seminars or workshops on quality control and its importance with regard to the accuracy of the data.

In terms of questionnaire management which encompass all activities related to data collection, field editing, computer editing and tabulation in national office, and storage of questionnaires before and after the data have been entered into the computer, the system must be responsive to the needs of those who depend on timely publication of data.

The irregular flow of work in the National Office has contributed significantly to the delays and bottlenecks in timely processing of data. Work flow measures such as the development of weekly charts showing the number of questionnaires processed would be extremely helpful.

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VII. C. ECONOMIC ANALYSIS

The economic analysis for this project is based on cost effectiveness criteria. Conventional benefit-cost analysis is not a suitable methodology because the expected benefits are very hard to quantify due to the nature of the project's purpose. This purpose is to strengthen the GRC's capacity for policy analysis and the supposition is that, as a result of improved analysis, the policies adopted for developing the livestock and agricultural sub-sectors will be more effective. There are many intermediate criteria by which effectiveness can be judged, such as increased production, a greater quantity of exports, a faster rate of import substitution or a higher level of performance in agricultural input and output markets. However, the ultimate criterion is the extent to which a greater flow of net income is generated for farmers and (through processing industries and multiplier effects) other Cameroonians.

The conventional benefit-cost approach would require that this expected stream of increased net income in the future be estimated and discounted, to be compared with the present value of projects costs. However, putting figures on the increase in net incomes to be expected cannot be done with any degree of accuracy, primarily because the CAPP project is not dedicated to the improvement of any particular policy in any specified way but rather to the policy-making process in general. At this stage, neither the nature nor the magnitude of the hoped for policy changes can be defined sufficiently narrowly to allow a quantification of benefits. What can be said is that they are potentially very great, for the project is so placed that it can exert a very large amount of leverage. Any changes in policy will affect many farmers. An improvement in food marketing systems across the nation; for example, would affect all those farmers who sell some food crops. It would take a very modest increase in the amount of net income earned by these farmers to cover the costs of the project.

Cost Effectiveness It is quite a different question to ask whether there might be a more cost effective way to attain the same end (of improving the government's ability to carry out sound policy analysis). The project contains two main components: the policy analysis part of it, and the section dedicated to data gathering and processing. Each of these parts, in turn, consists of long term TA personnel, short term consultants, and participant training.

The policy analysis section of the project is its main justification. The section of the Project Paper providing the economic rationale for the project shows why an improved capability in policy analysis is necessary, namely, that the country is facing an economic crisis and that dealing effectively with it will require some difficult and careful choices concerning what changes should be made in the structure and functioning of the economy.

There are two approaches, not mutually exclusive, that can be adopted here: on the one hand to bring in consultants either short or long term, or both, to do the analysis for the government, and on the other hand, to work with GRC personnel in doing the analysis in a process of on-the-job training. As a practical matter, a focus exclusively on the latter would considerably slow the output of analytical studies, because the work would have to proceed at a pace which GRC personnel, often without a high level of training or a great deal of experience, could absorb new analytical techniques. By contrast, relying entirely on short-term consultants would preclude effective institutionalization because there would be no opportunity to build up the necessary long term relationships. Furthermore, the per month cost of TDY personnel is significantly higher than that for long term resident TA people.

For this reason, the CAPP project proposes combining the two strategies: the short term consultants being asked to produce papers on policy questions early on, so that the value of the work can be demonstrated quickly while the long term experts devote a good proportion of their time to on-the-job training. In sum, dropping or cutting back either the long term or the TDY elements in policy analysis to reduce project costs would therefore reduce the benefits each is designed to produce.

Timing: The agricultural economists will be brought in at the beginning of the project. Any delay would mean that the objective of producing a large number of studies early on in the project would be less effectively met. Furthermore, the trainees sent away in the early years will diminish the number of personnel available to do studies, though the deliberate staggering of the training schedule described in the Training Plan will keep this problem to the minimum possible. Later, returned trainees should be able to take on some of the analytical work. Ideally, the economists would stay on for the fifth year also, because the returned trainees could benefit from continuous contact with experienced analysts. However, in view of budget constraints, short term personnel will have to be brought in to oversee the studies done and assist with technical problems.

The data gathering and processing section of the project was the subject of much discussion within the design team because it is such a costly element, involving not only personnel but also commodities, particularly vehicles. The cost burden is important not only from the point of view of USAID's budget for the project but also because the amount of recurrent costs which the GRC has to continue to bear after the project is over should be kept to a minimum.

It is clear that the data gathering and processing component must be continued. This decision is not based, it should be made clear, on the fact that a large amount of money has already been put into it and it would be very painful to cut the effort off now. These costs are sunk costs and as such should not influence the direction of future spending.

The reason for continuing is the same as the reason why the expenditure was committed in the first place, namely that policy analysis cannot be carried on in the absence of reliable data of the kind the AMP project has been producing. Further, the data are important not only to ministry personnel working with the AMP and CAPP projects, but also to others involved in policy analysis, in particular the FAO Food and Nutrition Policy project and the very large World Bank projects being contemplated under the sectoral adjustment loan.

This is not to say that there is no room for improvement or economies in data gathering and processing. The technical analysis section of this Paper lays out the design team's thoughts in this area. ~~The proposed extension of the AMP project is contemplated precisely in order to allow the CAPP implementation team to concentrate on such changes.~~

There is one long term statistician programmed for the project, to be brought in during the first year of the project. In MINAGRI she/he will refine the system and implement the changes just alluded to. In MINEPIA the task will be to work on adding livestock data gathering. After the TA statistician's departure, returned trainees will be able to continue the system with the assistance of occasional visits from short term advisors.

Similar considerations apply to the training element of the data gathering and processing section as were stated above for the policy analysis section. The amount of long term training going to MINAGRI is less than for the other two ministries because it has already received considerable assistance of this kind from the AMP project.

A major difficulty is how the recurrent costs of data collection should be met. The level of costs is laid out in the financial section of this design. The government has been cutting the funds it devotes to survey work because of its budgetary difficulties. Any assistance given by USAID to relieve this problems will be provided at its highest level in the first years of the project and then phased out, so as to ensure that when the project ends the government is fully supporting whatever the level of spending then is.

Best Available Document

VII. D. SOCIAL ANALYSIS

Socio-cultural Context

The direct social impact of the CAPP project is limited to the direct beneficiaries, most notably the twenty long term participants, approximately 150 short term participants (in Cameroon and elsewhere) and those Cameroonian functionaries who receive on the job training and practical experience working with the CID TA team. Indirectly, the impact of the project will be considerably more extensive.

A major concern is employment. There is a rural exodus leading to crowded towns with high unemployment while the rural areas themselves suffer from labor shortages. In the past the public sector was able to absorb most graduates of the secondary schools and universities and national schools. With a virtual hiring freeze in the public sector imminent, it is no longer possible to guarantee employment to graduates. These factors combine to create a potentially volatile situation.

While the CAPP project is not in itself an employment generating project, it will assist decision makers to address these vital problems. Studies and analysis will be done of alternative ~~approaches to rural culture and livestock sector development, including the processing of basic necessities.~~ If the project can assist the ~~GRC in the search for effective means of increasing rural incomes and generating increased employment in the private sector development,~~ then it may have an indirect impact on stemming the rural exodus and promoting employment in the rural sector in light manufacturing and food processing. Assessment of programs like the small and medium-sized farm scheme (EAMI), which are designed to generate medium sized agricultural enterprises may also lead to considerable gains or at least prevent serious mistakes from being made. To the extent that the project can contribute the analysis necessary as a base for serious policy reform, it may help contribute to the development of a more vibrant private sector capable of employing many of the recent graduates.

Beneficiaries

The GRC will be the most important beneficiary of the CAPP project in that its ability to perform systematic policy analysis on agricultural sector issues will be greatly increased. This will improve government performance in responding to the demands of the structural readjustment program and allow decision makers to consider the potential impact of a variety of policy options. President Biya's program of decentralizing the policy selection process to the level of the ministries is dependent on increasing the ability of the technical staffs of the three ministries involved to respond to requests from their respective ministers for advice. The CAPP project will be directly supportive of the decentralization program and indirectly of the democratization program.

The direct beneficiaries of the project will be functionaries working in the MINAGRI, MINEPIA and MINPAT, especially in the DEP, DEPF and DP respectively. These individuals will generally have B.S. degrees or their equivalent or professional training beyond this level (veterinarians for example). Twenty of these individuals will receive M.S. level training in the U.S. in fields directly related to the needs of the project. In addition, approximately 150 functionaries will receive short term training which will improve their capabilities and job performance in specific technical areas. Finally, enumerators, working in the field will receive additional on the job training and brief training courses on interviewing techniques and data collection. The GRC has shown no reservations about placing women in responsible positions associated with the past, AMP, project and it is therefore expected that females will be well represented among the trainees, both long and short term.

Participation

There has been a high degree of beneficiary participation in the design of the project. Two separate design workshops were held with representatives of the three ministries involved. This representation included not only functionaries from the capital city but also representatives from the Provinces. In addition, provincial and department level officials who are likely to be involved in the training and implementation activities of the project have been consulted in five of the ten provinces. During the design workshops, Cameroonians were given a full opportunity to express their views on the project purpose, outputs and inputs. Finally, Cameroonians were invited to comment on a draft of the project paper presented to them in both written and oral form. The proposed organization of the project is one which insures maximal Cameroonian participation in all aspects of implementation as well.

VIII. CONDITION PRECEDENT AND COVENANT

A complete listing of the Condition Precedent and Covenants with summary comments below the critical elements are as follows:

a) Conditions Precedent to Disbursement

Prior to any disbursement or to the issuance of any commitment documents under the Grant, the Cooperating Country shall, except as the parties may otherwise agree in writing, furnish to A.I.D. in form and substance satisfactory to A.I.D., a statement of the names and titles of the persons who will act as the representatives of the Cooperating Country, together with a specimen signature of each person specified in such statement.

b) Covenants. The Cooperating Country shall covenant:

- 1) To establish, within 90 days following the execution of the long-term technical assistance contract, an interministerial committee, which shall consist of the ministers of MINPAT, MINAGRI and MINEPIA, or their designees, and which shall have the authority to:
 - a) Identify the need for particular economic and policy analyses and establish the priority for scheduling the review of such analyses.
 - b) Define the basic agreement among the three ministries that will allow them to collaborate efficiently, particularly with regard to the definition of joint studies, the establishment of and access to a data bank, the allocation of budgetary resources and the review and approval of annual workplans.

Comment: Please refer to Section I.E, Section III.C and Section V.A for more detailed discussion.

- 2) To nominate in writing to A.I.D., ~~not later than March 1, 1989,~~ at least five participants ~~for two-year training in the United States in agricultural economics.~~

Comment: During the design process it was determined by the collaborative design team to train twenty participants at the ~~level~~ in U.S. Universities. A comprehensive training plan ~~was developed during the first few months of project implementation to further refine the supply/demand analysis of each Ministry as regards its training needs and implications to project implementation of vacancies in key positions when participants are absent for two-three years. One scenario is that a reduction in the number of M.S. candidates be proposed and training budget modified accordingly.~~

- 3) To require that, upon completion of their training, all long-term participant trainees spend a minimum of five years working in their respective ministry planning units (i.e. the Directorate of Planning (DP) in MINPAT, the Directorate of Studies and Projects (DEP) in MINAGRI and the Directorate of Studies, Projects and Training (DEPT) in MINEPIA).
- 4) To provide adequate electrical power and facilities to support and house the computers and ancillary equipment financed by A.I.D. under the project, which facilities shall be conducive to prolonging the life of the computers.
- 5) To establish accounting controls acceptable to A.I.D. to verify that data collection has been completed. The controls will entail statements from the department and provincial heads of the statistical services certifying that survey segments have been completed. It is understood that there will be three surveys each year, i.e. Form 1 (March - June), Form 2 (September - October) and Form 3 (February - March).

Comment: Please refer to section IV Financial Plan of the project paper, GRC Expenditures. The GRC will guarantee to provide yearly financial support to the Data Collection activity under the project. AID agrees to also share the support costs for this activity (see USAID Expenditures). The administrative responsibilities to effect the AID support to this activity will be borne by the Contractor, according to payment verification guidelines provided by USAID.

- 6) To install or maintain telephones at each project site occupied by members of the contractor technical assistance team.

Comment: One area where project implementation activities were hampered in the former Agriculture Management and Planning (AMP) project was one of daily communication among the different offices in MINAGRI. This was due to the physical distance between the Division of Statistics and Studies and the Planning headquarters. Since this project will add two ministries to the activities it is important that telephones be installed at each location where T.A. are located to create an effective communication channel.

IX. EVALUATION AND AUDIT

Along with the regular system of monitoring of the project a formal procedure for timely periodic evaluation is also necessary. A regularized system of evaluation of the transformation of project inputs into outputs and of the overall impact of the project will be established. The two scheduled evaluations of the CAPP project should include at least three elements: 1) the GRC, especially the MINPAT, MINAGRI and MINEPIA as the prime target beneficiaries; 2) USAID as the source of finance; and 3) a set of independent, recognized technical experts not linked to the project in any way and therefore not subject to a potential conflict of interest. In order to insure the success of the project, evaluations must be done in a timely fashion so that mid course corrections can be made both from a management and technical perspective.

Regular evaluations of the CAPP project will take place in three stages: 1) ~~an early review~~ at the end of the first year; 2) a mid project review at the end of the second year of the project; and 3) an impact review at the end of the fourth year of the project. The early review is a regular part of the CID management system. CID will finance this activity, including the provision of at least one outside expert, a representative of the lead institution and a representative of the CID Executive Committee. USAID and GRC representatives will also be asked to participate in this preliminary effort. The basic purpose will be to identify areas for improvement and potential problems so that they can be resolved early on in the implementation of the project. The evaluation report, including recommendations, will be submitted to all interested parties.

The mid project review, which will be financed by USAID will be composed of a team of experts recruited under a separate contract. USAID may also be represented on the evaluation team. Project documents will be consulted, team members, both U.S. and Cameroonian will be interviewed and project outputs will be measured and assessed. Once again, the principal aim will be to make any corrections necessary to insure the future success of the project. A project performance audit will likely take place during the third year of the project. It will likely focus on recruitment costs and financial control mechanisms set for the data collection activities.

The final evaluation exercise, to be conducted near the completion of the fourth year of the project will be aimed at assessing the impact of the project, especially in terms of the production and use of policy analysis. In addition, this evaluation will look to the utility of and the potential directions to be taken in any follow on to the CAPP project. This evaluation, funded by USAID, will again include outside evaluators with specializations in policy analysis and data collection and analysis, representatives of CID, USAID and the GRC.

In addition to the formal evaluations identified above, annual policy reviews will take place in the context of the monitoring plan and work plans and budgets. This along with other regular monitoring information will be input into all of the evaluation activities.

CAP PROJECT EVALUATION PLAN

EVALUATION ACTIVITY	YEAR .					
	0	1	2	3	4	5
CID EARLY REVIEW		X				
MID PROJECT REVIEW			X			
IMPACT ASSESSMENT						X

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SUBJECT: ECPR GUIDANCE CAMEROON AGRICULTURAL POLICY AND PLANNING PROJECT (E31-0056)

1. THE ECPR MET ON 23 OCTOBER 1987 AND APPROVED THE FID FOR SUBJECT PROJECT AT A LEVEL OF DOIS 8.0 MILLION. OFFICIS REPRESENTED AT THE ECPR INCLUDE AFR/DP/PAB, AFR/DP/PAR, AFR/TR/ARC, AFR/TR/PRC, AFR/PD, AFR/PD/CCWAP, GC/AFR, AFR/CCWA, BIFAD AND USAID (J. JOHNSON). THE FOLLOWING GUIDANCE IS PROVIDED FOR MISSION ACTION DURING THE PP DESIGN.
2. FUNDING- THE MISSION HAS PROPOSED THIS PROJECT FOR FY88 OBLIGATION. IN VIEW OF PROJECTED CYB REDUCTIONS IN FY88 AND FY89, AID/W REQUESTS MISSION TO CONDUCT A MORTGAGE/PIPELINE ANALYSIS OF PROJECT PORTFOLIO TO SHOW HOW THIS PROJECT CAN BE ACCOMMODATED. THIS ANALYSIS SHOULD BE COMPLETED AND SUBMITTED TO AID/W FOR REVIEW PRIOR TO PROCEEDING WITH PROJECT DESIGN. IN ADDITION, IT APPEARS UNLIKELY THAT SUFFICIENT FUNDS WILL BE AVAILABLE IN FY 88 AND MISSION SHOULD, THEREFORE, REVIEW THE IMPLICATIONS OF AN FY89 START (ASSUMING MORTGAGE ANALYSIS SUPPORTS THIS) AND THE POTENTIAL REPERCUSSIONS FOR THE CURRENT AG MANAGEMENT AND PLANNING PROJECT. THE MISSION MAY NEED TO CONSIDER EXTENDING THE CURRENT PROJECT BEYOND THE PLANNED PACE (12/31/88) TO ALLOW SUFFICIENT TIME FOR THE NEW PROJECT TO COME ON STREAM, AN ACTION WHICH COULD HAVE OBVIOUS BUDGET IMPLICATIONS AS WELL. AID/W WOULD APPRECIATE MISSION RESPONSE TO ABOVE AS SOON AS POSSIBLE.
3. PROJECT PURPOSE - THE MISSION IS REQUESTED TO EXAMINE THE PRIMARY OBJECTIVES OF PROJECT AND ANALYZE HOW THEY RELATE TO PROJECT DESIGN. THE PID LOGFRAME DESCRIBES A FAIRLY NEUTRAL INSTITUTION-BUILDING PURPOSE. IMPLIFIED BY VAGUELY STATED IOPS (STRENGTHENED STAFF, QUALITY REPORTS, INTERMINISTERIAL COOPERATION). YET THE LOGFRAME GOAL STATEMENT EXPLICITLY SUPPORTS IMPORTANT PRODUCTION-ORIENTED AND LIBERAL ECONOMIC REFORMS (MARKET DETERMINED PRICES, REDUCED STATE ENTERPRISE, REDUCED

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SUBSIDIES). IT IS REQUESTED THAT THE MISSION STATE MORE EXPLICITLY THE MANNER IN WHICH THIS ACTIVITY IS EXPECTED TO HAVE OUTPUTS CONTRIBUTE TO PURPOSE, AND EXPLICIT LINKAGES FROM PURPOSE TO GOAL-LEVEL OBJECTIVES. ASIDE FROM LENDING CONCEPTUAL CLARITY TO THE PROJECT, SUCH A REEXAMINATION WILL BE NEEDED TO ADDRESS SEVERAL KEY ELEMENTS OF PROJECT OPERATIONS DESIGN INCLUDING: DESIGN TEAM COMPOSITION, TA/TRAINING MIX, TARGETTED INSTITUTIONS, CRITERIA FOR STUDY SELECTION, PROJECT MANAGEMENT, AND MONITORING/ EVALUATION PLANNING.

4. DESIGN TEAM - IN VIEW OF THE INSTITUTION-BUILDING OBJECTIVES OF THE PROJECT, THE PC SUGGESTS THAT THE MISSION CONSIDER ADDING AN INSTITUTIONAL ANALYST TO THE DESIGN TEAM AND THAT THE DESIGN INCLUDE A DETAILED GRC INSTITUTIONAL ANALYSIS OF PARTICIPATING MINISTRIES. PC ALSO SUGGESTS THAT IRM BE REQUESTED TO EXAMINE COMPUTER HARDWARE/SOFTWARE REQUIREMENTS OF THIS PROJECT.

5. TA/TRAINING MIX - THE PROPOSED PROJECT PLANS TO ALLOCATE APPROXIMATELY DOLS 4.9 MILLION TO TA AND DOLS 1.3 MILLION FOR TRAINING (EXCLUDING COMMODITIES AND OTHER COSTS). THE PC QUESTIONED, GIVEN THE NINE YEAR HISTORY OF SUPPORT TO THE AMP PROJECT, WHETHER A GREATER PROPORTION OF FUNDS SHOULD BE GOING INTO TRAINING RATHER THAN TA. SIMILARLY, THE ALLOCATION OF LONG TERM TA AMONG MINISTRIES SEEMS TO EMPHASIZE THE STATISTICS UNIT OF THE MINISTRY OF AGRICULTURE. THE PC SUGGESTS THAT THE PP DESIGN TEAM RECONSIDER THE LEVELS AND TYPES OF TECHNICAL ASSISTANCE AND TRAINING TO BE PROVIDED TO DETERMINE WHETHER THERE SHOULD BE MORE EMPHASIS ON LONG AND/OR SHORT TERM TRAINING AND WHETHER MORE LONG TERM TECHNICAL ASSISTANCE SHOULD BE PROVIDED TO THE GRC

ENTITY HAVING THE GREATER POLICY ANALYSIS/DEVELOPMENT RESPONSIBILITY. THE DESIGN TEAM ALSO SHOULD CONSIDER WHETHER THE ADDITION OF A SPECIALIST IN PUBLIC ADMINISTRATION TO THE LONG TERM TA TEAM WOULD BE USEFUL IN ACHIEVING INSTITUTIONALIZATION OBJECTIVES.

6. MULTI-MINISTERIAL ASSISTANCE - THE CURRENT DESIGN CALLS FOR ASSISTANCE TO BE PROVIDED TO THREE MINISTRIES. THE PC NOTED THE LONG HISTORY OF SUPPORT TO THE MINISTRY OF AGRICULTURE AND THE FACT THAT WHILE THERE HAS BEEN SATISFACTORY PROGRESS IN SEVERAL AREAS (DATA COLLECTION, STATISTICS, ETC), THE CURRENT PROJECT HAS NOT ACCOMPLISHED ALL THAT HAD BEEN INTENDED. THE PC QUESTIONED WHETHER THE EXPANSION OF THE NEW PROJECT TO INCLUDE OTHER MINISTRIES MIGHT BE OVER-AMBITIOUS AND DIMINISH WHAT ALREADY HAS BEEN ACCOMPLISHED WITH THE MINISTRY OF AGRICULTURE. A RELATED CONCERN REGARDING WORKING WITH THREE MINISTRIES IS THAT OF PROJECT

COORDINATION AMONG MINISTRIES. AS NOTED IN THE PID, THERE IS A HISTORY IN CAMERCON OF A LACK OF COORDINATION BETWEEN THE MINISTRY OF AGRICULTURE AND THE MINISTRY OF LIVESTOCK. HOWEVER, THE PID DID NOT ADDRESS CLEARLY HOW THESE COORDINATION PROBLEMS WOULD BE RESOLVED. THE DESIGN TEAM SHOULD RECONSIDER WHETHER WORKING WITH THESE MINISTRIES IS FEASIBLE AND PROVIDE A JUSTIFICATION OF THIS APPROACH INCLUDING A DETAILED PLAN FOR THE MANAGEMENT OF INTER-MINISTERIAL COORDINATION DURING PROJECT IMPLEMENTATION.

7. MANAGEMENT ISSUES - THE EVALUATION TEAM FOR THE AMP PROJECT NOTED EXCELLENT PROGRESS IN MANY AREAS. HOWEVER, THE TEAM FELT THAT THERE WERE SERIOUS MANAGEMENT WEAKNESSES IN THE PROJECT. IT APPEARS THAT THERE WERE CONFLICTING PRIORITIES BETWEEN THE MISSION, GRC AND THE TA TEAM. THE PP DESIGN TEAM SHOULD ADDRESS THIS ISSUE AND INDICATE HOW THE NEW PROJECT IS TO AVOID THE MANAGEMENT PROBLEMS EXPERIENCED BY THE CURRENT PROJECT, PARTICULARLY THE LACK OF DELINEATION OF THE RESPECTIVE ROLES OF THE GRC, THE TA TEAM AND THE MISSION. OTHER LESSONS LEARNED FROM THE CURRENT PROJECT SHOULD BE FACTORED INTO THE DESIGN OF THE NEW ONE AND SHOULD BE HIGHLIGHTED IN THE PP.

8. OTHER DONOR AND OTHER MISSION PROJECT LINKAGES - THERE WAS INSUFFICIENT INFORMATION IN THE PID REGARDING THE RELATIONSHIP OF THIS PROJECT TO ONGOING AND PLANNED ACTIVITIES OF OTHER DONORS, NOTABLY THE WORLD BANK, FAO, FRANCE AND GERMANY. IN ADDITION THE RELATIONSHIP OF THIS PROJECT TO OTHER MISSION PROJECTS WAS NOT FULLY

EXPLAINED IN THE PID. THE DESIGN TEAM MUST FOCUS ON THIS ISSUE AND PROVIDE IN-DEPTH INFORMATION REGARDING WHAT OTHER DONORS ARE DOING AND PRESENT A DETAILED PROPOSAL FOR COORDINATION AMONG DONORS IN PROJECT IMPLEMENTATION. THE PP SHOULD SIMILARLY DELINEATE THE RELATIONSHIP OF THIS PROJECT TO OTHER MISSION PROJECTS, PARTICULARLY THE AEPF.

9. CONTRACTING MECHANISM - THE PC QUESTIONED WHETHER THE COLLABORATIVE ASSISTANCE MECHANISM WAS THE MOST APPROPRIATE FOR THE TYPES OF ASSISTANCE BEING PROPOSED AND WHETHER TITLE XII INSTITUTIONS WOULD BE ABLE TO MEET THE TECHNICAL NEEDS OF THIS PROJECT. THE PC INDICATED THAT PERHAPS A TITLE XII/USDA/PRIVATE SECTOR MIX WOULD BE MORE APPROPRIATE AND QUESTIONED WHETHER THIS WOULD BE POSSIBLE UNDER THE COLLABORATIVE ASSISTANCE MODE. AID/W WOULD APPRECIATE MISSION'S COMMENTS ON THIS ISSUE AND AN INDICATION OF WHY THE MISSION FEELS THAT COLLABORATIVE ASSISTANCE IS THE CONTRACTING METHOD OF CHOICE FOR THIS PROJECT. IF THE COLLABORATIVE ASSISTANCE MECHANISM IS USED, THE RFP SHOULD ALLOW FOR MAXIMUM FLEXIBILITY IN OBTAINING THE TECHNICAL EXPERTISE (WITH APPROPRIATE FRENCH LANGUAGE CAPABILITY) REQUIRED FOR PROJECT DESIGN AND IMPLEMENTATION INCLUDING SUBCONTRACTS WITH THE PRIVATE SECTOR. IN ADDITION, THE MISSION SHOULD ASSURE

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THAT, IF COLLABORATIVE ASSISTANCE IS USED, STANDARD LANGUAGE ENCOURAGING THE PARTICIPATION OF GRAY AMENDMENT ENTITIES (BBCU'S) EITHER AS PRIME CONTRACTORS OR SUBCONTRACTORS IS USED IN ANY REI'S AND RELATED CED NOTICES DEVELOPED FOR THIS PROJECT.

10. GRC COMMITMENT - AS INDICATED EARLIER, THE PC NOTED THE MANAGEMENT PROBLEMS OF THE CURRENT AMP PROJECT AND QUESTIONED WHETHER THIS REFLECTED A LACK OF GRC COMMITMENT TO IMPROVED ECONOMIC ANALYSIS AND THE DELIBERATE USE OF THIS ANALYSIS IN THE POLICY DEVELOPMENT PROCESS. IT WAS NOTED THAT THE GRC IS EXPERIENCING SEVERE BUDGET CONSTRAINTS AND THAT THIS MIGHT AFFECT THE GRC RESOURCES AVAILABLE FOR THIS PROJECT. THE PC SUGGESTS THAT THE DESIGN TEAM ADDRESS THIS CONCERN IN THE PP.

11. WAIVERS - THE PC NOTES THAT VEHICLE AND OTHER COMMODITY WAIVERS MAY BE REQUIRED AND SHOULD BE INCORPORATED INTO THE PP. WAIVERS REQUIRING AID/W ACTION SHOULD BE OBTAINED PRIOR TO PP AUTHORIZATION.

12. IEE - THE BEO AND GC CONCUR ON THE IEE INCLUDED IN THE PID.

13. AID/W DELEGATES AUTHORITY TO THE FIELD FOR PP APPROVAL AND PROJECT AUTHORIZATION. HOWEVER, SINCE THIS WILL MOST LIKELY BE AN FY 89 START, IF THERE ARE ANY MAJOR CHANGES IN THE OVERALL PURPOSE, DESIGN AND COST OF THIS PROJECT FROM WHAT IS DESCRIBED IN THE CURRENT PID AS AMENDED BY THIS GUIDANCE, SUPPLEMENTARY INFORMATION SHOULD BE SUBMITTED TO AID/W FOR REVIEW PRIOR TO PP DESIGN/APPROVAL BY THE MISSION.

14. DECONTROL UPON RECEIPT SHULTZ

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INITIAL ENVIRONMENTAL EXAMINATION
OR
CATEGORY EXCLUSION

Country: Cameroon

Title of Activity: Agricultural Policy and Planning Project

Project No.: 631-0059

Funding: \$8.0 million LOP

IEE Prepared By: Gary R. Cohen, Mission Environmental Officer

Environmental Action

Recommended: Categorical Exclusion

Discussion: This activity meets the criteria for a categorical exclusion in accordance with section 216(2)(c) of AID Regulation 16 and is therefore excluded from further review. The goal of the project is to support the Government of Cameroon's agricultural economic policy reform and adjustment efforts. The project purpose is to strengthen the capacity of the GRC to carry out economic policy development and planning. The Project's main focus will be to assist the organizational units in the Ministries of Plan, Agriculture and Livestock to collect and process more accurate and timely data, conduct statistical economic and policy analysis and develop more effective investment and development plans for the agricultural sector.

More specifically, project resources will fund the following activities through the life of project:

- (A) Enhancement of the analytical capabilities of the Division of Planning in the Ministry of Plan through provision of technical assistance, microcomputers and staff training;
- (B) Assistance to the Ministry of Agriculture to increase the ability to carry out project design, economic analysis and data collection and analysis;
- (C) Assistance to the Ministry of Livestock to increase analytical capabilities, including data analysis and report formats specific to the Livestock sector.

The use of project resources is used solely to economic and data analysis, training and development planning and thus it may be considered as an 'action which does not have an effect on the natural or physical environment'. This according to section 16.2(c)(1) is criteria for a categorical exclusion. In addition, this activity is not subject to further review on the basis of section 16.2(c)(2) which refers to exemption of 'studies, projects or programs intended to develop the capability of recipient countries to engage in development planning, except to the extent designed to result in activities affecting the environment (such as construction etc.).'

Approved: _____

[Signature]
Col. P. Johnson
Director, USAID/Cameroon

Disapproved: _____

Date: _____

8/27/87

Clearance: BBryant *[Signature]*

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Support GRC in eq. economic policy reform and adjustment to a free market economy. Develop a free market economic policy...

Purpose

Strengthen and institutionalize the capacity of the GRC to carry out economic policy development and planning. DAPP will assist the Ministry of Plan, Agriculture and Livestock to conduct systematic data gathering policy analysis aimed at identifying opportunities and constraints in rural sector development and to propose policy options to address them.

Decisions taken by GRC to liberalize markets and promote private sector. Procedures and trace documents to respond to the economic sought by GRC.

End of Project Status

1. Regular procedures in use for identifying, designing, and carrying out or supervising needed policy analyses, and for communicating results to decision-makers.
2. Private sector policy options for pursuing development goals presented to and considered by decision-makers. Private sector interests provide information concerning their involvement in development objectives.
3. Data collection procedures, tabulations and analysis routinized in MINAGRI and NINEPIA
4. GRC decision-makers aware of policy analyses and annual reports.
5. Interministerial coordination takes place in policy analysis and management of survey systems.

Official statements of GRC ministries, budgets and planning documents

1. Review of records of Project Policy and Technical Committees

2. Interviews with leaders in the private sector, e.g. Chamber of Commerce

3. Review of operations annuals, and annual reports and tabulations.

4. Interviews with decision-makers

5. Minutes of meetings of Policy and Technical Committees

6. Project reports

Affecting purpose-goal link

GRC will maintain commitment to liberalizing the economy.

Personnel trained under the IMF and DAPP projects will be retained in the DP, JEP and DEPF.

GRC will pay recurrent costs for data collection and processing

- | | | | |
|---|---|---|--|
| <p>3. An integrated, functioning data bank which will serve the planning and analysis needs of the three ministries.</p> | <p>3. One central data bank and three specialized sub-banks for the ministries.</p> | <p>3. Printouts and documentation on data being stored.</p> | <p>3. 100% and 100% of the...
...time to work on policy studies</p> |
| <p>4. A system for collecting, processing and disseminating key data and publications on the rural sector in a timely fashion for use at the national and provincial levels.</p> | <p>4. One functioning, information system for the three ministries, including 10 provincial sub-systems.</p> | <p>4. Hardware and software in place, and project reports.</p> | <p>4 and 5. Telecommunications facilities to support networking of computers.
The environment for the computers will be adequately maintained.
Computers supplied under the AMP project will be available. The 3 ministries will be willing to cooperate in the collection and processing of data.</p> |
| <p>5. A series of policy studies associated with structural readjustment which address major concerns of Cambodian decision makers in the agricultural and livestock sectors. Some studies may be carried out in association with the University Center of Dechang or the private sector.</p> | <p>5. 25 policy studies and 15 masters theses.</p> | <p>5. Review of policy papers and MS theses in documentation center.
Official ministry reports and documents.</p> | <p>Data backlog under AMP project will be cleared up during initial 6 months of JAPP.</p> |
| <p>6. Contribution to the planning process in the three ministries for the preparation of the agricultural and livestock sections of the Seventh Five Year Plan.</p> | <p>6. A sub-sectoral planning paper prepared for the Seventh Five Year Plan for each of NINPAT, NINAGRI, NINEPIA.</p> | <p>6. Review of documents and the Seventh Plan.</p> | <p>6. GPC will allow studies to be carried out and results disseminated.</p> |
| <p>7. Functioning interministerial, agricultural and livestock policy committee which will approve policy analysis priorities, annual work plans and budgets.</p> | <p>7. One functioning Policy Committee and one functioning Technical Committee.</p> | <p>7. Minutes of meetings.</p> | <p>7. Policy makers will accept recommendations made by TA planners.</p> |
| <p>8. An annual conference at which papers produced under the project are presented and representatives from interested ministries, donors and the private sector attend.</p> | <p>8. One conference towards the end of each year of the project.</p> | <p>8. Review of proceedings.</p> | <p>8. Such a committee is consistent with GRC administrative regulations and practice.</p> |
| | | | <p>9. The quality of papers produced will justify presentation.</p> |

1. Non- and NINEP
- Data process specialist
- NINEP and NINEP
- Data director

4 P.Y.

- Trainings: long term U.S.
short term U.S.
short term in-country

24 person teams
20 U.S. degrees
20 persons to workshops
10 workshops x 20
participants each

- Specified computer hardware
and software
- Specified vehicles

Project documents and semi-
annual reports

ARC etc. have sufficient
resources to supply the
inputs specified

2. Data SRC:
- Personnel: Sustained coun-
terparts are to work full-
time on project activities;
field personnel for data
gatherings; counterparts for
long term training. Salaries
paid by SRC.

6 counterparts
10 provincial directors for
statistics
49 departmental supervisors
200 enumerators
20 persons for NS training

Budgets and reports of coord-
inating departments

Inputs supplied, financial
allocations and administrative
actions are timely

- Inter-departmental and
inter-ministerial coordina-
tion in project activities.

- Dedication of project
equipment and vehicles to pro-
ject activities.

- Logistical support: gaso-
line, maintenance and repairs
for vehicles, adequate elec-
trical system for computer
support, printing costs for
questionnaires and reports,
per diem for SRC personnel,
survey equipment, office sup-
plies; office space for TA
personnel.

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listed below are statutory criteria applicable to (A) FAA funds generally; (B) Development Assistance funds only; or (B)(2) the Economic Support Fund only.

A. GENERAL CRITERIA FOR COUNTRY ELIGIBILITY

1. FY 1988 Continuing Resolution Sec. 526. No
Has the President certified to the Congress that the government of the recipient country is failing to take adequate measures to prevent narcotic drugs or other controlled substances which are cultivated, produced or processed illicitly, in whole or in part, in such country or transported through such country, from being sold illegally within the jurisdiction of such country to United States Government personnel or their dependents or from entering the United States unlawfully?

2. FAA Sec. 481(h). (This provision applies to assistance of any kind provided by grant, sale, loan, lease, credit, guaranty, or insurance, except assistance from the Child Survival Fund or relating to international narcotics control, disaster and refugee relief, or the provision of food or medicine.) If the recipient is a "major illicit drug producing country" (defined as a country producing during a fiscal year at least five metric tons of opium or 500 metric tons of coca or marijuana) or a "major drug-transit country" (defined as a country that is a significant direct source of illicit drugs significantly affecting the United States, through which such drugs are transported, or through which significant sums of drug-related profits are laundered with the knowledge or complicity of the government), has the President in the March 1 International Narcotics Control Strategy Report (INSCR) determined and certified to the Congress (without N/A

Congressional enactment, within 30 days of continuous session, of a resolution disapproving such a certification), or has the President determined and certified to the Congress on any other date (with enactment by Congress of a resolution approving such certification), that (a) during the previous year the country has cooperated fully with the United States or taken adequate steps on its own to prevent illicit drugs produced or processed in or transported through such country from being transported into the United States, and to prevent and punish drug profit laundering in the country, or that (b) the vital national interests of the United States require the provision of such assistance?

- 3 Drug Act Sec. 2013. (This section applies to the same categories of assistance subject to the restrictions in FAA Sec. 481(h), above.) If recipient country is a "major illicit drug producing country" or "major drug-transit country" (as defined for the purpose of FAA Sec 481(h)), has the President submitted a report to Congress listing such country as one (a) which, as a matter of government policy, encourages or facilitates the production or distribution of illicit drugs; (b) in which any senior official of the government engages in, encourages, or facilitates the production or distribution of illegal drugs; (c) in which any member of a U.S. Government agency has suffered or been threatened with violence inflicted by or with the complicity of any government officer; or (d) which fails to provide reasonable cooperation to lawful activities of U.S. drug enforcement agents, unless the President has provided the required certification to Congress pertaining to U.S. national interests and the drug control and criminal prosecution efforts of that country?

N/A

4. FAA Sec. 620(c). If assistance is to a government, is the government liable as debtor or unconditional guarantor on any debt to a U.S. citizen for goods or services furnished or ordered where (a) such citizen has exhausted available legal remedies and (b) the debt is not denied or contested by such government? (a) No
5. FAA Sec. 620(e)(1). If assistance is to a government, has it (including any government agencies or subdivisions) taken any action which has the effect of nationalizing, expropriating, or otherwise seizing ownership or control of property of U.S. citizens or entities beneficially owned by them without taking steps to discharge its obligations toward such citizens or entities? No
6. FAA Secs. 620(a), 620(f), 620D; FY 1988 Continuing Resolution Sec. 512. Is recipient country a Communist country? If so, has the President determined that assistance to the country is vital to the security of the United States, that the recipient country is not controlled by the international Communist conspiracy, and that such assistance will further promote the independence of the recipient country from international communism? Will assistance be provided directly to Angola, Cambodia, Cuba, Iraq, Libya, Vietnam, South Yemen, Iran or Syria? Will assistance be provided to Afghanistan without a certification? No
7. FAA Sec. 620(i). Has the country permitted, or failed to take adequate measures to prevent, damage or destruction by mob action of U.S. property? No
8. FAA Sec. 620(l). Has the country failed to enter into an investment guaranty agreement with OPIC? No

FAA Sec. 601(a); Fishermen's Protective Act of 1967, as amended, Sec. 5. (a) Has the country seized, or imposed any penalty or sanction against, any U.S. fishing vessel because of fishing activities in international waters? (b) If so, has any deduction required by the Fishermen's Protective Act been made?

10. FAA Sec. 620(q); FY 1988 Continuing Resolution Sec. 518. (a) Has the government of the recipient country been in default for more than six months on interest or principal of any loan to the country under the FAA? (b) Has the country been in default for more than one year on interest or principal on any U.S. loan under a program for which the FY 1988 Continuing Resolution appropriates funds?

11. FAA Sec. 620(s). If contemplated assistance is development loan or to come from Economic Support Fund, has the Administrator taken into account the percentage of the country's budget and amount of the country's foreign exchange or other resources spent on military equipment? (Reference may be made to the annual "Taking into Consideration" memo: "Yes, taken into account by the Administrator at time of approval of Agency OYB." This approval by the Administrator of the Operational Year Budget can be the basis for an affirmative answer during the fiscal year unless significant changes in circumstances occur.)

FAA Sec. 620(t). Has the country severed diplomatic relations with the United States? If so, have relations been resumed and have new bilateral assistance agreements been negotiated and entered into since such resumption?

FAA Sec. 661. What is the payment status of the country's U.N. obligations? If the country is in arrears, were such arrearages taken into account by the A.I.D. Administrator in determining the current A.I.D. Operational Year Budget? (Reference may be made to the Taking into Consideration memo.)

The A.I.D. is not in arrears as of the date of the FY 1988 Taking into Consideration Memo for purposes of sanctions to be applied by Article VI of the U.N. Charter.

14. FAA Sec. 620A. Has the President determined that the recipient country grants sanctuary from prosecution to any individual or group which has committed an act of international terrorism or otherwise supports international terrorism? No
15. FY 1988 Continuing Resolution Sec. 576. Has the country been placed on the list provided for in Section 6(j) of the Export Administration Act of 1979 (currently Libya, Iran, South Yemen, Syria, Cuba, or North Korea)? No
16. ISDCA of 1985 Sec. 552(b). Has the Secretary of State determined that the country is a high terrorist threat country after the Secretary of Transportation has determined, pursuant to section 1115(e)(2) of the Federal Aviation Act of 1958, that an airport in the country does not maintain and administer effective security measures? No
17. FAA Sec. 666(b). Does the country object, on the basis of race, religion, national origin or sex, to the presence of any officer or employee of the U.S. who is present in such country to carry out economic development programs under the FAA? No
18. FAA Secs. 669, 670. Has the country, after August 3, 1977, delivered to any other country or received nuclear enrichment or reprocessing equipment, materials, or technology, without specified arrangements or safeguards, and without special certification by the President? Has it transferred a nuclear explosive device to a non-nuclear weapon state, or if such a state, either received or detonated a nuclear explosive device? (FAA Sec. 620E permits a special waiver of Sec. 669 for Pakistan.) No

FRA Sec. 471. If the country is a non-nuclear weapon state, has it, on or after August 8, 1985, exported (or attempted to export) illegally from the United States any material, equipment, or technology which would contribute significantly to the ability of a country to manufacture a nuclear explosive device?

20. ISDCA of 1981 Sec. 720. Was the country represented at the Meeting of Ministers of Foreign Affairs and Heads of Delegations of the Non-Aligned Countries to the 36th General Assembly of the U.N. on Sept. 25 and 28, 1981, and did it fail to disassociate itself from the communique issued? If so, has the President taken it into account? (Reference may be made to the Taking into Consideration memo.)

Yes, it was represented at the meeting. This was however, taken into account by the Administrator in the FY 1988 Taking into Consideration Memo.

21. FY 1988 Continuing Resolution Sec. 528. Has the recipient country been determined by the President to have engaged in a consistent pattern of opposition to the foreign policy of the United States?

No

22. FY 1988 Continuing Resolution Sec. 513. Has the duly elected Head of Government of the country been deposed by military coup or decree? If assistance has been terminated, has the President notified Congress that a democratically elected government has taken office prior to the resumption of assistance?

No

23. FY 1988 Continuing Resolution Sec. 543. Does the recipient country fully cooperate with the international refugee assistance organizations, the United States, and other governments in facilitating lasting solutions to refugee situations, including resettlement without respect to race, sex, religion, or national origin?

Yes

10-2) - PROJECT CHECKLIST

Listed below are statutory criteria applicable to projects. This section is divided into two parts. Part A includes criteria applicable to all projects. Part B applies to projects funded from specific sources only: B(1) applies to all projects funded with Development Assistance; B(2) applies to projects funded with Development Assistance loans; and B(3) applies to projects funded from ESF.

CROSS REFERENCES: IS COUNTRY CHECKLIST UP TO DATE? HAS STANDARD ITEM CHECKLIST BEEN REVIEWED FOR THIS PROJECT?

A. GENERAL CRITERIA FOR PROJECT

1. FY 1988 Continuing Resolution Sec. 523; FAA Sec. 634A. If money is sought to obligated for an activity not previously justified to Congress, or for an amount in excess of amount previously justified to Congress, has Congress been properly notified? Yes
2. FAA Sec. 611(a)(1). Prior to an obligation in excess of \$500,000, will there be (a) engineering, financial or other plans necessary to carry out the assistance, and (b) a reasonably firm estimate of the cost to the U.S. of the assistance? (a) Yes (b) Yes
3. FAA Sec. 611(a)(2). If legislative action is required within recipient country, what is the basis for a reasonable expectation that such action will be completed in time to permit orderly accomplishment of the purpose of the assistance? N/A

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4. FAA Sec. 611(e) ; FY 1988 Continuing Resolution Sec. 501. If project is for water or water-related land resource construction, have benefits and costs been computed to the extent practicable in accordance with the principles, standards, and procedures established pursuant to the Water Resources Planning Act (42 U.S.C. 1962, et seq.)? (See A.I.D. Handbook 3 for guidelines.)
 5. FAA Sec. 611(e). If project is capital assistance (e.g., construction), and total U.S. assistance for it will exceed \$1 million, has Mission Director certified and Regional Assistant Administrator taken into consideration the country's capability to maintain and utilize the project effectively? N/A
 6. FAA Sec. 209. Is project susceptible to execution as part of regional or multilateral project? If so, why is project not so executed? Information and conclusion whether assistance will encourage regional development programs. N/A
 7. FAA Sec. 601(a). Information and conclusions on whether projects will encourage efforts of the country to:
 - (a) increase the flow of international trade;
 - (b) foster private initiative and competition;
 - (c) encourage development and use of cooperatives, credit unions, and savings and loan associations;
 - (d) discourage monopolistic practices;
 - (e) improve technical efficiency of industry, agriculture and commerce; and
 - (f) strengthen free labor unions.In general; this project will build a capacity within the agricultural and livestock sectors to improve economic policy analysis and planning. AID is supporting the GR efforts to adjust to a more liberalized market economy to meet domestic needs and international competition.
 8. FAA Sec. 601(b). Information and conclusions on how project will encourage U.S. private trade and investment abroad and encourage private U.S. participation in foreign assistance programs (including use of private trade channels and the services of U.S. private enterprise). In general, this project will conduct economic policy options which will encourage free market international trade where by U.S. firms would be eligible to compete.
 9. FAA Secs. 612(b), 615(h). Describe steps taken to assure that, to the maximum extent possible, the country is contributing local currencies to meet the cost of contractual and other services, and foreign currencies owned by the U.S. are utilized in lieu of dollars. In reference to the Proj. Agreement, the agreement provides GRC contribution to the total LOP cost of 27 per cent.

11. FAA Sec. 412(d). Does the U.S. own excess foreign currency of the country and, if so, what arrangements have been made for its release? N/A
11. FY 1988 Continuing Resolution Sec. 521. If assistance is for the production of any commodity for export, is the commodity likely to be in surplus on world markets at the time the resulting productive capacity becomes operative, and is such assistance likely to cause substantial injury to U.S. producers of the same, similar or competing commodity? N/A
12. FY 1988 Continuing Resolution Sec. 553. Will the assistance (except for programs in Caribbean Basin Initiative countries under U.S. Tariff Schedule "Section 807," which allows reduced tariffs on articles assembled abroad from U.S.-made components) be used directly to procure feasibility studies, prefeasibility studies, or project profiles of potential investment in, or to assist the establishment of facilities specifically designed for, the manufacture for export to the United States or to third country markets in direct competition with U.S. exports, of textiles, apparel, footwear, handbags, flat goods (such as wallets or coin purses worn on the person), work gloves or leather wearing apparel? N/A
13. FAA Sec. 119(g)(4)-(6). Will the assistance (a) support training and education efforts which improve the capacity of recipient countries to prevent loss of biological diversity; (b) be provided under a long-term agreement in which the recipient country agrees to protect ecosystems or other wildlife habitats; (c) support efforts to identify and survey ecosystems in recipient countries worthy of protection; or (d) by any direct or indirect means significantly degrade national parks or similar protected areas or introduce exotic plants or animals into such areas? In general, the project does not focus primarily on these issues. However policy studies may be identified during the life of this project which addresses these issues.

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14. FAA 121 d. If a Sahel project, has a determination been made that the host government has an adequate system for accounting for and controlling receipt and expenditure of project funds (either dollars or local currency generated therefrom)? N/A
 15. FY 1988 Continuing Resolution. If assistance is to be made to a United States PVO (other than a cooperative development organization), does it obtain at least 20 percent of its total annual funding for international activities from sources other than the United States Government? N/A
 16. FY Continuing Resolution Sec. 541. If assistance is being made available to a PVO, has that organization provided upon timely request any document, file, or record necessary to the auditing requirements of A.I.D., and is the PVO registered with A.I.D.? N/A
 17. FY 1988 Continuing Resolution Sec. 514. If funds are being obligated under an appropriation account to which they were not appropriated, has prior approval of the Appropriations Committees of Congress been obtained? N/A
 18. FY Continuing Resolution Sec. 515. If deob/leob authority is sought to be exercised in the provision of assistance, are the funds being obligated for the same general purpose, and for countries within the same general region as originally obligated, and have the Appropriations Committees of both Houses of Congress been properly notified? N/A
 19. State Authorization Sec. 139 (as interpreted by conference report). Has confirmation of the date of signing of the project agreement, including the amount involved, been cabled to State L/Y and A.I.D. LEG within 60 days of the agreement's entry into force with respect to the United States, and has the full text of the agreement been pouched to those same offices? (See Handbook J, Appendix 6G for agreements covered by this provision). N/A

insuring wide participation of the poor in the benefits of development on a sustained basis, using appropriate U.S. institutions; (b) help develop cooperatives, especially by technical assistance, to assist rural and urban poor to help themselves toward a better life, and otherwise encourage democratic private and local governmental institutions; (c) support the self-help efforts of developing countries; (d) promote the participation of women in the national economies of developing countries and the improvement of women's status; and (e) utilize and encourage regional cooperation by developing countries.

(d) The project will build upon the data base already established in the agricultural census and subsequent surveys to identify women opportunities in order to improve their general welfare and productiveness in the economic subsectors.

(e) Policy options will be developed with a focus on encouraging the country's competitiveness in regional trade. Analysis prepared this project can also be useful to planners in neighboring West African countries.

- c. FAA Secs. 103, 103A, 104, 105, 106, 120-21. Does the project fit the criteria for the source of funds (functional account) being used? Yes, satisfies requirement under Development Fund for Africa Procedures.
- d. FAA Sec. 107. Is emphasis placed on use of appropriate technology (relatively smaller, cost-saving, labor-using technologies that are generally most appropriate for the small farms, small businesses, and small incomes of the poor)? Yes
- e. FAA Secs. 110, 124(d). Will the recipient country provide at least 25 percent of the costs of the program, project, or activity with respect to which the assistance is to be furnished (or is the latter cost-sharing requirement being waived for a "relatively least developed" country)? Yes
- f. FAA Sec. 128(b). If the activity attempts to increase the institutional capabilities of private organizations or the government of the country, or if it attempts to stimulate scientific and technological research, has it been designed and will it be monitored to ensure that the ultimate beneficiaries are the poor majority? Yes

FAA Sec. 281(b). Describe extent to which program recognizes the particular needs, desires, and capacities of the people of the country; utilizes the country's intellectual resources to encourage institutional development; and supports civil education and training in skills required for effective participation in governmental processes essential to self-government.

The assistance provided by the project is responsive to the needs of the government in building its analytical capacity through training to conduct effective policy development and planning in the agricultural and livestock sectors.

h. FY 1988 Continuing Resolution Sec. 538. Are any of the funds to be used for the performance of abortions as a method of family planning or to motivate or coerce any person to practice abortions?

No

Are any of the funds to be used to pay for the performance of involuntary sterilization as a method of family planning or to coerce or provide any financial incentive to any person to undergo sterilizations?

No

Are any of the funds to be used to pay for any biomedical research which relates in whole or in part, to methods of, or the performance of, abortions or involuntary sterilization as a means of family planning?

No

i. FY 1988 Continuing Resolution. Is the assistance being made available to any organization or program which has been determined to support or participate in the management of a program of coercive abortion or involuntary sterilization?

No

If assistance is from the population functional account, are any of the funds to be made available to voluntary family planning projects which do not offer, either directly or through referral to or information about access to, a broad range of family planning methods and services?

No

FAA Sec. 601(a). Will the project utilize competitive selection procedures for the awarding of contracts, except where applicable procurement rules allow otherwise?

Yes

- k. FY 1988 Continuing Resolution. What portion of the funds will be available only for activities of economically and socially disadvantaged enterprises, historically black colleges and universities, colleges and universities having a student body in which more than 20 percent of the students are Hispanic Americans, and private and voluntary organizations which are controlled by individuals who are black Americans, Hispanic Americans, or Native Americans, or who are economically or socially disadvantaged (including women)?

The REI, design contract to Title XII, and Project Paper all have references to encourage strong and effective participation of these entities.

1. FAA Sec. 118(c). Does the assistance comply with the environmental procedures set forth in A.I.D. Regulation 16? Does the assistance place a high priority on conservation and sustainable management of tropical forests? Specifically, does the assistance, to the fullest extent feasible: (a) stress the importance of conserving and sustainably managing forest resources; (b) support activities which offer employment and income alternatives to those who otherwise would cause destruction and loss of forests, and help countries identify and implement alternatives to colonizing forested areas; (c) support training programs, educational efforts, and the establishment or strengthening of institutions to improve forest management; (d) help end destructive slash-and-burn agriculture by supporting stable and productive farming practices; (e) help conserve forests which have not yet been degraded by helping to increase production on lands already cleared

In general, this project is a policy project and will have the opportunity to analyze these issues, particularly land use allocations and alternatives for optional investment.

or degraded; (f) conserve forested watersheds and rehabilitate those which have been deforested; (g) support training, research, and other actions which lead to sustainable and more environmentally sound practices for timber harvesting, removal, and processing; (h) support research to expand knowledge of tropical forests and identify alternatives which will prevent forest destruction, loss, or degradation; (i) conserve biological diversity in forest areas by supporting efforts to identify, establish, and maintain a representative network of protected tropical forest ecosystems on a worldwide basis, by making the establishment of protected areas a condition of support for activities involving forest clearance or degradation, and by helping to identify tropical forest ecosystems and species in need of protection and establish and maintain appropriate protected areas; (j) seek to increase the awareness of U.S. government agencies and other donors of the immediate and long-term value of tropical forests; and (k) utilize the resources and abilities of all relevant U.S. government agencies?

- m. FAA Sec. 118(c)(13). If the assistance will support a program or project significantly affecting tropical forests (including projects involving the planting of exotic plant species), will the program or project (a) be based upon careful analysis of the alternatives available to achieve the best sustainable use of the land, and (b) take full account of the environmental impacts of the proposed activities on biological diversity?

N/A

n. FAA Sec. 118(c)(14). Will assistance be used for (a) the procurement or use of logging equipment, unless an environmental assessment indicates that all timber harvesting operations involved will be conducted in an environmentally sound manner and that the proposed activity will produce positive economic benefits and sustainable forest management systems; or (b) actions which will significantly degrade national parks or similar protected areas which contain tropical forests, or introduce exotic plants or animals into such areas?

(a) No

(b) No

o. FAA Sec. 118(c)(15). Will assistance be used for (a) activities which would result in the conversion of forest lands to the rearing of livestock; (b) the construction, upgrading, or maintenance of roads (including temporary haul roads for logging or other extractive industries) which pass through relatively undegraded forest lands; (c) the colonization of forest lands; or (d) the construction of dams or other water control structures which flood relatively undegraded forest lands, unless with respect to each such activity an environmental assessment indicates that the activity will contribute significantly and directly to improving the livelihood of the rural poor and will be conducted in an environmentally sound manner which supports sustainable development?

In general, analyses may be conducted to address these specific issues. Studies on resource allocation as regards land use management will be a priority during the life of project.

p. FY 1988 Continuing Resolution If assistance will come from the Sub-Saharan Africa DA account, is it (a) to be used to help the poor majority in Sub-Saharan Africa through a process of long-term development and economic growth that is equitable, participatory, environmentally sustainable, and self-reliant; (b) being provided in

(a) Yes

(b) Yes

accordance with the policies contained in section 102 of the FAA;

(c) being provided, when consistent with the objectives of such assistance, through African, United States and other PVCs that have demonstrated effectiveness in the promotion of local grassroots activities on behalf of long-term development in Sub-Saharan Africa;

(d) being used to help overcome shorter-term constraints to long-term development, to promote reform of sectoral economic policies, to support the critical sector priorities of agricultural production and natural resources, health, voluntary family planning services, education, and income generating opportunities, to bring about appropriate sectoral restructuring of the Sub-Saharan African economies, to support reform in public administration and finances and to establish a favorable environment for individual enterprise and self-sustaining development, and to take into account, in assisted policy reforms, the need to protect vulnerable groups;

(e) being used to increase agricultural production in ways that protect and restore the natural resource base, especially food production, to maintain and improve basic transportation and communication networks, to maintain and restore the natural resource base in ways that increase agricultural production, to improve health conditions with special emphasis on meeting the health needs of mothers and children, including the establishment of self-sustaining primary health care systems that give priority to preventive care, to provide increased access to voluntary family planning services, to improve basic literacy and mathematics especially to those outside the formal educational system and to improve primary education, and to develop income-generating opportunities for the unemployed and underemployed in urban and rural areas?

(c) Yes

(d) Yes

(e) Yes

2. Development Assistance Project Criteria
(Loans Only)

N/A

- a. FAA Sec. 122(b). Information and conclusion on capacity of the country to repay the loan at a reasonable rate of interest.
- b. FAA Sec. 620(d). If assistance is for any productive enterprise which will compete with U.S. enterprises, is there an agreement by the recipient country to prevent export to the U.S. of more than 20 percent of the enterprise's annual production during the life of the loan, or has the requirement to enter into such an agreement been waived by the President because of a national security interest?
- c. FY 1988 Continuing Resolution. If for a loan to a private sector institution from funds made available to carry out the provisions of FAA Sections 103 through 106, will loan be provided, to the maximum extent practicable, at or near the prevailing interest rate paid on Treasury obligations of similar maturity at the time of obligating such funds?
- d. FAA Sec. 122(b). Does the activity give reasonable promise of assisting long-range plans and programs designed to develop economic resources and increase productive capacities?

3 Economic Support Fund Project Criteria

- a. FAA Sec. 531(a). Will this assistance promote economic and political stability? To the maximum extent feasible, is this assistance consistent with the policy directions, purposes, and programs of Part I of the FAA?
- b. FAA Sec. 531(e). Will this assistance be used for military or paramilitary purposes?
- c. FAA Sec. 609. If commodities are to be granted so that sale proceeds will accrue to the recipient country, have Special Account (counterpart) arrangements been made?

5C(3) - STANDARD ITEM CHECKLIST

Listed below are the statutory items which normally will be covered routinely in those provisions of an assistance agreement dealing with its implementation, or covered in the agreement by imposing limits on certain uses of funds.

These items are arranged under the general headings of (A) Procurement, (B) Construction, and (C) Other Restrictions.

A. PROCUREMENT

1. FAA Sec. 602(a). Are there arrangements to permit U.S. small business to participate equitably in the furnishing of commodities and services financed? Yes
2. FAA Sec. 604(a). Will all procurement be from the U.S. except as otherwise determined by the President or under delegation from him? Yes
3. FAA Sec. 604(d). If the cooperating country discriminates against marine insurance companies authorized to do business in the U.S., will commodities be insured in the United States against marine risk with such a company? N/A
4. FAA Sec. 604(e); ISDCA of 1980 Sec. 705(a). If non-U.S. procurement of agricultural commodity or product thereof is to be financed, is there provision against such procurement when the domestic price of such commodity is less than parity? (Exception where commodity financed could not reasonably be procured in U.S.) N/A
5. FAA Sec. 604(g). Will construction or engineering services be procured from firms of advanced developing countries which are otherwise eligible under Code 941 and which have attained a competitive capability in international markets in one of these areas? (Exception for those No

countries which receive direct economic assistance under the FAA and permit United States firms to compete for construction or engineering services financed from assistance programs of these countries.)

6. FAA Sec. 603. Is the shipping excluded from compliance with the requirement in section 901(b) of the Merchant Marine Act of 1936, as amended, that at least 50 percent of the gross tonnage of commodities (computed separately for dry bulk carriers, dry cargo liners, and tankers) financed shall be transported on privately owned U.S. flag commercial vessels to the extent such vessels are available at fair and reasonable rates? No
7. FAA Sec. 621(a). If technical assistance is financed, will such assistance be furnished by private enterprise on a contract basis to the fullest extent practicable? Will the facilities and resources of other Federal agencies be utilized, when they are particularly suitable, not competitive with private enterprise, and made available without undue interference with domestic programs? Yes
8. International Air Transportation Fair Competitive Practices Act, 1974. If air transportation of persons or property is financed on grant basis, will U.S. carriers be used to the extent such service is available? Yes
9. FY 1988 Continuing Resolution Sec. 504. If the U.S. Government is a party to a contract for procurement, does the contract contain a provision authorizing termination of such contract for the convenience of the United States? Yes
10. FY 1988 Continuing Resolution Sec. 524. If assistance is for consulting service through procurement contract pursuant to 5 U.S.C. 3109, are contract expenditures a matter of public record and available for public inspection (unless otherwise provided by law or Executive ord...)? Yes

B. CONSTRUCTION

N/A

1. FAA Sec. 601(d). If capital (e.g., construction) project, will U.S. engineering and professional services be used?
2. FAA Sec. 611(c). If contracts for construction are to be financed, will they be let on a competitive basis to maximum extent practicable?
3. FAA Sec. 620(k). If for construction of productive enterprise, will aggregate value of assistance to be furnished by the U.S. not exceed \$100 million (except for productive enterprises in Egypt that were described in the CP), or does assistance have the express approval of Congress?

C. OTHER RESTRICTIONS

1. FAA Sec. 122(b). If development loan repayable in dollars, is interest rate at least 2 percent per annum during a grace period which is not to exceed ten years, and at least 3 percent per annum thereafter? N/A
2. FAA Sec. 301(d). If fund is established solely by U.S. contributions and administered by an international organization, does Comptroller General have audit rights? N/A
3. FAA Sec. 620(h). Do arrangements exist to insure that United States foreign aid is not used in a manner which, contrary to the best interests of the United States, promotes or assists the foreign aid projects or activities of the Communist-bloc countries? Yes

4. Will arrangements preclude use of financing:

- a. FAA Sec. 104(f); FY 1987 Continuing Resolution Secs. 525, 538. (1) To pay for performance of abortions as a method of family planning or to motivate or coerce persons to practice abortions; (2) to pay for performance of involuntary sterilization as method of family planning, or to coerce or provide financial incentive to any person to undergo sterilization; (3) to pay for any biomedical research which relates, in whole or part, to methods or the performance of abortions or involuntary sterilizations as a means of family planning; or (4) to lobby for abortion? Yes

- b. FAA Sec. 483. To make reimbursements, in the form of cash payments, to persons whose illicit drug crops are eradicated? Yes

- c. FAA Sec. 620(q). To compensate owners for expropriated or nationalized property, except to compensate foreign nationals in accordance with a land reform program certified by the President? Yes

- d. FAA Sec. 660. To provide training, advice, or any financial support for police, prisons, or other law enforcement forces, except for narcotics programs? Yes

- e. FAA Sec. 662. For CIA activities? Yes

- f. FAA Sec. 636(i). For purchase, sale, long-term lease, exchange or guaranty of the sale of motor vehicles manufactured outside U.S., unless a waiver is obtained? Yes

- g. FY 1988 Continuing Resolution Sec. 503. To pay pensions, annuities, retirement pay, or adjusted service compensation for prior or current military personnel? Yes
- h. FY 1988 Continuing Resolution Sec. 505. To pay U.N. assessments, arrearages or dues? Yes
- i. FY 1988 Continuing Resolution Sec. 506. To carry out provisions of FAA section 209(d) (transfer of FAA funds to multilateral organizations for lending)? Yes
- j. FY 1988 Continuing Resolution Sec. 510. To finance the export of nuclear equipment, fuel, or technology? Yes
- k. FY 1988 Continuing Resolution Sec. 511. For the purpose of aiding the efforts of the government of such country to repress the legitimate rights of the population of such country contrary to the Universal Declaration of Human Rights? Yes
- l. FY 1988 Continuing Resolution Sec. 516; State Authorization Sec. 109. To be used for publicity or propaganda purposes designed to support or defeat legislation pending before Congress, to influence in any way the outcome of a political election in the United States, or for any publicity or propaganda purposes not authorized by Congress? Yes

ANNEX E

INSTITUTIONAL ANALYSIS

In this paper which examines the institutional environment of the CAPP project the following subjects will be discussed: 1) the formal structures of the participating ministries and their sub units associated with the project; 2) organizational perspective in these units; 3) the role, actual and potential, of policy analysis in these units; 4) the organizational structure of the CAPP project; and 5) conclusions and an overall assessment of the prospects for success of this project.

There are three distinct ministries involved directly in the project (MINAGRI, MINEPIA and MINPAT) and two additional ministries (MINDIC and MESRISES) which will have potentially important roles to play. The key organizational problem for this project is to promote effective interaction between them. Given the limited resources available for the project, the closely linked responsibilities of these ministries and the different level of experience and development of capabilities in the areas of data collection, processing and analysis between the ministries, a careful balance must be achieved in the provision of technical assistance and participant training.

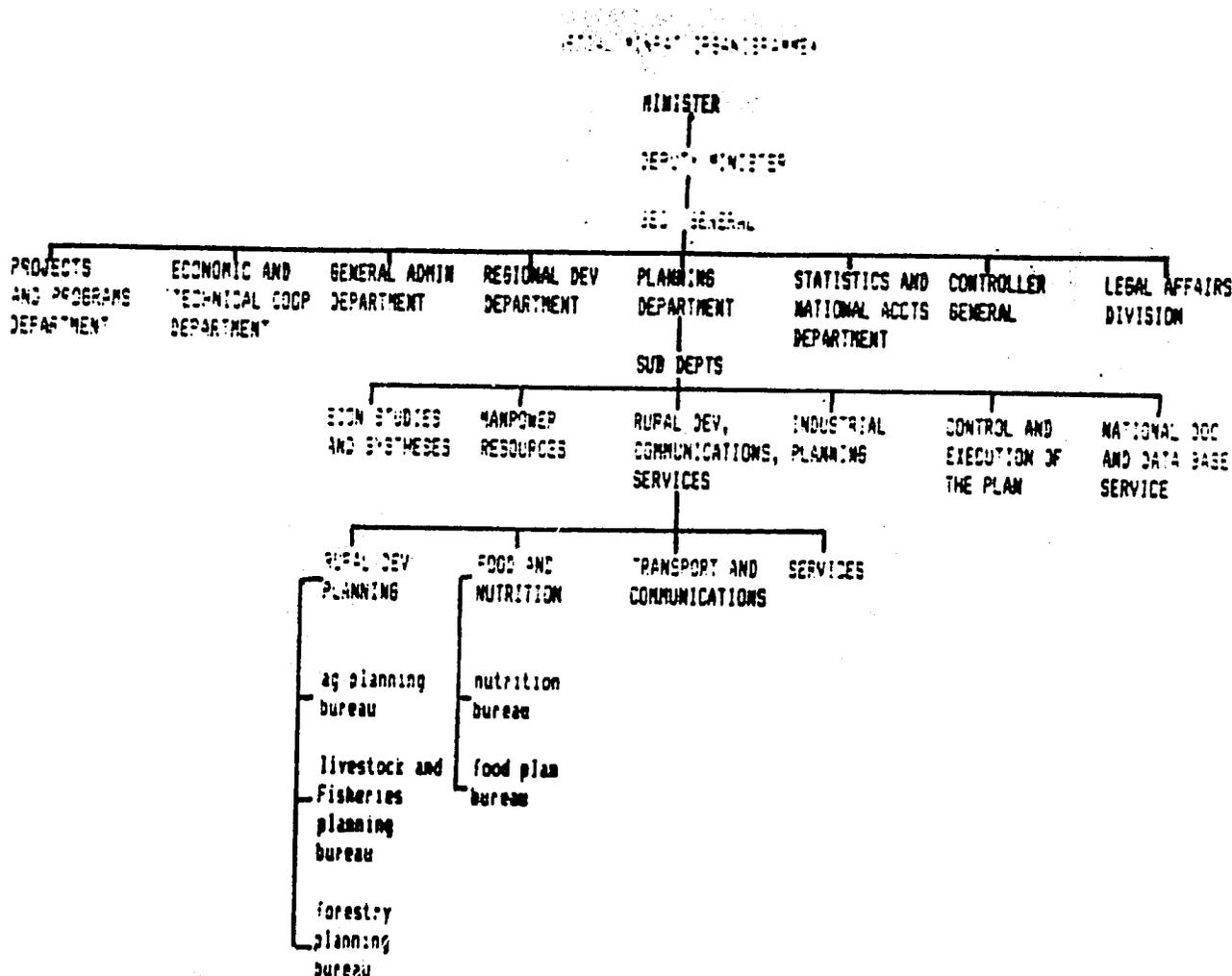
Formal Ministry Structures

MINAGRI - The functions of the MINAGRI, as defined by the Decret No. 88/772 of May 16, 1988 signed by President of the Republic, are defined as 1) the elaboration and implementation of government programs related to agriculture, forestry, hunting, wood related industries and reforestation; 2) agricultural education; 3) extension work; 4) rural community organization; 5) data collection and processing; 6) exercise authority over the CDC and SOCAPALM and other parastatals as designated by the government; and 7) act as a liaison for the government with the FAO.

The current organization of the Ministry of Agriculture (MINAGRI) was officially established by Decret No. 83-84 of February 14, 1983. According to an analysis prepared by William Litwiler (May 8, 1984), the internal organization of the Ministry "is a well thought-out structure." He did identify several important weaknesses, including "1) lack of internal cooperation between the divisions, services and bureaus...and unstaffed or inadequately staffed offices." As can be seen from the attached organigramme the DEP (Direction des Etudes et Projets) which includes the divisions of statistics, studies, project management and administration, is well placed in the Ministry. Lines of authority flow from the DEP directly to the Secretary General. It is thus a key Direction for providing technical advice and policy studies to the top decision making levels of the ministry.

The DEP in the Ministry of Agriculture (MINAGRI) has the advantage over the other two ministries of having participated in the USAID Agricultural Management and Planning Project (AMP) over the last eight years. Its staff thus has experience in the areas of data collection, processing and analysis. It has also benefited from a considerable amount of training, both long and

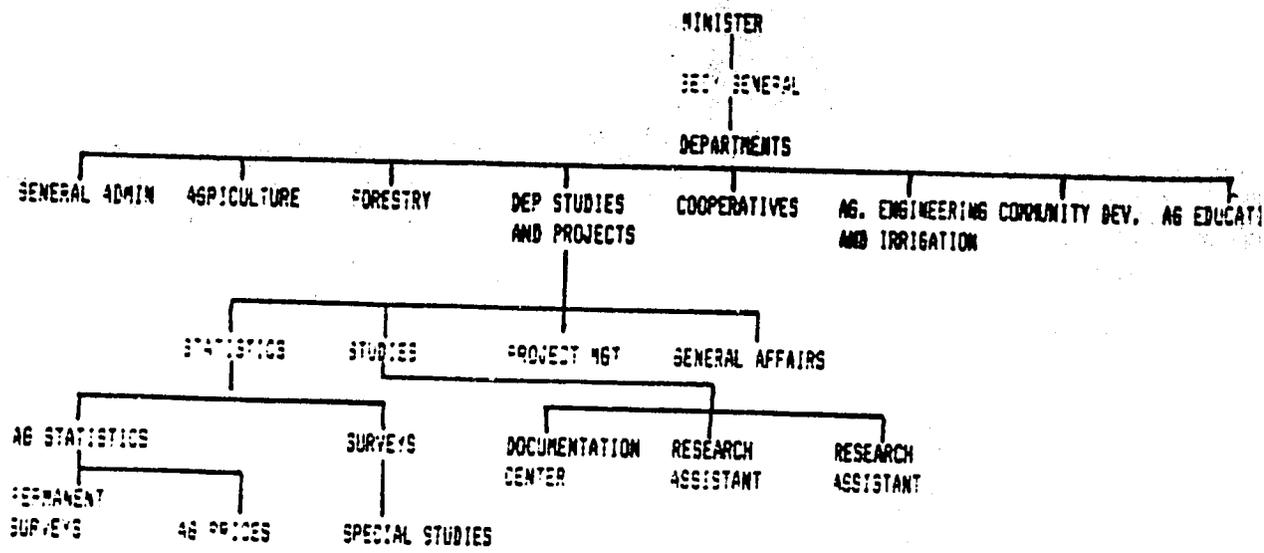
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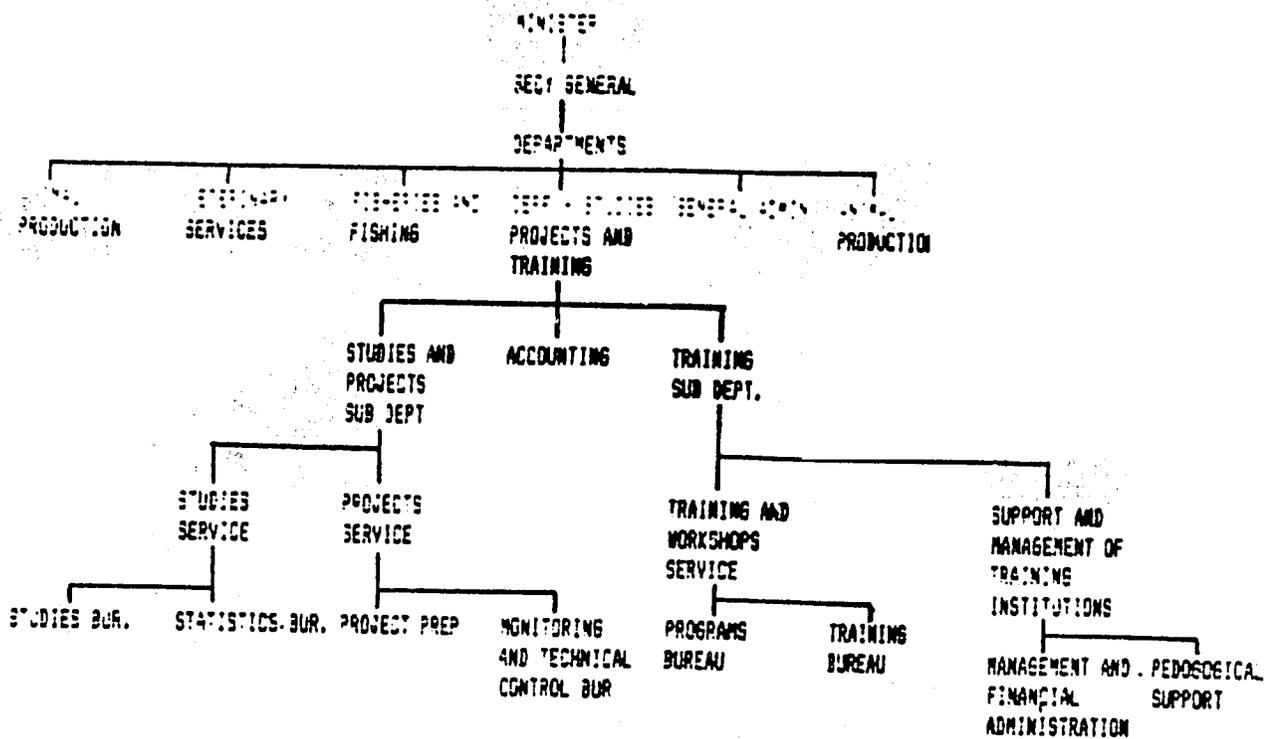


*Only the line to these agencies directly related to the CAPP project are shown.

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CAPITAL ORGANIZATION MINISTRY





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short term and now has a trained staff on hand. Therefore, the need for additional long term training in the DEP is somewhat less than that which exists in the other two ministries. Unfortunately, not all of the personnel trained under the project have been retained by DEP. In addition, the policy analysis goals of the AMP project have been carried out to only a limited extent. It is therefore necessary to provide training in the policy evaluation area and in the technical fields necessary to maintain the current data collection system.

Current staffing in the MINAGRI DEP includes, or will include in the near future, six agricultural statisticians trained at the M.S. level (four trained in the U.S.), three computer science specialists (one at the M.S. level, one at the B.S. level and one in a non-degree program) and six agricultural economists being trained at the M.S. level. Several of these long term participants are still in the U.S. but most are expected to complete their degrees and return to Cameroon by the end of 1988 (one will not graduate until June 1989). Given the standard career patterns, demands within the Ministry and elsewhere and the vicissitudes of the public service in Cameroon, some of these individuals will undoubtedly be seconded to positions outside the DEP. Although this is not optimal from the perspective of the project, it does serve nonetheless to increase capacity throughout the GRC.

MINEPIA - The Ministry of Livestock and Fisheries (MINRPIA) is officially charged with (Decret no. 88/772, 16 May, 1988): the elaboration and implementation of government policy in the area of livestock, fishing, and animal industries. From this perspective its principal functions are 1) the application of all regulations and laws dealing with the conservation, the development and the exploitation of domesticated animals and their products; 2) assuring the hygiene of meat and meat products; 3) extension and training work with livestockmen and fishermen; 4) oversight of the SODEPA, ONDAPB, OPV and the programs for animal fattening and small fishing enterprises.

The MINEPIA below the level of the Minister is organized (Decret no. 86/704, June 14, 1986) into a Central Administration and a Secretary General. Reporting to the Secretary General are the directors of five departments (directions), including the DEPP (Direction des Etudes, des Projets et de la Formation, see attached Organigramme). The DEPP was created by this decree in 1986 and is now fully staffed. The DEPP was established in response to a need for technical assistance in policy and project analysis required by the secretary general and the minister. It is well placed in the Ministry to provide such assistance to the highest level policy makers.

In the Ministry of Livestock's Division d'Etudes et Projets (DEP) there are eighteen staff members including one veterinarian, four agronomists (ingenieur-agronome), one statistician/economist (M.S. level) and six individuals who have completed their first degree (license) only. One of these has participated in a workshop on project management and one has some experience as a manager of a project. The relevant skills MINPAT required for the implementation and institutionalization of this project effort include the ability to do economic policy analysis and evaluation, planning, data

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collection, processing and analysis. These skills either do not currently exist or are not yet developed to an adequate level in the DEP. Training in the context of the CAPP project will be used to upgrade capacity (see the Training Plan).

MINPAT - The Ministry of Plan (MINPAT) is charged with establishing the five year development plans (Decret 88/772, 16 May 1986). Its principal activities include: 1) preparing the economic, cultural and social development plan; 2) preparing regional plans, including consideration of environmental issues; 3) promoting public investment; 4) establish procedures for the design and implementation of programs and of the investment budget; 5) elaborating national economic statistics; 6) with organizing industrial zones in cooperation with the Ministry of Industrial Development and Commerce; 7) preparing a human resource plan; 8) monitoring the work of the World Bank, UNDP, EEC and CEA; and 9) overseeing ISPEA, MAGZI and PAID.

The Ministry is organized into six departments, the directors of which report to the secretary general. These departments include (Decret no. 84-797, 17 July 1984) Projects and Programs, Economic and Technical Cooperation, General Administration, Regional Development, Statistics and National Accounts and the Department of Planning. It is with this latter department that the CAPP project will work directly. The Department of Planning is further divided into six sub departments: Economic Studies and Syntheses, Manpower Resources, Industrial Planning, Control and Execution of the Plan, National Card Index, Documentation and Data Base Service and Rural Development Communications and Services. The sub director of this last sub service (Rural Development, Communications and Services) has been assigned to assist the Director of the Planning Department in working with the CAPP project. This sub department is further divided into four services, Rural Development Planning, Food and Nutrition (the base for the FAO planning project), Transport and Communication and Services.

In the Planning Department (Direction du Plan) the current professional staff consists of two statisticians, two statistics technicians, one demographer, one legal specialist, eight "economists" (one at the M.S. level, one with a maitrise and six with the license) and one agronomist (ingenieur) working on an FAO nutrition project. Virtually all of these personnel lack both a solid theoretical grounding and practical experience in planning or land use planning. The individuals in the Direction also lack the training in the key substantive areas of concern to the project, agriculture (including forestry) and livestock (including fisheries). In order to perform well in planning in these vital areas they must be able to interact with and understand the problems and processes involved, and the techniques of analysis appropriate to planning in each.

Organizational Perspectives

Before proceeding to a discussion of the role these various ministries will play in the CAPP project it is important to have some perspective on the organizational behavior and perspectives within each of them. In essence we are asking these ministries, within the context of this project, to significantly reorient the activities of the DEP (MINAGRI), DEPP (MINEPIA) and the Direction du Plan (MINPAT). Given the hierarchical administrative structures of these ministries, how can we expect to stimulate the significant changes in bureaucratic behavior which will make such activity possible?

In order to address this question three related but different methodological approaches have been employed: 1) structured interviews and follow up interviews have been held with the key Cameroonian actors who may potentially be involved in the project; 2) a review of a variety of documents, including the Sixth National Plan, has provided some insights into the organization and activities of these Ministries in the larger national context and; 3) careful observations were made under controlled conditions, of the representatives of the participating organizations during two workshops organized by the design team. These three data gathering approaches produced convergent findings in two key areas, organizational goals and behavior and individual motivation and behavior.

The Cameroonian bureaucracy has maintained and expanded on the administrative perspective derived mainly from its francophone colonial tradition (although elements of anglophone administration are also present). Emphasis is placed on formal procedures derived from legal texts and on a system of well defined hierarchical interactions. The approach is largely deductive. In the process of organizational design little regard is paid to the nature of behavioral interactions or human resource capabilities. Organizational charts are drawn and expanded to meet perceived functional needs. Bureaus are, however, often left either grossly understaffed, or without an adequate operating budget or both. Their prime functions often include providing reports without the benefit of adequate information or data or the possibility of gathering such data. In fact many of the bureaus and services identified in the organigrammes of the three Ministries directly involved in this project are little more than single individuals. In some cases the lack of an operating budget may have an effect on morale.

Horizontal communications between ministries, including the three directly involved in the CAPP project, are extremely limited. The normal path for communications between individuals at comparable levels in different ministries is up the administrative hierarchy to the top of one ministry, across at the top levels to another ministry and then down the chain once again. Responses require the same laborious process. This of course poses tremendous potential problems for a project which, although officially based in one ministry (MINPAT), will have important components in two others.

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There has traditionally been little incentive for close inter-ministerial cooperation. Resource allocations in the context of the national budget are perceived as zero sum games which must be carefully balanced by regional and political considerations (see Steedman 1988, and Ntangsi, 1987). The national plan also results from an exchange in the context of an environment which is not optimal for systematic planning. As a result, the Plan tends to be a compilation of projects, with little real coherence or coordination and very limited if any monitoring. The influence of the Plan on other activities is therefore limited.

The development activities of Cameroon, like those of most African countries, are based on the discrete project as the basic unit for analysis and consideration. The national development plan, although it specifies a list of national goals, is more a list of projects than a plan in the true sense of the word. This point has been underlined, even by officials charged with producing the plan. Little effort is made to show the links between projects, parastatals and goals. Rather than identifying and selecting projects based on national or sectoral priorities established in the Plan, this is done to a considerable extent with reference to donor preferences and priorities. Although there has been some effort in that direction, communications and coordination between donors also leaves something to be desired. The result is a plethora of only moderately related projects with different donor financing.

The donors themselves further subvert the planning process within the ministries by distorting the organizational reward structure. There even appears to be a sort of competition between donors for the time and commitment of the best Cameroonian counterparts. Since most donors provide salary supplements and other benefits such as per diem to Cameroonians assigned to their projects, there is a strong incentive for Cameroonian functionaries to favor project interventions regardless of their broader implications. Projects also tend to provide significant immediate rewards and benefits for distribution in the form of vehicles, equipment, operating expenses and scholarships and other training opportunities. Identifying and generating new projects is thus a major preoccupation of Ministry staff.

Policy Analysis

The CAPP project, while promising some of the same benefits, is oriented toward a type of output which is outside the experience of most Cameroonian functionaries: policy analysis. The output of policy analysis, a series of studies and papers evaluating current policies and presenting policy options, bears little relationship to career objectives and advancement. Thus far, requests for policy studies from higher level ministerial officials are quite limited. These individuals are either unfamiliar with the concept of policy analysis or fail to see any concrete advantages in requesting it. Heretofore what policy analysis is done is initiated from the top levels and used at those levels largely as a basis for negotiations regarding budget allocations.

Responsibility for the agricultural sector has been characterized as purposely fragmented among a number of different ministries (Agriculture, Livestock, Commerce and Scientific Research) (Ntangsi, 1987). This made the concentration of overall policy making power in the agricultural sector easier to maintain in the Presidency. In the past, agricultural policy making has been highly centralized, heavily influenced by vested, particularly elite interests and political and regional considerations (Ntangsi, 1987: 61). The result was a series of regressive policies which have helped contribute to the current national economic crisis. Even Ntangsi, however, admits that the high degree of centralization of policy making in the Presidency which has predominated in Cameroon since independence is being seriously modified by President Biya (1987:73). For both technical and political reasons, policy making is being decentralized to the level of the Ministries, thus providing the opportunity for much greater technical expertise and analysis to enter into the policy selection process. In addition, the democratization program has provided the government with a political counterbalance to purely elite interests.

Among the key variables identified by Ntangsi as having an important impact on the failure of agricultural policy is the lack of information. Although this factor is mentioned time and time again, it has until recently been given little weight by the government. Donors have expressed great concern in this area and the GRC, through the USAID sponsored AHP project has made a major effort to improve the quality of data available on the agricultural sector which can be applied to policy analysis. The top ministry officials, who in part because of the decentralization and in part because of the impact of the economic crisis and the attendant budget cuts, are now much more cognizant of the importance of technical considerations than was previously the case. They now find it necessary to produce better analytic studies in order to promote new, and defend existing programs. The demands by the World Bank and other donors for such studies as a precondition for financing projects may also have an important impact.

Those Cameroonians who will be charged with producing policy studies have little experience in doing this type of work and, based on past experience, feel that they must take account of the policy priorities of high level decision makers rather than presenting them with real options. The potential payoffs to the individual are also somewhat tenuous. There is no clear indication that good analysis will produce more projects and the associated rewards or promotions and recognition of the individual within the current structure. There are also considerable risks to the analyst if the results of his studies are not consistent with existing government preferences and objectives. This perspective will gradually change as decision makers become fully cognizant of the advantages of having objective analyses available to them. Good analysts will become highly valued members of their teams, especially with the reinforcement provided by the CAPP project.

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Added to the motivational constraints militating against conducting policy analysis are the resource constraints. These ministries are not set up to do studies. Vehicles, gasoline, per diem, paper and other resources are often in short supply or totally absent. The emphasis on personnel as opposed to other operating expenses further retard the development of effective study units and teams. The current economic crisis and the associated budget cuts are likely to make this situation worse. Rather than cutting personnel budgets, operating budgets are likely to undergo further cutbacks. The impact of this can already be seen in terms of the loss of service vehicles and the subsequent reassignment and selling of others. The data collection capabilities of several provinces have already suffered as a result. In the latest budget, the operating budget of the statistics division in MINAGRI's DEP has been cut by 80 per cent. The operating budget for the DEPP in the Ministry of Livestock remains at just over two million CFA for the entire year. Its personnel are in essence confined to their offices and have little opportunity to do productive work.

The government's decree (002) stating that all projects must fund one hundred per cent of project expenses with no formal contribution from the GRC, further increases the pressure to identify and gain donor financing for development projects regardless of type. This perspective on project finance, if accepted by the donors (although there are good indications that it will not be), makes it easier for Cameroonians to accept any project, regardless of whether it is associated with perceived national development goals or not because the marginal costs to Cameroon are so low. The ability to obtain resources, rather than the success or potential contribution of a particular project could become for some the principal criterion.

For reasons explained above, the incentive for the Cameroonian technical personnel will be on the identification of new projects rather than on the analysis of broader policy questions. Hence, the demand must come from above. Given the growing pressure from above in light of the economic crisis and with the added pressure from the donor community, it seems that the demand for policy studies will be such that technical personnel will perceive it to be directly in their own interests to pursue a program of policy analysis consistent with priorities set above and/or pushed by the donor community. High level Cameroonian technical personnel will buy into the program because they will see it as consistent with their jobs and the wishes of their superiors. This confluence of interest will create the possibility for the institutionalization of the policy analysis program.

Project Organization

In order to participate fully and access the resources of the CAPP project MINAGRI, MINEPIA and MINPAT are in a situation in which they must try to cooperate in the performance of certain key functions. Each will, however maintain control over those actions and studies which are clearly part of their respective official charges. MINAGRI wants to at least maintain and probably strengthen the existing system for data collection and analysis.

MINAGRI officials would be very pleased to see the entire project continue to be based strictly in their ministry. Recognizing the reality that AID would not continue to fund their efforts if the scope and coverage were not expanded, MINAGRI reluctantly accepted an inter-ministerial perspective with the project at least nominally based in MINPAT. The key questions revolving around the defense of the existing system and the maintenance of control over data processing, data collection and other resources remain to be resolved in practice, although considerable progress has been reached in arriving at theoretical accords.

The case of MINEPIA is somewhat different. It regards itself as considerably behind in the development of data gathering and analysis capabilities and wants to acquire the resources which will enable it to catch up to MINAGRI. At the same time there is some fear that MINAGRI will continue to dominate the project and divert resources to its own purposes. The feeling on the part of MINEPIA officials is that their ministry should be given extra support in terms of training and technical assistance in order to catch up. The DEPP (La Direction des Etudes, des Projets et de Formation), while fully staffed, is relatively new (established in 1986). The personnel in the DEPP have considerable experience in the livestock sector but virtually no experience in conducting economic analysis or systematic data collection and processing. The director must expand the capabilities of his unit in the context of both the CAPP project and a World Bank sponsored project which emphasizes the development of project management skills. Although there is a clear expression of interest in conducting policy studies of interest to the livestock sector, it is not apparent that at this time this unit has a good handle on what is involved in policy analysis. However, the complementarity of the World Bank effort may make such analysis more attractive. Assistance has been requested by the director from a management consultant to help to assess personnel needs and the organizational design of the DEPP.

MINPAT, which will in principal coordinate the CAPP project, is very enthusiastic and committed to the effort. They are concerned about improving their policy analysis and evaluation capabilities. With increasing pressure being put on the MINPAT to participate effectively in the national planning process rather than merely acting as a clearinghouse for the technical ministries, the Director of Plan and his staff see clear advantages accruing if the project is successful. Playing the role as project coordinator also adds prestige and resources to the unit. MINPAT also hopes to forge the kinds of linkages with the other two ministries which will provide it with access to data which will make its own job much less cumbersome and provide the basis for realistic planning.

The two CAPP project design workshops held on June 14-15 and 23-24 respectively, provided some interesting and useful insights into the problems involved with and likelihood of success in establishing an effective system of inter-ministerial coordination and oversight of the CAPP project. These workshops had three basic objectives: 1) to obtain input from the Cameroonian agencies participating in the project into its design; 2) to conduct a team

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building exercise which would have carryover into the implementation stage of the project; and 3) to observe and test certain hypotheses regarding the future organization and possibilities of success of the project from an institutional perspective. The two latter objectives are of interest in this section.

In the course of the workshops a seemingly remarkable level of cooperation emerged between the representatives of the three ministries. They worked well together in small groups, were able to reach agreement on the principal objectives and sub-objectives of the project and even on the distribution of resources under the project. This latter agreement, reached in the course of the first workshop, regarding the distribution of technical assistance was further expanded upon in the course of the second workshop. It has been further refined in this project paper. While it can be argued that the artificial environments provided by workshops may have little relation to reality, that argument does not appear to have much validity in this case. The familiarity generated by four days of working together in small groups, in plenary sessions and even of dining together, allowed the participants to engage in a frank, open discussion of their positions. This was especially evident in the course of two key discussions involving the organization of the project and the distribution of technical assistance, training and commodities.

The organization of the project was presented in a draft document designed to promote discussion regarding interministerial relations and to place emphasis on the need for a streamlined organization and set of operating procedures. Given the rigid hierarchical relations characteristic of the bureaucracy, it is essential to the success of the CAPP project to find a means of opening up communication channels and coordinating the common efforts of all three ministries while avoiding the untimely delays and implementation difficulties likely to be experienced if standard interministerial communication channels are followed. Hence there is a need for establishing new organizational procedures while not violating the official operating procedures of the GRC.

TECHNICAL ANALYSIS

The design of the statistical component of this project is based on the current accomplishments of the AMP project, and realities that exist within the Ministries in terms of data collection, processing, and inadequacies that have hampered carrying out economic studies. For the current project to be successful in accomplishing its goal, the following preconditions would have to be met. These preconditions are identified as:

1. Continuation of data collection efforts in MINAGRI.
2. Development of methodologies for data collection in MINEPIA.
3. Coordination of data collection activities between the three ministries.
4. Improvements on the present sample design and survey.
5. Improvements in data processing.
6. Establishment of a common data bank.

1. Data collection efforts in MINAGRI

A major component of the Agricultural Management and Planning (AMP) project was to "institutionalize a sector planning and statistical capacity within the Ministry of Agriculture's (MINAGRI) Directorate of Studies and Projects" (DEP). To accomplish the task of building statistical capacity, the Division of Statistics (DS) began collecting data beginning with the 1984 Agricultural Sample Census, followed by annual production surveys for 1985, 1986, 1987, and continuing into 1988.

To carry out the functions of design, collection, processing, analysis, interpretation, and dissemination of surveys, the Division is divided into two sections - the Agricultural Surveys Service and the Agricultural Statistics Service. The responsibility for the sampling frame, survey design, training of enumerators, data collection, editing and quality control lies within the Surveys Service, while data processing is a function that is performed by the Statistics Service. This responsibility specifically includes data entry, computer editing and correction, tabulation of summary results and statistical estimates, and training of technical staff.

Evaluation reports, and observations made by the CAPP Design Team, indicate that data collection in the Ministry of Agriculture has been relatively successful despite some delays in tabulation and dissemination of data on a timely basis.

Besides streamlining the present data collection, processing and tabulation effort, The CAPP Project will also be responsible for assisting the GRC in making needed improvements in the existing systems, incorporating the collection of livestock data into the existing system, and enhancing the ability of the system to incorporate or carry out special surveys or studies. Further, the CAPP Project will be expected to

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assist in developing a coordinated interministerial data collection, processing, tabulation and analysis capability for the Ministries of Plan, Livestock, and Agriculture. For the CAPP Project to meet project objectives and also resolve existing systemic problems in this area will require careful coordination of the use of GRC and Project resources, and a collaborative effort to define responsibilities, agree on time schedules and evaluate accomplishments. Additionally, it is imperative that data activities in the future be directly tied to the requirements of a specific analysis or series of analyses. Policy analyses should be the driving force behind the data collection activities. In this context, there needs to be more diagnosis of what the major problems of the agricultural sector are and what policies constrain sector development.

To carry out effective policy analyses, CAPP will continue to address the need for improvements in agricultural statistics. In terms of the technical issue, there is a need to build consistency checks into all data collection and processing efforts. With the magnitude of data collected, and the delays experienced in the tabulation of data, errors are highly likely to occur. If errors are not found and corrected in the current surveys, the credibility of a statistical activity can be brought into question. Consistency checks may be performed through error analysis, sensitivity analysis, or, at a minimum, review by a knowledgeable statistician.

CAPP goals for the annual agricultural survey will be guided by the following objectives:

- (1) Do an analysis of the data needs of the involved GRC ministries, and adjust the survey system as necessary to meet those needs.
- (2) Have the survey system operating so that it is collecting, processing and tabulating data and disseminating reports on a regular annual schedule.
- (3) Adjust or increase the capacity of the present survey system to meet increased demands for data from the three ministries involved, including:
 - a) addition of livestock questions/sections.
 - b) ability to conduct special or add-on surveys or studies on as-needed basis.
 - c) ability to revise/improve questionnaires and procedures based on information gained in the annual survey process.
 - d) ability to carry out special treatments of the data for specific statistical summaries, including the calculation of sampling errors.
 - e) addition of such characteristics as cultural practices, food consumption, marketing, cost of production, and prices received by farmers in the survey system.

2. Development of methodologies for the collection of livestock statistics in MINEPIA

The DEPP of the Ministry of Livestock currently collects considerable data on livestock, poultry and fisheries. Most of the data, however, is incomplete because it is based on subjective estimates of local vets, nurses, and there are delays in publishing such data. The latest Annual Report currently available is for 1984-85. The 1984 Sample Census did include livestock production, but subsequent surveys have not considered collection of such data.

Given that CAPP project will emphasize strengthening the analytical capabilities of the technical staff within the Ministry of Livestock, it is important to pay special attention to the major weaknesses that currently exist in data collection, processing, tabulation, and reporting within the Ministry.

A statistician in consultation with those involved in the collection of livestock data should consider special procedures to account for migratory herds. Experiments will have to be conducted using different ways of asking the farmer to report ownership, livestock numbers, age, etc. A section of the Form 1 could be devoted to the collection of information on livestock. For example, on an experimental basis such information as cattle by different age groups, and by type such as cows that had calved during the past year, the number of heifer calves less than six month old, and the number of heifers from six month to a year of age should be collected. Once recognized as an optimal survey measure, this may be done every two years so as to minimize the associated cost of data collection.

Gathering data on migratory herds requires the collaboration of herders. Special rules to uniquely associate a herder of migratory animals with a segment should be developed. For instance, after determining if the herder tended livestock for himself/herself or someone else, the herder could be counted as a resident herder if he had set up a temporary camp in the segment and was there at the time of the interview. Special efforts should be made to train the enumerators to guard against respondents misrepresenting the true numbers of livestock because of tax purposes, and to develop special questions on subsequent surveys that the enumerators could use in probing for the correct number and information for further analysis.

Additional information such as poultry production, fish production, slaughter data, meat inspected, hide, and price information may strengthen the data base, and should be collected through special surveys.

In summary, if livestock questions are to be added to the agricultural survey, there are a number of questions and problems which will need to be addressed before changes are made to the system to add them, including:

- 1) Is the agricultural survey area frame the proper vehicle for obtaining appropriate data on livestock?
- 2) How will data be obtained from nomadic or migratory cattle herders?
- 3) Are there characteristics of ownership or "stewardship" of livestock which need to be addressed to assure that valid data are obtained?
- 4) Should the fact that most cattle, goats and sheep are in the northern part of Cameroon alter the way data are collected there (and elsewhere) or the kind of sample frame used?
- 5) How should the tendency of livestock owners to underreport ownership be taken into account or resolved?

It may be necessary to enlist the assistance of some short-term technical assistance to address and answer these questions and issues. At any rate, planning for the inclusion of livestock questions should proceed carefully, with case studies and pilot studies being completed prior to implementation of a livestock component in the agricultural survey.

3. Improvements in the Survey and Sample Design

A. Needs/Problems: The Present Agricultural Survey System

Before reviewing the needs/problems regarding the present agricultural surveys system (and suggesting solutions) it is important to point out that many of the identified needs/problems were previously documented - often with suggested solutions - in the 1984 and 1987 evaluations and in other documents or reports associated with the AMP Project. The present situation in the area of data collection and processing of the annual agricultural survey data must be resolved as soon as possible so that the collection and processing effort can be put on a dependable yearly schedule, with data collection, processing and tabulation/report generation occurring before the start of the next yearly cycle. Morale in the provincial and departmental offices (as well as in the national office) is being negatively impacted by the failure to generate any tabulations or reports of any kind from the data collected over the last three and a half years. To the CAPP design team, it appears that the existing backlog of data is negatively affecting every phase of the present collection and processing system. This backlog indicates that there are problems in the present system in the areas of questionnaire management and flow, manual control and editing, computer editing and tabulating, and publication of results (generation of preliminary and final tabulations and reports). Given the present condition in the DS, the earliest time period that CAPP can make substantive changes in the survey questionnaire will be in 1990 and 1991.

The implementation of a positive and effective project management system, both in Cameroon and in the U.S., will give the CAPP Project the ability to resolve existing problems and to meet new challenges and needs. Development projects are expected to achieve specific objectives within time and resource constraints. Effective management of human, financial and other project resources is essential to the achievement of project objectives. Further, through the collaborative use of management tools and techniques and related training efforts, participating Cameroonian ministries will enhance their capability to manage efforts and resources more effectively. The management system which will be implemented by the CAPP Project was documented in detail in the CID design proposal (pp.104-113). This system will emphasize:

- 1) obtaining agreement and commitment to project objectives and operating strategies from involved organizations and individuals;
- 2) establishing effective liaison coordination, and ownership by organizations and individuals involved in the project;
- 3) defining roles and responsibilities of involved organizations and individuals for project activities.
- 4) using management tools as continuous mechanisms to plan, monitor, coordinate and evaluate project activities;
- 5) using monitoring and evaluating methods to frequently determine progress, identify problems, and provide feedback for redesign, if needed;
- 6) having effective and timely coordination of contractor project management in Cameroon and in the U.S. from the lead university and the CID Executive Office;
- 7) having periodic management oversight by USAID and top leve of the GRC.

These management guidelines are repeated here because they will serve as the guiding methodology in addressing existing problems in the agricultural data collection and processing system and in meeting new needs or demands. With this in mind, it is appropriate to now address current issues and problems with the agricultural survey system in Cameroon, and to suggest solutions or changes in terms of the sampling frame, quality control, and questionnaire management and flow.

B. Recommendations

1. Sample and Survey Design

The area sampling frame used in the AMP Project is a stable frame requiring few changes from year to year. It appears that the present frame contains segments that are variable in size. Specifically, a review of several segments in the north and extreme north indicates that the segments are too large and it is difficult to enumerate them completely. The CAPP Project will perform a study to reduce the size of the segments in this region by sub-sampling or two-stage sampling. The main advantage is that a frame has to be prepared for only those units which are in the sample. The fieldwork becomes less expensive since the survey is to be carried out in the selected primary sampling units (psu's). Supervision is easier when the work is restricted to a few clusters.

Sub-sampling of the large segments can be done provided satisfactory boundaries can be established for the segments. This may not be possible with available maps; new low altitude aerial photography should be considered on a "spot" basis to determine if there has been any significant migration by farm operators. In the event this has occurred, the farm operators have zero chance to be selected using the present sampling frame, and the frame needs to be changed.

Given that data collected by interviewers cannot be treated as an independent random sample of responses, a new interpenetrating sub-sample, ignoring department boundaries, should be selected within each province. The reason is that there are correlations within interviewer assignments. In this method the total sample is divided up at random into "m" groups and an interviewer is assigned at random to each group. Since the "m" sub-samples are random samples from the same population, the interviewer means should agree apart from fluctuations of sampling. If they do not, the survey is not under statistical control. When they do, the average of the "m" interviewer means can be used as an estimate of the population mean and an unbiased estimate of the variance can be obtained from the sample itself.

Additionally, future samples should be allocated to land use strata at the provincial level and seek other sources of survey data to be used in conjunction with area frame survey results for making department level estimates. Furthermore, the new samples should replace the current sample over a period of time. The segments that are not replaced will need to be reviewed to determine which of them will need to be split prior to the next survey.

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In terms of the survey schedule, there is a need to revise the basic format of the agricultural survey questionnaire for ease of data collection, editing, and transcribing. It is estimated that revision of the questionnaire will reduce editing and data transcribing time by 20%-30%. Once the questionnaire is revised, a software package such as the CONCOR, and CENTS 4, which is developed by the Bureau of the Census specifically for use in the developing countries, can be installed on a PC. CONCOR has automatic correction capability with error tolerance checking. It has comprehensive edit diary with complete system documentation. CENTS 4, on the other hand, is a generalized tabulation package which produces statistical cross-tabulations of census and survey data.

2. Quality Control

The previous project has generated a census, and several agricultural surveys. While much data has been collected, data summarization has not progressed in a timely manner, and, as result little emphasis has been placed on reviewing the questionnaires and incorporating changes that will ensure collection of quality data.

Quality control has been defined as observations and procedures used in any operation of a survey in order to prevent or reduce the effect of non-sampling errors.

Survey errors consist of two kinds: sampling errors and non-sampling errors. Sampling errors occur because the characteristics or results of a sample will always differ from those of the entire "population" to some degree. Methodologies in sampling theory provide mechanisms to compute with a fairly high degree of accuracy the size of the errors which can be expected as a result of sampling. If the size of the sampling error seriously affects the usefulness of the data, usually the only solution is either increasing the size of the sample or changing the sample design itself.

Non-sampling errors, on the other hand, include errors arising from non-responses and non-interviews, enumeration errors, and processing errors. Non-sampling errors are common - indeed, unavoidable - in any survey, and the importance of having systems in place to avoid them as much as possible cannot be overemphasized. Such systems are usually referred to as quality control systems, but may also be called quality assurance or process control systems. Before suggesting improvements in quality control systems to improve the quality and accuracy of the data being collected in the agricultural survey system being used in the Ministry of Agriculture, it may be useful to review the kinds of non-sampling errors which can occur.

Non-response or non-interview errors occur because it is usually not possible to interview all units (farms, persons, households, etc) in a

sample, and of those interviewed there will some information missing or unobtainable. The size of the errors is based on two factors: first, the proportion of cases that are non-interview, and second, the method used for adjustment. The adjustment methods always make some assumptions about the relationship of the missing or non-enumerated units to the enumerated units. It is very important that non-interview and non-response rates be kept at very low levels. Many studies have indicated that the characteristics of interview units (versus non-interview) differ significantly. The only safeguard against the possibility of serious bias is to keep the non-interview/non-response rates at as low a level as possible. For surveys done at the U.S. Census Bureau the goal is usually to keep the non-interview rate below 5%; levels at 10% or higher are considered to put the data in danger of being in serious error.

Enumeration errors include those made by either enumerators or respondents. Enumerator errors can include (among others):

- 1) failing to ask questions as worded and thus misleading respondents as to what was being asked;
- 2) recording answers incorrectly on the questionnaire;
- 3) failing to obtain data on all persons (or farmers) in a household;
- 4) leading respondents to particular answers and not giving them time to answer on their own;
- 5) not using the proper techniques in the identification and selection of sample units;
- 6) other errors which can arise from carelessness or not understanding instructions.

Respondent errors are caused by:

- 1) failure of the respondent to understand the question;
- 2) lack of sufficient interest to answer questions carefully;
- 3) not knowing the answers to questions;
- 4) deliberately giving wrong or misleading answers.

Additionally, respondent errors may be caused by failure to measure agricultural outputs accurately. For example, one of the major problems faced by the data collection agencies is the reliability of reported yield estimates by farmers. For this reason, the use of measured yield from small sample plots is a common practice. To ensure that yield estimates are reliable, the proposed project would have to give special attention to a number of possible means for estimating crop production.

length of the questionnaire and other design problems may fail to communicate to the respondent exactly what information is desired, or they may lead the respondent to incorrect interpretations.

Interviewers serve as the "mechanism" through which responses are obtained. They help to interpret questions to respondents (quite literally in the Cameroon agricultural survey) who may not understand concepts or definitions, they may help respondents formulate answers into a usable form, or they may remind respondents of items that are frequently forgotten. These functions of the interviewer (the "interviewer effect") are performed satisfactorily only if the work of all interviewers is standardized through careful and ongoing training, observation, and supervision.

Processing errors result from mistakes in clerical editing and coding and from machine or computer related editing, coding, keypunching/entry, and tabulation errors. Many processing errors can now be controlled more readily than in the past due to advances in computer software which identifies, controls and corrects these kinds of errors (suggestions were made in the earlier section for using CCRE and CENTS 4). Such software will often be designed to identify the source(s) of errors and will tabulate error occurrences.

To summarize, the reasons for assuring that a survey has an adequate quality control program include:

- a) to serve as a basis for finding and correcting errors;
- b) to establish publication policies relating to errors for which corrections are not possible;
- c) to understand the limitations of the data when conclusions are drawn;
- d) to have a basis for future improvements in procedures and methodologies so that accuracy will improve over time.

It is important to note that a quality control program does not include control over errors which occur before the beginning of a survey or after its conclusion. That is, errors resulting from inadequate specifications for the program (not including the right topics in the survey to answer the questions that are at issue) or errors resulting from making the wrong interpretation of the results, are not controlled - even though they can be very serious sources of errors.

Although there are certainly costs associated with efforts to assure or control the quality of data collected in statistical sample surveys, failure to implement a working, documentable quality control system means that, 1) there is no check on the quality of the

enumerator's work, and if there is no way to validate the data, or to make judgments regarding respondent error, interview effect, or effectiveness of questions being asked. Doing an ongoing statistical survey without a quality control program will raise serious concerns regarding the value and validity of the results generated, and of decisions made based on information generated from the data collected. With this said, CAPP goals for the agricultural survey system in Cameroon will include consideration of the implementation of the following recommendations over the next 1 to 3 years:

- 1) Begin a formal, documented, (but fairly simple) system of rechecking interviewer selection and enumeration of sample units by Department supervisors and Provincial Office personnel to verify that:
 - a) Households were correctly listed in segments.
 - b) Sample households were correctly selected and actually interviewed.
 - c) All farm operators were identified.
 - d) The interviewer asked appropriate questions.
 - e) Field measurement was accurate by re-measuring at least one field to verify interviewer accuracy.

This recheck should be done on a regular basis, on a rotating scheduled sample of interviewers, so that all interviewers are aware that their work will be checked and reviewed. Forms, manuals and training will need to be developed to implement this system. The forms on which results are entered should be processed and tabulated with reports of results of rechecks quickly generated. Resulting error identification should be used to correct deficiencies in the process and to retrain interviewers when necessary. The important thing to emphasize in recommending such a system is the need to keep forms, instructions, and training simple, and to do the recheck on a rotating sample of interviewers.

- 2) A re-interview program should be instituted (beginning as a pilot study) which would require complete and careful re-interviews of a small sample of households and/or farm operators, including redoing field measurements and plant counts. At present there is no information available regarding the quality and completeness of the data being generated. A carefully designed re-interview program (using only supervisory personnel or the best interviewers) will serve as a tool to help in measuring interviewer errors and interviewer effect, and respondent bias or error. Again, very specific instructions, manuals and training procedures will have to be developed. Results of re-interviews should be processed and tabulated in the national office, with results used to correct process errors and to give analysis tools or information when using survey results.

For example, results of a re-interview program should allow some analysis of problems associated with respondent recall bias and the quality of subjective estimates of production by farm operators.

- 3) Periodic visits should be made by national office staff to provincial and department offices to verify that the correct procedures are being used in the identification and selection of segments and housing units, and that interviewing and measurement techniques are being correctly carried out. National office staff should periodically observe interviewer enumeration in different parts of the country to keep in touch with the difficulty of field collection activities and to help make interviewers feel like part of an operating system. Although these visits may not seem as important as other quality control efforts, they can be of great importance in building good relationships between different parts of the system, in improving morale, and in improving the national office staff's ability to plan and develop new or additional studies. Such visits should be scheduled on a regular documented basis to assure that different offices throughout the country are observed, and that different national office staff are involved in the observations.

The present system should continue to stress the importance of quality control in all meetings with staff at all levels, through the continuing training sessions and by introducing special seminars or workshops on quality control and its importance with regard to the accuracy of the data. Additional suggestions to improve quality control are given in the sections below on questionnaire management, training and processing.

3. Questionnaire Management and Flow

In terms of questionnaire management which encompass all activities related to data collection, field editing, computer editing and tabulation in national office, and storage of questionnaires before and after the data have been entered into the computer, a system must be developed that is responsive to the needs of those who depend on timely publication of data.

The current system requires the questionnaires to be forwarded to the Provincial Office as the segments are enumerated on a segment-by-segment basis. The Provincial Office reviews Form 1 to ensure that the sub-sampling has been done correctly, and that segment materials are complete. The Provincial Office then forwards the survey material to the National Office after all questionnaires for the entire province are reviewed. Past performance shows that survey materials have been very late in reaching the national office. Streamlining Provincial Office procedures would help in this regard. One approach that may help is to require manual editing and initial tabulation be done with a calculator at the Provincial Office.

There are also questions which need to be addressed regarding whether or not the questionnaires being used are eliciting accurate or appropriate responses, including the following:

- a) Do questions asking respondents to identify household members or farm operators use terminology applicable to Cameroonian systems of land use, tenancy and family structure?
- b) How accurately are interviewers able to translate questions written in French or English into local dialects or languages, particularly since there is no system or ability to check on the interviewer's interpretation of wording or content from one language to another?
- c) How accurately are farm operators able to estimate production without the use of some objective method of measurement? Further, what recall errors occur when asking for production figures over the last week? Does "telescoping" of production from before the survey week into the survey week occur?
- d) Does data from the three survey weeks accurately "expand" to yearly data? What evidence is there that estimates derived in this way will represent yearly production figures?

The answers to questions "c" and "d" above may be obtained to some degree if the CAPP Project implements an objective yield or production study as was suggested earlier. Answers to questions "a" and "b", however, would probably require the involvement of an anthropologist or rural sociologist with experience working in sub-Saharan Africa, or perhaps someone with linguistic capabilities relevant to Cameroon. Given the importance of these issues to the accuracy of the data being collected, consideration should be given to at least some case study work, or studies in conjunction with thesis work by Cameroonians in degree programs.

Other issues related to an improved management of questionnaires include:

- a) Can pre-printed labels be used to assist in tracking and managing questionnaires?
- b) Does the system at present allow progress checking by at least Province? If not it should.
- c) If delivery problems occur, the national office should have the authority (and ability) to go out and pick up.

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The flow of work in the National Office has been restricted significantly by the delays and bottlenecks in timely processing of data. With such measures such as the development of weekly charts showing the number of questionnaires processed would be extremely helpful. Additionally, there needs to be substantial on-the-job training and cross training of personnel in the various phases of the data processing.

Recommendations made by the 1987 evaluation of the AMP Project specifically asks for additional storage facility for storing maps, questionnaires, and manuals and other necessary supplies for better management and increased productivity of workers. It is essential that this issue be addressed in the early implementation stage of the CAPP Project.

4. Training Related to Surveys/Statistics

Many of the suggested changes, improvements or additions to the existing survey system will probably require some short-term technical assistance both for technical expertise and for in-country training. Care should be taken to involve provincial and department level GRC staff in in-country seminars or workshops. Additionally, some consideration should be given to some kind of workshop training in data collection techniques for the interviewers (done by contract short-term T.A.). Another suggestion is to do a workshop which combines economists and statisticians so that both have some understanding of the needs of the other, as well as an understanding of the limitations of data collection efforts in the Cameroonian context. Possible areas of training and suggested topics are given below:

POSSIBLE TRAINING AREAS/TOPICS

	Q.	In-country Workshops	Workshops in U.S.
1) Statistical Survey Methods	^	^	^
2) Quality Control (non-sampling errors)	X	X	
3) Questionnaire Design	X	X	X
4) Re-interview/Recheck Programs	X	X	
5) Sample Design/Selection	X	X	X
6) Ag. Objective Measurement Surveys	X	X	X
7) D.P. Edit/Correct/Tabulation Software.	X	X	X
8) Publication/Report Generation	X	X	
9) Use of P.C.s	X	X	
10) Stat. Analysis Techniques	X	X	X
11) Management Systems/Tools	X	X	X

Such training could be offered by consultants from CID member universities, NASS, and BUCEN. Similarly, on-the-job training will be offered by the long and short-term technical assistance.

4. DATA PROCESSING

I. Status of Data Processing at MINAGRI/DEP/Statistics

Equipment

The Division of Statistics has sufficient working IBM PCs to carry on the data entry and tabulation function. In addition, several of the staff have PCs on their desks for various tasks. The summarization and tabulation tasks can be performed on either of the PC/ATs that are available. Backup of the database(s) is done using removable cartridge Bernoulli Boxes.

The PCs and PC/ATs are approximately 2 1/2 years old. Each has a French keyboard and has recently been retrofitted with a 20 megabyte hard disk in the form of a "hardcard"--i.e., a hard disk mounted on a printed circuit card internal to the machine. The machines are showing the effects of two years of use and especially the effects of the last seven months of use in an uncontrolled environment. Since moving to the new Statistics office, the computers are in a room equipped with air-conditioning which is inoperable due to inadequate electrical supply. Without air-conditioning the large doors which open onto the street-side of the building are usually open which allows the dust to blow in. The power regulation system (an uninterruptible power supply), which was installed when the project moved into the building, is not yet operational due to difficulties in getting sufficient current wired into the building. Consequently, the data processing operation and the computer hardware itself are susceptible to the vagaries of the local electrical system. It is not possible to assess any damage that may have already occurred other than for the pieces of hardware that have failed and been replaced up to this time.

In general, it is very difficult and costly to get a piece of hardware repaired in Yaounde. The price of a maintenance contract per year is essentially the replacement cost of a PC (in the U.S.). When a failure has occurred, the experience in getting the repairs done has been less than satisfactory. Spare parts are in short supply even when a technician is available to do the work. In addition, some administrative procedures have been counterproductive such as when the IBM repair shop refused to release a repaired computer until they received payment while USAID would not make payment until the computer had been returned and verified as working. This stand-off lasted for several months while the computer sat in the repair center. Other experiences point out additional problems in reliability of the repair work, difficulties in getting back all the parts in a system that was delivered for repair, and the timeliness of repair work.

The AMP Project is expecting delivery shortly of new IBM computer hardware to replace some older equipment and augment the capabilities of CEF in data processing and computer support. The new equipment will consist of eleven IBM PS/2 Model 50s, two IBM PS/2 Model 60s, and two IBM PS/2 Model 80s. These 15 machines were ordered from the U.S. and, consequently, will have U.S. style keyboards. Each will have a hard disk. The Models 50 and 60 have Intel 80386 processors equivalent (but faster) to the PC, AT. The Model 80 has an Intel 80386 processor and is equivalent to a minicomputer. Together they will comprise a powerful data processing system. The Model 50s are much more than adequate for data entry. In fact, two or three terminals could probably be added to a Model 50 and data entry done in a time-sharing mode. The Model 60s will be powerful tools for software development and testing. The Model 80s will provide more than adequate processing power and storage for the data summarization and tabulation and for the storage of large databases.

Various other hardware has been recently acquired such as draft printers, near letter quality printers, Bernoulli Boxes (large capacity removable disks), and spare disk drives.

Software

MINAGRI and the AMP project currently have a variety of commercial software including Lotus 1-2-3, Symphony, Framework, SPSS/PC, Turbo Pascal, WordStar, the Smart System, dBase III Plus, Reflex, and others. The English version of the Agricultural Census tables were produced using Lotus 1-2-3 and, for some unknown reason, the French tables were produced using Symphony. These two packages are similar, but incompatible, spreadsheet programs. Such an approach is exceedingly counterproductive in that the numbers have to be re-entered rather than simply changing the headings from English to French if one package were used for both.

Software for the data entry process has been custom produced by the data processing specialist on the AMP project using the Turbo Pascal language. Currently, the programs have very little documentation for users or for other computer specialists. The purpose of writing specific software for the AMP project was to incorporate the dual language requirements (English, French) of the Cameroonian personnel. Unfortunately, very little dual language capability has been built in. Numerous problems have been encountered in debugging the software, leading to the re-entry of data and re-running of computer edit checks. At this time most of the programming problems seem to have been worked out and the data entry and computer edit checking can be performed. Several additional programming tasks remain to incorporate the new data into the database of raw data, calculate the variances and coefficient of variation, as well as other tasks.

Software for producing tables of summarized data exists in several forms. The original programs written at Oregon State University, using Turbo Pascal, are available for beginning the tabulation process. The output of these programs was used to manually produce the finished, publishable tables that were the result of the Agricultural Census. These are the tables which were put together by the Agricultural Statistician and entered into Lotus 1-2-3 (in English) and then Symphony (in French). Since that time, an outside contractor was retained to produce software which will take the summarized data; accept the specification of headings, titles, footnotes, etc. in both French and English; and print out publication ready tables in either or both languages. Additional work is underway to expand the capabilities of this software to manage the large scale printing of tables and to extract data from the raw data set as well as the summarized data set.

After reviewing various software and other similar projects, the AMP project staff decided that the custom production of software was the best way to approach the specific needs of AMP and solve the dual language problem. When the software can be completed with suitable documentation in both French and English, the CAPP project can begin with a very usable system for the entry, editing, and tabulation of agricultural surveys as they are currently being conducted.

Statistical analysis of the survey data has been done using several software packages by extracting data from the raw data into text files and using SPSS, Lotus, and other packages to read the data and perform analyses. To date this seems to be a satisfactory procedure and the AMP economists believe this is an effective way to acquire and process data for the studies which have been undertaken. Data in this form has been provided for studies in MINIGRI/DEP by Cameroonian economists, some students doing studies, and some contractors. Lack of permission from higher levels in government has restricted any further distribution of raw data outside of MINAGRI.

Training

In country training in data processing for the AMP project has been minimal. No formal courses or workshops have been conducted. One-on-one training on the job has occurred with two Cameroonians. Very little transfer of data processing expertise from the technical assistant to the Cameroonian counterpart has occurred. This appears to be a combination of lack of interest (or time) on the part of the chief of data processing and/or the inability of the technical assistant to communicate with the chief of data processing.

Application to agricultural economic planning

Data is made available to economists and other analysts in two forms--the individual questionnaire data (i.e. raw data) and the summarized questionnaire data. The raw data consists of one record for each questionnaire and its associated expansion factor. This data has limited utility for analysis in that the method of collection will not support individual farm level studies. The summarized data is provided in a form essentially the same as a printed report. The data is presented in rows and columns as in a printed table, but (if requested) without headings and with row codes rather than labels. This data can easily be imported into other software packages such as spreadsheet (Lotus, etc.) or statistical programs (SPSS, SAS, etc.).

Developments in support of the statisticians and economists will include procedures for accessing and acquiring data to be used in analysis and implementation of a database using a standard software package to contain the summarized data. Statistical analysis can be done with standard software packages such as SPSS/PC or SAS/PC. The AMP project acquired a copy of SPSS/PC so it is already available in MINAGRI/DEP/Statistics. SAS has advantages in that it is widely used within USDA/NASS so that Cameroonians sent to Washington DC for training may be trained in use of the package. TDY consulting assistance would also be available from NASS. The disadvantage of SAS is that the licensing agreement requires an annual license payment (the amount depends on the number of copies in use). There is some question as to whether this would be a feasible process for GRC after the end of the project. First, the software stops working after the anniversary date of the license agreement which means that the license payment process would have to start far in advance of the date in order to get payment to the SAS company and receive an update disk in advance of the expiration date. Second, the license fee may be in excess of \$1000 per year which would have to be sustained indefinitely. Consequently, software with one-time, paid-up licensing would appear to be more feasible.

The project will also acquire less sophisticated and more user-friendly statistical software packages (such as Statgraphics and many others). These are packages which long-term trainees are likely to be using at U.S. universities. Such packages are relatively inexpensive and, although they may not provide every statistical procedure that would ever be necessary, they will provide a major portion of the procedures necessary for the analyses envisioned. In addition, these packages usually have well developed graphical procedures which allow for visualization of the data analysis.

An important part of the statistical and database systems is access for economists planners to well trained personnel with experience in computers and statistics. The data processing offices in the three ministries will be trained to use the equipment and software available. The technical assistance (TA) person in data processing/computing will set up procedures in the ministries to access the systems and be available as a consultant to users of the systems. The TA will work in both MINAGRI and MINPAT to train users, assist users, set up computers and software, create databases, do programming as necessary, and other tasks in support of computing needs.

III. Local Situation

Sales and Maintenance Capability

The AMP project has had experience with several modes of maintenance. The original NorthStar computers were maintained by the Cameroonian data processing specialist in Statistics. He was provided with spare parts in the form of circuit boards which could be swapped with faulty boards in the computers. The computers had been purchased in the U.S. and there was no maintenance available in Cameroon. Several factors made this unsatisfactory. The state-of-the-art in computer hardware at that time required that options in the hardware be set (changed) by soldering them onto the boards. The training of the technician, who was not hardware trained but software trained, was not adequate for him to be disassembling computers, making hardware changes, and reassembling them. The state of the hardware after arriving in the country was unreliable with intermittent, unexplained failures due to their having been exposed to moisture while sitting on the customs dock. The software provided with the computers by USDA, and perhaps even by the vendor, was very unreliable, which led to regular system failures, many of which were interpreted as hardware problems rather than software problems which resulted in the machines being disassembled and parts replaced. As a consequence of these factors, the equipment became inoperable as a result of both hardware and software problems. Eventually, the system was made operable by a TDY person provided by USDA/OICD and hardware which was actually found to be faulty was returned to the U.S. for repair.

New equipment for the AMP project was purchased in-country after interviews with local vendors indicated that, if the equipment was purchased in-country, local maintenance would be provided on contract. If purchased out-of-country, the local vendor (IBM) stated that they would not provide any maintenance, either contract or time-and-material. Based on this information, the new computers were ordered from the IBM/Cameroon office. Prices were nearly three times the prices in the U.S. for the same equipment (based on retail, not list, prices). Maintenance contracts were then offered at annual prices equivalent to the retail price of a computer in the U.S. The equipment was delivered

with improper set-up which has hampered operations for more than two years until recently resolved.

Experience with the in-country maintenance has been less than satisfactory. The vendor has required months to make repairs. The repairs have not always been acceptable. Parts have been missing from machines when they were returned. The vendor has been less than cooperative. Generally, the level of development of the computer maintenance industry in Cameroon does not make it feasible to rely on in-country maintenance for computers.

The CAPP project will stock sufficient spares to perform maintenance at the level of circuit board swapping, disk drive replacement, monitor replacement, and so forth. Circuit boards needing repair can be shipped to the lead university for repair. Disk drives, monitors, and printers can generally be replaced more economically than repaired (even in the U.S.). The data processing technical assistant should be able to perform circuit board replacement, disk drive replacement, and the like and should train the Cameroonians in the Statistics offices to take over that function. At some later date it may be possible to purchase some repair services in-country as there is growing interest both in the private sector and in the GRC to develop maintenance capabilities. The limiting factor at this time seems to be the cost and availability of spare parts rather than trained technicians.

Spare parts will be stocked on a ratio of 1 to 10. A viable approach to spare parts is to purchase one additional machine for every 10 purchased and hold that machine in reserve to use as spare parts. There is some reluctance on the part of the GRC to accept this approach, but it is generally cheaper than buying the same set of parts as "spares". Other equipment such as external disk drives, special circuit boards (e.g. those from other than the computer manufacturer), other miscellaneous equipment should be backed up with spares at the 1 to 10 level.

For the long term the MINAGRI Division of Statistics should develop maintenance capability at the module (circuit board, disk drive) level and purchase board-level repair from local vendors as they become available.

Of possible interest is a firm in Douala which is assembling an IBM PC/AT clone which is sold under the label RAMSES I. Since the machine is assembled in-country, repair service would be available. However, further investigation would have to be done to evaluate the quality, reliability, and usability of such a machine.

An additional real concern to the future of the CAPP project and any governmental computer purchases is a Master Plan for Informatique for Cameroon which is being developed by a U.S. firm called IOCS, Inc. This plan may recommend procedures for computer purchase which require central approval of all acquisitions and possibly limit the brands available.

Such a system could greatly slow-down acquisitions, raise prices, and make the desired systems unavailable. The CAPP implementation team will need to keep themselves updated on these developments.

Computational Capabilities

The Ministry of Computer Science (now in MESRES), Direction de l'informatique et de la Teleinformatique, has two mainframe computers and expects to install a third in the near future. Presently, they have no personal computers. All the mainframes are IBM 43xx systems running MVS/SP with CICS. The two current machines are an IBM 4361 Model 5 and an IBM 4381 Model 13. The machine to be installed will be an IBM 4381 Model 23. The machines are coupled with JES/2 to allow the sharing of peripherals. Most of the applications development work is done in a 4th generation language under ADR/DATACOM, a relational database management system licensed from a 3rd party vendor for use on the IBM system. In addition to that software they have the following major software packages available: SPSS (statistics), BIOMED (statistics), CENTS4 (from U.S. Census), and CONCOR (from U.S. Census). Various other statistical software is also available.

Access to the computers is possible through terminals in the computer science building and from some remote sites. The three primary users are Personnel (including payroll) using a system called Antelope, Treasury, and the Program Development Group. The major user of the statistical software is MINPAT. The new system about to be installed will be used by Taxation. These users are connected through IBM's SNA network but also with a connection to an X.25 network. Hooking on to this network requires an IBM 3270 compatible terminal or a PC with 3270 emulation software and hardware.

The X.25 network is called the Cameroon Packet Network (CAMPAC) and is available to anyone desiring to connect. There are nodes in Yaounde, Douala, and Garoua. The network has an international interconnect to Paris. Control and management of the network is handled within the ministry by the Teleinformatics Division. Connection to the network by a user is paid for by the user and requires a connection to the telephone system (special grade line).

Access to the mainframes is available to the CAPP project. Currently, this requires a dedicated phone line and modems which must be paid for by the user. The ministry is studying implementing a charge-back system which would require the users to pay for their use of the mainframe. Computer Science's position is that MINPAT is already receiving too much computer time for Statistics and National Accounts which might limit the time available to the project.

Given the above factors, the likely high cost of installing telephone lines, and the usual long delay in phone line installation, the CAPP project should not look at accessing the mainframe for computation or large database storage as a feasible alternative for computing. Large personal computers, such as the IBM PS/2 Model 80s ordered for MINAGRI/Statistics are the preferable way of storing the national agricultural statistics database. Over the long term it is desirable to have such databases in MINPAT, MINAGRI, and MINEPIA interconnected. This can be done with dedicated (leased) telephone lines and the implementation team should plan for the long lead-time for installation.

IV. Computational Needs

Hardware

The fifteen new computers expected in MINAGRI will be more than adequate for several years. The PS/2 Model 80s can be used to maintain the agricultural statistics database, do large-scale statistical analysis, and produce tabulated data for the annual survey. A similar system will be needed in MINEPIA and MINPAT. If it is feasible politically, one of the two Model 60s could be moved to another ministry and only one additional system would need to be purchased. The Model 60s are satisfactory for data analysis and tabulation. The Model 50s (11 units) are satisfactory for analysis using packages such as Lotus 1-2-3, Symphony, dBase III, and SPSS as well as for word processing. The Model 50s can be used for data entry after the original IBM PCs are worn out and provide much more power than is needed for data entry.

MINEPIA will need six computers at the beginning of the project. Units identical to those in MINAGRI should be purchased to minimize spare parts requirements and allow interchangeability of parts. MINPAT will need three computers initially and will need to add the equivalent of the Model 80 in the third year of the project.

In the fifth year of the project, replacements for some units will have to be acquired. The planned life of personal computing equipment is five years.

All of the computers should have draft quality printers. Each ministry should have at least one letter quality printer. The use of laser printers is very unlikely given the environmental conditions and is not recommended.

Software

The software for processing the annual agricultural survey consists of programs to allow data entry, perform range and validity checking, create a database of "cleaned" data, tabulate and summarize data, and print the data tables. Some of the programs operate in a bilingual fashion. The programs are currently in use but the documentation for each of the programs is minimal or nil.

Very early in the CAPP project a decision needs to be made (and should be reserved for the long-term data processing TA) to complete development of the existing programs to form a coherent system or to select some commercial software package to replace the existing programs. Briefly, the pros and cons are as follows:

1. A custom set of programs can be more effective than a "canned" package. The data entry can be customized for this particular application and the questionnaire in use. The entire system can operate bilingually to accommodate the operators as well as the professional staff.
2. Custom programs require a programmer to develop and maintain them. The AMP data processing specialist found it virtually impossible to develop software while providing assistance to the professional staff and assisting in coordination of the operations for processing of survey data. Use of "canned" software means there will be other users and often training available from various vendors.

If it is decided that software development work needs to be done, a team at one of the CID institutions should be contracted to produce the system as soon as possible.

Range and validity checking of the data on the computer is currently a batch process. An interactive version of this program would allow immediate checks of the data either the data entry operator or the technician making corrections or both.

The table generation program currently under development should be complete so that data can be retrieved from the current "raw data" database to produce publication ready tables of summarized data without requiring access to a programmer. The current system provides the ability to specify the name, title, headings, and footnotes for a table in both French and English; retrieves and summarizes data from the database; and produces a finished table with rounding and formatting of numbers. The user may then review the results, insert new footnotes into the text, and print the table with French, English, or both headings.

In addition to the survey data processing programs, the AMP project has purchased a variety of commercial software. This includes Lotus 1-2-3, Symphony, dBase III, SPSS/PC, Framework, Turbo Pascal, Smart System, Clipper, Fortran, COBOL, Wordstar, and others. This software will be useful to the CAPP team and the staff in MINAGRI. Similar, compatible software should be purchased with the systems for MINPAT and MINEPIA.

A major commercial database package should be acquired to handle the agricultural statistics database. Packages to be investigated for this include ORACLE, ADR/DATACOM, and others which include SQL capability and allow users to perform retrievals without programming.

Schedule and Budget

Year 1			
MINEPIA	8	PS/2 Model 50 systems @ \$6000	\$48,000
Year 2			
MINPAT	3	PS/2 Model 50 systems @ \$6000 (system-computer, extra memory, miscellaneous software for spreadsheet, wordprocessing, UPS, etc.)	\$18,000
Year 3			
MINPAT	1	PS/2 Model 80 system @ \$9000	\$ 9,000
MINEPIA	1	PS/2 Model 80 system @ \$9000	\$ 9,000
MINAGRI	5	PS/2 Model 50 systems @ \$5000 (replacements)	\$25,000
Year 4			
Year 5			
MINAGRI	5	PS/2 Model 50 systems @ \$5000 (replacements)	\$25,000
	1	PS/2 Model 80 system @ \$7500	\$ 7,500
MINEPIA	2	PS/2 Model 50 systems @ \$5000	\$10,000
Years 1-5		Miscellaneous software	\$20,000

V. Decentralization

Remote Data Entry

There is a high level of interest in the provincial offices that were visited to perform some or all of the data entry of questionnaires at that level. Although not without problems of its own, such a system would have many advantages. The local entry of data would permit preliminary summarization for immediate feedback to the departmental enumerators on the quality of their work. Preliminary figures would allow provincial chiefs to discontinue some of the parallel data collection they are now doing so that they can have figures to report to their governor. Remote data entry would take some of the load of processing a large number of questionnaires off the central office.

The disadvantages and risks of remote data entry include the possibility of introducing new quality-control problems, a question of what to do if a province cannot get the data entered and to the central office on time, problems with equipment maintenance in distant sites, placing computers in less than desirable environments, and others. The initiation of remote data entry would require very stable, well developed data entry software. Training for provincial staff would have to include all facets of questionnaire control, editing, entry, data backup, and preliminary summarization procedures. Sessions must be conducted to step the chiefs and operators through each of these procedures.

Remote data entry should be initiated through a pilot process by selecting three or four provinces, equipping them with computers, and training them to do the data entry. Good candidates at this time would include Central, Littoral, West, and one of the northern provinces. If this proves to be successful, the process could be expanded to other provinces. Since the data entry software must be fully stabilized, the pilot of remote data entry should not be started before the end of the second year.

A lead-in to the pilot which would give some indications of likely success would be the decentralization of the preprocessing of the questionnaires. Some of the manual editing could be distributed to provincial offices. The work could be rechecked at the central level. Provincial offices could be provided with tabulation sheets and procedures for recording some portions of the data and doing a hand tabulation of data for preliminary results using only a calculator. Evaluation of this process would suggest candidates for receiving computers and participating in the remote data entry pilot.

Investment in agriculture has been at lower levels than necessary for adequate development of resources. GRC has failed to develop transportation and storage infrastructure and, as a result, post harvest losses are extremely high, and transportation and distribution costs are excessive. The government has attempted to accomplish social goals through the agricultural parastatals with resulting high operating expense and losses. In the absence of grading standards or quality standards, agricultural products appear to be poorly handled, producing low quality products which are difficult to market. ISTI (1988) cites situations where cocoa and coffee beans are often air-dried directly on the ground. When the product arrives at the central grading and processing facilities with large amounts of stones and other impurities, the overall quality of the graded and exported coffee and cocoa is naturally affected. A similar situation exists in maize, where poor handling is compounded by insufficient storage facilities. This makes the breweries and feed producers reluctant to use domestically-produced corn in their brewing and feed-mixing operations because they cannot be assured of reliable supplies and quality.

Many of these problems could be addressed by the agricultural extension services, but these services must be effective than they are currently. The result is an agricultural sector in which parastatal and public organizations fail to function effectively and produce significant losses for the GRC. Given the current economic crisis, it is unlikely government technical support for agricultural will be increased. In fact current subsidies of agricultural inputs such as fertilizer and pesticides are being reevaluated or scheduled for reduction. It has been suggested, and is generally believed that by transferring many of the governmental and parastatal activities to the private sector, revenue could be increased and sectoral performance improved.

Private Sector Management

The private sector provides an attractive alternative to public or parastatal enterprise since it is generally more efficient at generating profits. In considering private sector development and the privatization of public enterprises, it is important to recognize why private enterprise generally performs better. It has a single purpose: the generation of profit for its owners. It is not hampered in its operations by a desire to achieve social objectives at the same time. In countries where private enterprise has been subjected to extensive government regulation requiring attention to social goals such as the creation of employment, private sector enterprises do not fare any better than the parastatals. Similarly, state-run enterprises with clearly defined goals of generating profits can be as effective as any private sector enterprise.

In order to effectively develop the agricultural sector, policy must be developed to encourage good management of agricultural enterprises in both the public and private sectors. Privatization is attractive because it forces consideration of management issues much faster than is typical of the public and parastatal sectors.

Privatization Potential

In an attempt to revitalize the parastatals, the GRC in conjunction with the WB has undertaken a study to determine which enterprises are most suitable candidates for privatization. According to the ISTI study, prime candidates for privatization are the companies in the Societe National d'Investissement (SNI). In general, although these companies were established with the objective of becoming viable entities with stock sold to the general public, the reality is they have served the GRC as instruments of social engineering at a great cost and with a loss of economic viability. Brasseries of Cameroon is a commercial success with 80% market share, but major losers among the SNI enterprises include SOCO PALM, SODECOTON, SCI, SOSUCAM, CAMSUCO, SAFACAM, SOFIBEL, CELLUCAM (in liquidation).

The World Bank has categorized parastatals as profitable, potentially profitable, and hopeless. Privatization also requires clear separation of the social objectives from those related to generating profits. Until this is done, it is unlikely any of the major money losers would be attractive enough to be sold without continued government subsidy. For example, even the liquidation of FONADER, after it was determined to be beyond salvation, has been delayed because of the need to relocate its numerous employees. Similar problems exist in most of the candidates for privatization and must be evaluated and resolved.

Private sector performance has been better than the performance of the public and parastatal sectors, but it is not clear that privatization of public and parastatal organizations is either possible or will solve their problems. Each case must be thoroughly evaluated on both economic and social grounds.

New Private Sector Initiatives

The private sector usually is more capable of exploiting business opportunities than the public sector. This makes stimulation of new enterprise and introduction of new products and technologies through the private sector an attractive possibility. For example, while examining possible new ventures in the Extreme North Province, ISTI (1988) provided examples of agricultural enterprises which could be developed as private enterprises: sorghum bakeries, sorghum use in breweries, fruit production, well maintenance, garden crop seed production, and seedling nurseries. These represent potential entrepreneurial activities which have good face validity but which must be studied to determine feasibility. They do not represent existing opportunities to be exploited by the private sector. Ayissi *et al.* (1988) cite a wide range of opportunities for private sector development of food processing opportunities but indicate significant needs for policy reform to encourage exploitation of the opportunities.

**Policy Analysis Needs
To Support Private Sector Agriculture**

It is relatively easy to say the parastatal organizations are doing a poor job of generating profits through their activities in the agriculture sector since nearly all are losing money. This is in part due to mismanagement, but in greater part due to the imposition or assumption of social goals in place of economic objectives. As a result, privatization is attractive from a financial perspective, but may be difficult to achieve in reality because of the social consequences. This type of analysis has never been conducted.

One particularly difficult task of the GRC in management of the agriculture sector is the setting of prices. Proponents of the private sector suggest price controls and attempted regulation of prices are the cause of poor parastatal performance. An analysis of the price setting mechanisms should be undertaken to determine what information is needed and if better information and analysis could improve performance. There is evidence that the production and marketing in the food sector is able to respond better to changes in demand than is the case for state controlled cash crops. Where the government can assist is in the provision of market information to the private sector in such a way that the latter can react to price changes more readily. It is also apparent that the weak infrastructure contributes significantly to higher costs, and the absence of storage and transformation facilities result in high levels of post harvest wastage.

Assessment of Privatization Opportunities

Although the current economic reforms have led the WB and the GRC to identify priority candidates for privatization among the parastatals, it is not clear the criteria for selection included thorough evaluation of the social consequences of privatization. It is apparent that at least some of the poor performance of these enterprises has been due to the imposition of social goals on enterprises initially formed to generate profits. Privatization of these enterprises does not eliminate the need for the social services; it only eliminates the organization currently providing them.

A major benefit of strong private sector activity in any economy is its ability to identify and exploit new opportunities for economic growth. In the agriculture sector it is apparent that opportunities exist in both the marketing and transformation of products. The private sector already dominates the production and distribution of unprocessed foods and performs most of the traditional processing. New opportunities for transformation abound as indicated by the low levels of processing shown in the study of food processing conducted by Ayissi and Nkwain (1988). Similar possibilities may exist in the development and commercialization of new crops.

Private sector opportunities can be evaluated on the basis of economic and financial analysis. Involvement by the government in normally private sector activities usually results from a decision to use those business to accomplish some social or political objective. It is the conflict between social and financial objectives that usually leads to failure of the parastatal. Studies should be undertaken to determine the extent to which the poor operating performance of the parastatals is due to poor management and to what extent it is due to imposition of additional objectives.

Marketing Opportunities

Marketing activities in agriculture need particular attention because they are essential to the development of the sector and their current position as a major barrier to development. Problems resulting from the price setting activities of the government have already been discussed. The GRC also issues regulations restricting movement of goods within the country. This has in practice inflated prices and caused regional surplus and scarcity. This problem is exacerbated by police controls which further inhibit movement and increase costs. More significant has been the lack of investment in marketing infrastructure. There is serious insufficiency in transportation and poor road networks. Distribution is hampered by generally inadequate market facilities and an absence of adequate storage. Development of competitive markets is hampered by a lack of useful market information.

An important potential approach for achieving greater value added in agriculture is through the transformation and processing of agricultural products and the improvement of product quality through grading. Increasing the value added component of agricultural products is a major focus of GRC agricultural policy. However, standards of quality and a system of uniform weights and measures useful in determining the benefits of transformation and improved handling do not exist in Cameroon. Their absence eliminates much of the incentive to improve quality since producers do not receive benefits from value added.

Export marketing is handled through state marketing boards which operate primarily as sales outlets for agricultural products. They set prices and attempt to secure export markets. There is a general lack of a marketing approach to developing markets through segmentation or product differentiation. As a result, Cameroonian products face still competition in world markets due to relatively high production cost and a lack of differentiation. Many agricultural products face competitive world markets where price determines share of market. With high production costs, Cameroon is unable to effectively compete. A more sophisticated approach to marketing based on differentiation of products on quality or other attributes should appear to be a more viable approach.

Conclusion

Significant private sector opportunities exist in Cameroon. Many of them in agriculture are currently being explored and developed. Small scale producers and marketers dominate the market for foodstuffs, but government intervention and disfunctional policies in other areas have stifled initiative. Promotion of the private sector is an approach that forces hard economic and financial analysis on organizations and leads to decisions based on economic rather than social or political bases. In times of economic crisis this is perhaps valuable.

Privatization, however, is not a cureall. Many of the problems in Cameroonian agriculture result from bad policy and inappropriate control of the sector by the government. Many of the governmental and parastatal organizations are unsuccessful financially because they have been charged with conflicting or unprofitable goals. It is important that the GRC develop procedures for evaluating alternatives rather than blindly accepting privatization or private sector control on a wide spread basis. Agriculture is a diverse sector with competing and conflicting activities. Private sector development and consideration of privatization alternatives can produce sound policy decisions and can help restore economic strength to the agricultural sector. However, these changes come with significant social costs. Thorough and extensive analysis of policy options in this complex area is essential to insure fair and positive development.

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TRAINING NEEDS ANALYSIS AND PLAN

Training Needs Analysis

This training needs analysis is based on interviews and discussions with representatives of the three ministries most directly implicated in the project, MINPAT, MINAGRI and MINEPIA, including discussions, conclusions and agreements reached during the course of two project design workshops. In addition it is based on examination of the existing skills and resource base in each of these ministries, on past training provided to the staff of the affected units by AID and other donors, and on an assessment of the technical needs of the project.

There are two crucial technical areas of concern for the CAPP project: 1) economic policy analysis, including program and policy evaluation; and 2) establishing an integrated policy information system including survey and/or study design, data collection, data entry, data processing and data analysis and dissemination. In conjunction with these two broad categories of technical needs, an inventory of personnel available through the participating units was conducted.

In the Direction du Plan the current eighty professional staff consists of two statisticians, two statistics technicians, one demographer, one legal specialist, eight "economists" (one at the M.S. level, one with a maitrise and six with the license) and the rest agronomist (ingenieur). Virtually all of these personnel lack both a solid theoretical grounding and practical experience in planning or land use planning. The individuals in the Direction also lack the training in the key substantive areas of concern to the project, agriculture (including forestry) and livestock (including fisheries). In order to perform well in planning in these vital areas they must be able to interact with and understand the problems and processes involved, and the techniques of analysis appropriate to planning in each.

In response to this need and consistent with the resources available in the context of the CAPP project it is proposed that six Cameroonian staff members in the Direction be sent for training at the M.S. level in planning. Emphasis in their programs should be on agricultural sector planning (2), livestock sector planning (2), land use planning and natural resource management (1) and agricultural business management (1). All of the participants should receive training in policy and program evaluation and the use of computers as part of their course work. Because of the lack of practical experience on the part of the likely participants, their programs should include an internship and/or relevant thesis work conducted in Cameroon.

In the Ministry of Livestock's Division d'Etudes et Projets (DEP) there are eighteen staff members, including one veterinarian, four agronomists (ingenieur-agronome), one statistician/economist (M.S. level) and six individuals who have completed their first degree (license) only. One of

These has participated in a workshop on project management and one has some experience as a manager of a project. The relevant skills required for the implementation and institutionalization of this project effort include the ability to do economic policy analysis and evaluation, planning, data collection, processing and analysis. These skills either do not currently exist or are not yet developed to an adequate level in the DEP.

To meet the needs in these skill areas, nine individuals will require training at the M.S. level in the U.S. Three will study agricultural economics to enable them to contribute to policy evaluation and analysis in the livestock sector. Two will take minor concentrations on the livestock sector and one will specialize in fisheries. Two staff members will study planning with emphasis on the livestock sector. The planning and analytic techniques learned should make it possible to more effectively integrate the livestock sector into the larger national planning process and provide for more effective monitoring and evaluation of plan implementation.

The DEP in the Ministry of Agriculture (MINAGRI) has the advantage over the other two ministries of having participated in the USAID Agricultural Management and Planning Project (AMP) over the last eight years, and thus has experience in the areas of data collection, processing and analysis. It has also benefited from a considerable amount of training, both long and short term and has trained staff on hand. Therefore, the need for additional long term training in the DEP is somewhat less than that which exists in the other two ministries. Unfortunately, not all of the personnel trained under the project have been retained by DEP. In addition, the policy analysis goals of the AMP project have been carried out to only a limited extent. It is therefore necessary to provide training in the policy evaluation area and in the technical fields necessary to maintain the current data collection system.

Current high level staffing in the MINAGRI DEP include six agricultural statisticians trained at the M.S. level (four trained in the U.S.), three computer science specialists (one at the M.S. level, one at the B.S. level and one in a non-degree program) and six agricultural economists being trained at the M.S. level. There are a total of 70 professionals in DEP in the three Divisions. Several of these long term participants are still in the U.S. but most are expected to complete their degrees and return to Cameroon by the end of 1988 (one will not graduate until June 1989). Given the standard career patterns, demands within the Ministry and elsewhere and the vicissitudes of the public service in Cameroon, some of these individuals will undoubtedly be seconded to positions outside the DEP. Although this is not optimal from the perspective of the project, it does serve nonetheless to increase capacity throughout the GRC.

To meet the recurrent personnel needs of the MINAGRI DEP it is proposed that training of an additional five long term participants occur, including two agricultural economists, with a specialty in policy and program evaluation techniques, one person trained in computer information systems and two trained as survey statisticians (including survey methodology and management). All of these individuals will conduct their thesis research in Cameroon in conjunction with DEP activities, therefore providing an important contribution

to project needs in terms of analysis while providing for closer links between the participants and the project implementation staff, including the technical assistance team.

Short Term Training

Many of the training needs of the three ministries involved in the project can be addressed by either on the job training or workshops and seminars of relatively short duration. One of the pressing needs expressed almost universally by Cameroonian participants in the design workshop is for assistance in the area of management. In fact, many of the existing problems were attributed to shortcomings in the area of management rather than due to a lack of technical skills. The most notable of the problems appears to be in the area of human resource management. Styles of organization and patterns of interpersonal interaction derived from the colonial experience and institutionalized by practice since independence are still maintained. Common management practices employed successfully in a variety of cultural milieu throughout the world are either unknown or at least not practiced. For example, an authoritarian style characterized and accentuated by rigid hierarchy and a lack of financial incentives has resulted in some instances in a low level of motivation, limited initiative and innovation and generally low productivity (especially in the area of data entry and editing).

It seems clear that involving the staff of these organizations in objective setting activities could bring about significant improvements in output and job satisfaction. Developing an understanding of the Management by Objectives (MBO) approach in the three ministries might bear significant fruit. The use of "quality control circles" derived from the Japanese management experience is yet another of the many potential approaches to improving output. Other techniques, more common in the production and planning area such as PERT, CPM and many others should also be considered for adaptation to the Cameroonian environment.

In order to respond to this need a series of in-country management workshops can be provided. In-country workshops in this area using case studies derived from African experience, are cost effective because of the relatively large audience which can be reached and because of the possibility of developing a local training capacity. Training teams composed of U.S. management specialists and Cameroonians trained in the management area can be constituted. The Cameroonian trainers can be charged with providing follow up visits to the various offices of the participants to provide the kind of assessment and assistance which is needed if the new techniques are to be really adopted and used effectively on a regular basis.

Some other areas in which short term training is clearly called for are in the use of the software being employed for data analysis purposes in Cameroon, field survey design, quality control and sampling techniques, data processing and tabulation methodologies, financial analysis and budget preparation and policy evaluation techniques. Other topics which will require some short term training will be identified and addressed in the course of the implementation of the CAPP project.

Training Plan

Introduction

All training to be conducted under this project will be carefully coordinated with AID and the GRC to insure that resources are targeted at priority areas and are used in the most efficacious, cost effective manner. The following training plan is designed to insure that needs identified in the human resource inventory are met and to insure that a strong linkage is established between the work of trainees and the agencies they are targeted to work with. The implementation team, both the CID and the GRC components, should be maximally involved in all aspects of the training effort. The training plan consists of a combination of long term training in the U.S., primarily at the masters (MS) level (although some Ph.D. level training is also anticipated), short term training in the U.S. in special workshops and training courses which address well defined needs in Cameroon, short term training in Cameroon in specific topics designed to maximize participation and coverage in the project associated GRC bureaucracy and short term training in other African countries where appropriate programs are available.

I. Long Term Training

Initial plans call for about twenty Cameroonians to be drawn from the Ministries of Plan, Agriculture and Livestock to receive long term training in the U.S. at the M.S. level. Training at the Bachelor's level is not cost effective because of the four to five year period required to complete a degree and the fact that trainees must take a variety of courses to satisfy U.S. degree requirements which are only marginally related to their future specializations in the GRC. Training at the Ph.D. level is often both too long and too research oriented for the needs of most Cameroonian functionaries. There may be a few cases in which Ph.D. training may be justified but this should only be used for individuals who already have high competence in English and previous training at the M.S. level or its equivalent in the U.S., Canada or another country.

Long term training programs, in order to meet the needs of the project and of the GRC, must be adapted to local conditions as much as possible. In that sense three important types of action are deemed essential:

- 1) Programs will be selected to reflect an interest in and orientation toward Cameroonian policy concerns. That is, institutions and departments which have faculty experienced in African development issues will be targeted. It will be made clear from the beginning that faculty advisers capable of understanding key issues and guiding thesis and dissertation research in Africa will be preferred. While many institutions in the U.S. will be considered in the selection of universities and programs, where possible (and academically justified), participants may be placed in one of the ten CID universities (University of Arizona, California State Polytechnic University, Colorado State University, University of Idaho, New Mexico State University, Oregon State University, Texas Tech University, Utah

CAPP PROJECT LONG TERM PARTICIPANT TRAINING PLAN

MINISTRY	SUBJECT	NUMBER	YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5
PLAN	Planning*	2	EEEEEEEEEEEEEEEEEEEEETTTTTT				
		2		EEEEEEEEEEEEEEEEEEEEETTTTTT			
		2			EEEEEEEEEEEEEEEEEEEEETTTTTT		
ELEVAGE	Ag Econ**	1	EEEEEEEEEEEEEEEEEEEEETTTTTT				
		1		EEEEEEEEEEEEEEEEEEEEETTTTTT			
		1			EEEEEEEEEEEEEEEEEEEEETTTTTT		
	Planning*	1	EEEEEEEEEEEEEEEEEEEEETTTTTT				
		1		EEEEEEEEEEEEEEEEEEEEETTTTTT			
		1			EEEEEEEEEEEEEEEEEEEEETTTTTT		
CIS***	1	EEEEEEEEEEEEEEEEEEEEETTTTTT					
	1		EEEEEEEEEEEEEEEEEEEEETTTTTT				
	1			EEEEEEEEEEEEEEEEEEEEETTTTTT			
Stat.***	1	EEEEEEEEEEEEEEEEEEEEETTTTTT					
	1			EEEEEEEEEEEEEEEEEEEEETTTTTT			
	1				EEEEEEEEEEEEEEEEEEEEETTTTTT		
AGRIC.	Ag Econ**	1	EEEEEEEEEEEEEEEEEEEEETTTTTT				
		1		EEEEEEEEEEEEEEEEEEEEETTTTTT			
		1			EEEEEEEEEEEEEEEEEEEEETTTTTT		
	CIS***	1	EEEEEEEEEEEEEEEEEEEEETTTTTT				
		1		EEEEEEEEEEEEEEEEEEEEETTTTTT			
		1			EEEEEEEEEEEEEEEEEEEEETTTTTT		

Notes

- *Specializations will be in various aspects of agriculture and livestock
- **Specializations will be according to sector.
- ***Computer Information Systems
- ****Survey methodology and statistics
- I = 1 month of study
- E = 1 month of intensive English language training
- T = 1 month of thesis work in Cameroon

Supplement previous training, including long term training, and to provide the possibility of perfecting and expanding existing skills by providing opportunities for practical experience through internships (for example with NASS state offices in the U.S.) and on the job training. All short term training activities will be offered in an "action" format. That is, lectures will be kept to a minimum and a heavy dose of participation will be expected. Emphasis will be placed on programs organized around the use of case studies, simulations and other activities which take into account and build on the backgrounds, experience and knowledge of the participants themselves. This insures that the training will be more relevant to the existing conditions in Cameroon.

Emphasis will be placed on offering workshops and seminars in-country to as great an extent as possible, since that is the most cost effective approach. In this fashion a significantly larger number of Cameroonians can be trained by doing so at a relatively low cost. Training teams can be sent from the U.S. on TDY assignments. In addition, expertise available through the long term technical assistance team, their counterparts and other Cameroonian consultants drawn from other ministries, the universities, consulting firms and the private sector can be tapped. This can serve the dual purpose of offering the particular training program and of also creating the opportunity for the training of trainers. To the extent that Cameroonian specialists can be given on the job training as part of a training team, the long term capacity to provide similar training and the multiplier effect of the initial workshops will be maximized.

Although the emphasis in short term training will be on in-country programs, there are instances in which short term training in the U. S. is more productive. In some cases, highly specialized workshops and the associated equipment may not be readily available in Cameroon. In others, site visits and internship activities may be available in the U.S. for which there may not be a Cameroonian equivalent. Other, advantages of offering short term training programs in the U.S. are: 1) the importance of having a mix of participants from a number of developing countries to provide for effective exchange of ideas, experiences and information. For example, Francophone African participants in the French language project management workshop offered annually at Cal Poly often note in workshop evaluations that their interaction with participants from other countries gives them new and valuable perspectives which are very important for them in their own day to day work; and 2) the difficulties associated with providing in-country training to higher level government officials. Sometimes the demands on their time are such that if they remain in their own country they risk being called out for job related activities on such a regular basis that much of the material and activities and continuity of the workshop is lost.

State University, Washington State University and the University of Wyoming) and cooperating HBCU universities such as Tuskegee University. Doing so will have the advantage of allowing for more direct assistance, coordination and day to day assessment of trainee progress. Participant progress will be carefully monitored by a training coordinator (.33 FTE, who will serve part time as part of the campus backstopping effort) and regular progress reports will be provided to A.I.D. and to the participants' respective ministries. Advisors will be contacted regularly and site visits will be made several times a year. The International Student Offices on each of the campuses will also be contacted to insure that regular counseling and orientation to their respective communities will be provided. All participants will be given a general orientation and where necessary enrolled in an intensive English language program.

- 2) Data for all theses and dissertations will be gathered in Cameroon. Topics will be selected on the basis of needs identified by the participants' respective ministries in consultation with the students and their advisors at the university at which the degree is being pursued. Supervision of thesis work will be carried out by a combination of the long term technical assistance team, faculty advisors who will make TDY site visits to Cameroon and possibly by faculty from the University Centers at Dschang, Yaounde or Douala. Discussions along these lines have already been undertaken with a very positive response being received from the Cameroonian faculty in agricultural economics at Dschang. Copies of all theses will be delivered to the participant's ministry, the appropriate documentation centers, Cameroonian university libraries and to U.S.A.I.D./ Yaounde.
- 3) In addition to the regular degree programs being pursued by the participants, CID will organize annual meetings, special workshops and seminars during vacation periods for all project participants studying in the U.S. These workshops will treat subjects of special interest to all participants. For example, if a particular software package will be adopted for use in the project all participants will be trained in its use with real data drawn from previous studies conducted in Cameroon. Other potential topics include project evaluation, human resource management, small enterprise development, financial analysis of projects and many others. Cultural activities will be organized to insure that participants gain a broad understanding of the cultural milieu in which they are studying. A transition re-entry seminar will also be offered to ease the return from the states and reintegration into the Cameroonian bureaucracy.

II. Short Term Training

The importance of the one on one on the job training provided by the long term technical assistance team can not be stressed too much. This will be complemented by training activities designed to reach somewhat larger groups. Short term training in the CAPP project will be designed to

Third country training programs may also be employed, although probably to a limited extent. The advantages of such programs include the lower costs, ease of dealing with language and cultural differences and the relevance of the training materials to the milieu from which the participants are drawn. Weaknesses of such programs include the difficulty of insuring quality control and the very traditional training format (lecture) which is sometimes still employed. There are, however, some excellent programs offered through regional institutions such as CEPAG and IDEP in Dakar which may be appropriate for CAPP participants.

Project Training Plan

Based on the training needs assessment conducted in relation to the development of this project and the specific human resources available to the key Cameroonian administrative units included in the project the following long term training activities are proposed for the life of the project (see Chart T-1).

Training Administration

Standard procedures for nominating and approving participants for long term training will be followed. Based on descriptions of required qualifications, the Cameroonian government will officially nominate candidates for all positions. The qualifications of the nominees will be assessed along with the specific needs of the service and the project. PIOP's will be prepared after consultation with the project training coordinator in the U.S. Appropriate programs will be identified both for the regular degree training and for prerequisite training such as topping off in English and preparation in the technical area. For example, some individuals who will be sent for training in economics may have little formal background in the area or lack familiarity with the associated technical terminology. These individuals may be sent to Boulder, Colorado, where a special program is available to prepare international students for entry into U.S. university programs in economics.

All travel advances, airline reservations and other logistical details will be handled directly by the technical implementation team, more precisely the team leader and his administrative assistant. A pre-departure orientation will be provided to each participant. Close contact will be maintained with the U.S. based training coordinator to insure that all participants are met and that appropriate housing and other arrangements await them on arrival. In addition to housing, assistance will be provided to all participants in obtaining appropriate identification cards, checking accounts, linens and other necessities. Every effort will be made to ease the transition to life in the U.S. and to insure that participants have maximum time to dedicate to their studies.

ANNEX F

CAPP BUDGET OUTLINE: SUPPORTING FIGURES

<u>TOTAL LONG TERM TA</u>						
Team Leader	210,000	180,000	190,000	180,000	180,000	940,000
Ag. Economist, MINAGRI	200,000	170,000	155,000	170,000	0	695,000
Ag. Economist, MINEPIA	200,000	170,000	155,000	0	0	525,000
Survey Stat, MINAGRI/MINEPIA	180,000	150,000	150,000	165,000	0	645,000
Data Proc. Specialist	<u>190,000</u>	<u>160,000</u>	<u>160,000</u>	<u>0</u>	<u>0</u>	<u>510,000</u>
<u>Subtotal, L.T. TA</u>	980,000	830,000	810,000	515,000	180,000	3,315,000
Inflation	0	42,000	84,000	52,000	35,000	211,000
Off-campus indirect costs	225,000	230,000	231,000	130,000	55,000	871,000
CID G & A	<u>85,000</u>	<u>88,000</u>	<u>87,000</u>	<u>45,000</u>	<u>21,000</u>	<u>326,000</u>
<u>Total long term TA</u>	1,290,000	1,190,000	1,212,000	742,000	291,000	4,725,000
<u>SHORT TERM TA</u>						
(\$16,000/month, etc). ind. costs)	40,000	55,000	50,000	40,000	50,000	235,000
Inflation	0	1,500	3,000	4,900	6,500	15,900
Off-Campus indirect costs	9,000	9,100	9,200	10,100	10,100	47,700
CID G & A	<u>3,200</u>	<u>3,500</u>	<u>3,800</u>	<u>3,900</u>	<u>4,200</u>	<u>18,600</u>
<u>Total short term TA</u>	52,200	69,100	66,000	58,900	71,000	317,200
<u>HOME OFFICE SUPPORT</u>						
Campus coordination (1/2 FTE)	25,000	25,000	25,000	25,000	25,000	125,000
Secretary (on campus)	20,000	20,000	20,000	20,000	20,000	100,000
Campus coordinator mgt visits and admin. supervision	10,000	10,000	10,000	10,000	10,000	50,000
French training for l.t. TA (\$2,00 per person)	<u>10,000</u>					<u>10,000</u>
<u>Subtotal</u>	65,000	55,000	50,000	50,000	50,000	270,000
Inflation	0	3,000	6,100	9,100	12,000	30,600
On campus indirect costs	32,000	29,000	31,000	30,000	31,000	153,000
CID G & A	<u>7,500</u>	<u>67,00</u>	<u>7,200</u>	<u>6,900</u>	<u>7,200</u>	<u>35,500</u>
<u>Total Home Office Support</u>	104,500	93,700	94,300	96,000	100,000	489,300

CAPP BUDGET OUTLINE: SUPPORTING FIGURES (cont.)

LONG TERM TRAINING

Tuition, support	77,000	231,000	374,000	286,000	132,000	1,100,000
Participant air fare	17,500	17,500	15,000	0	0	50,000
Inflation	0	12,425	39,873	45,081	28,447	125,825
(No separate on or off campus indirect costs)						
CID G & A	<u>9,356</u>	<u>25,832</u>	<u>42,458</u>	<u>32,777</u>	<u>15,884</u>	<u>126,307</u>
<u>Total Long Term Training</u>	103,856	286,757	471,331	363,858	176,331	1,402,132

SHORT TERM TRAINING

Short term in U.s. (20 participants at \$10,000 each)	40,000	40,000	40,000	40,000	40,000	200,000
Annual Conferences	5,000	5,000	5,000	5,000	5,000	25,000
Workshops, local: short term TA	32,000	32,000	32,000	32,000	32,000	160,000
Workshops, local costs (2 workshops/year at \$10,000 each)	<u>20,000</u>	<u>20,000</u>	<u>20,000</u>	<u>20,000</u>	<u>20,000</u>	<u>100,000</u>
<u>Subtotal, short term training</u>	97,000	97,000	97,000	97,000	97,000	485,000
Inflation	0	4,850	9,943	15,290	20,904	50,986
off-campus indirect costs	25,220	26,481	27,805	29,195	30,655	139,356
CID G & A	<u>9,603</u>	<u>10,083</u>	<u>10,587</u>	<u>11,117</u>	<u>11,673</u>	<u>53,063</u>
<u>Total Short term training</u>	131,823	138,414	145,335	152,602	160,232	728,405

Vehicle maintenance & repair (50% purchase price spread over 5 years)	9,800	9,800	9,800	9,800	9,800	49,000
Fuel (Land Cruisers 300 liters.mo., others 150 liters)	15,360	15,360	15,360	15,360	15,360	76,800
Photocopier maintenance (as for vehicles)	1,710	1,710	1,710	1,710	1,710	8,550
<u>Subtotal</u>	<u>26,870</u>	<u>26,870</u>	<u>26,870</u>	<u>26,870</u>	<u>26,870</u>	<u>134,350</u>
Inflation (local)	0	2,687	5,643	8,894	12,470	29,694
Off-campus indirect costs	6,986	7,685	8,453	9,299	10,228	42,651
CID G & A	2,660	2,926	3,219	3,541	3,895	16,240
<u>Total local costs (LC)</u>	<u>36,516</u>	<u>40,168</u>	<u>44,185</u>	<u>48,603</u>	<u>53,464</u>	<u>222,936</u>
<u>Total Commodities/LC</u>	<u>305,616</u>	<u>72,718</u>	<u>105,925</u>	<u>57,664</u>	<u>114,847</u>	<u>656,970</u>

STUDIES, SUPPORT FOR RELATED PROJECTS

Studies	60,000	60,000	60,000	60,000	60,000	300,000
Inflation	0	3,000	6,150	9,458	12,930	31,538
Off-cam ind. costs (studies only)	15,600	16,380	17,199	18,059	18,962	86,200
CID G & A (studies only)	5,940	6,237	6,549	6,876	7,220	32,822
Cornell project	250,000					250,000
Documentation Center	50,000					50,000
Total Studies	381,540	85,617	89,898	94,393	99,112	750,560

COMMODITIES

2 Toyota Land Cruisers	50,000					50,000
1 Toyota pickup (no a/c)	13,500					13,500
1 Toyota Corolla sedans	34,500					34,500
50 Honda motorcycles	85,000					85,000
Computers	48,000	18,000	43,000	0	42,500	151,500
Computer software	10,000	5,000	5,000	0	0	20,000
(See Technical Analysis, page 28 for computers)						
Computer paper, ribbons, etc.	3,000	3,000	3,000	3,000	3,000	15,000
Aircond. for computers	3,000					3,000
Photocopiers	17,100					17,100
Photocopying paper, toner	2,000	2,000	2,000	2,000	2,000	10,000
Other office supplies	3,000	3,000	3,000	3,000	3,000	15,000
Subtotal, Commodities	269,100	31,000	56,000	8,000	50,500	14,600
Inflation (US)	0	1,550	5,740	1,261	10,883	19,434
(No indirect cost recovery on commodities)						
Total Commodities	269,100	32,550	61,740	9,261	61,383	434,034

<u>DATA COLLECTION/LC</u>	1988/Form 3	1989	1990	1991	1992	Total
Gas/oil	\$ 23,000	\$ 85,000	\$75,000	\$40,000	\$30,000	
Vehicle Maintenance	20,000	80,000	70,000	20,000	-	
Tires	30,000	40,000	30,000	10,000	5,000	
Field Support	32,000	120,000	120,000	80,000	60,000	
Training/Field supplies	-	80,000	80,000	70,000	50,000	
Printing Forms/Reports	-	63,000	60,000	40,000	15,000	
Office Supplies	-	50,000	50,000	-	-	
Replacement vehicles	-	55,000	45,000	40,000	-	
Total	\$105,000	\$460,000	\$420,000	\$300,000	\$160,000	<u>\$1,445,000</u>

NOTE: (305 CPA/8)

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LOCAL ADMINISTRATION

Admin. officer, local salary	45,000	45,000	45,000	45,000	45,000	225,000
Secretary (in Cameroon)	6,600	6,600	6,600	6,600	6,600	33,000
2 Drivers	6,600	6,600	6,600	6,600	6,600	33,000
Translator	6,600	6,600	6,600	6,600	6,600	33,000
(Each of the above 3 at \$550/month, incl. SS)						
Subtotal, Other	60,300	60,300	60,300	60,300	60,300	324,000
Inflation (local)	0	5,980	12,558	19,794	27,753	66,085
Off-campus indirect costs	15,548	17,103	18,813	20,694	22,764	94,922
CID G & A	5,920	6,512	7,163	7,880	8,668	36,143
<u>Total Local Administration</u>	<u>86,268</u>	<u>94,395</u>	<u>103,335</u>	<u>113,168</u>	<u>123,985</u>	<u>521,151</u>
<u>EVALUATION (2)</u>						
Direct Cost + Inflation			90,000		110,000	200,000
<u>Contingency</u>	<u>50,000</u>	<u>195,000</u>	<u>190,000</u>	<u>180,000</u>	<u>149,282</u>	<u>764,282</u>
<u>GRANT TOTAL</u>	<u>2,610,803</u>	<u>2,685,700</u>	<u>2,988,124</u>	<u>2,158,785</u>	<u>1,556,588</u>	<u>12,000,000</u>

ANNEX 3

JOB DESCRIPTION CAPP PROJECT TEAM LEADER

Position - Team Leader, Cameroon Agricultural Policy and Planning Project

Qualifications: Fluency in French to the FSI, 3,3 level, past experience as a team leader on a USAID project or design team, experience in sub-Saharan Africa especially in a Francophone country preferred, excellent organizational and communication skills necessary, knowledge of the planning and budgeting process and experience in organizing and/or conducting policy analysis in the agricultural sector. Knowledge of and practical experience using micro computers is essential.

Education: Ph.D in economics, agricultural economics, public Specialization in policy analysis in developing countries, development planning, development management, strategic planning and management or some combination of these preferred.

Description: The team leader, who will be based in the Ministry of Planning and Land Use Planning (MINPAT) will be charged with coordinating the efforts of a six person technical assistance team which will be based in three ministries, Agriculture (MINAGRI), Livestock (MINEPIA) and Plan. The principal tasks for the team include setting up an inter-ministerial data bank, a data collection, analysis and processing system and conducting collaborative policy analysis studies. The team leader and his/her counterpart will report to an inter-ministerial Committee and be charged with supervising the preparation of and symposia, coordinating training activities (long and short term) overseeing commodity procurement and representing the project vis-a-vis other donors and other projects. The team leader will serve as the principal contact between the project team and the U.S. base campus coordinator. He will be assisted by an administrative assistant. The team leader's technical functions will include assisting MINPAT with preparation of the 7th Five Year Plan and with coordination of the planning efforts of all three ministries.

JOB DESCRIPTION FOR AGRICULTURAL ECONOMISTS

Positions - Economist, Cameroon Agricultural Policy and Planning Project (1 - Ministry of Agriculture, 1- Ministry of Livestock)

Qualifications: Fluency in French to the PSI 3 level, actual policy analysis experience in developing countries, and ability to work collaboratively with individuals in the Ministry of Agriculture; and USAID.

Education: Ph.D. in economics, agricultural economics, or other related discipline. Experience in agricultural policy analysis in developing countries, particularly Africa, and in carrying out studies involving field survey work, is highly desirable.

Description: The economist will work closely with counterparts in the Ministry to carry out special studies on the agricultural sector and its role in the national economy, so as to identify and evaluate policy options for the decision makers in the Ministry. The economist will have overall understanding and general expertise in the type of data needed for policy analysis, and work closely with the statistician in the design of surveys to solicit data for special studies.

JOB DESCRIPTION FOR SURVEY STATISTICIAN

Position - Survey Statistician, Cameroon Agricultural Policy and Planning Project.

Qualifications: Fluency in French to the PSI 2/2 level. Extensive experience in survey/census planning, management and implementation. Work experience in Francophone Africa or other developing countries is desirable. Knowledge of and experience using microcomputers is essential.

Education: A minimum of an M.S degree with over 10 years of experience in survey and census design, data collection, tabulation, and data management. Preference: Above experience plus MS or Ph.D. in Agricultural Economics, other Agricultural field, or Statistics.

Description: The survey statistician will be based in the Ministries of Agriculture and Livestock, and (1) will work collaboratively with GRC counterpart(s) to institutionalize Cameroonian ability to manage and operate all phases of data collection, processing, and tabulation of data from statistical surveys or other sources, (2) coordinate requests for short-term technical assistance and training (seminars, workshops, special programs in the U.S., Cameroon or third countries) with the Chief of Party and Cameroonian counterparts, (3) work closely with project economists/analysts and their counterparts in identifying data needs and methods of collection, processing, and tabulation, (4) prepare requests for procurement of needed equipment as required.

JOB DESCRIPTION FOR DATA PROCESSING SPECIALIST

Qualifications:

M.S., Computer Science. Five years experience with programming, systems analysis, and data processing operations.

Experience in the use of personal computers including installing new computers and diagnosing problems. Fluency in Pascal. Experience with spreadsheets, word processors, databases, statistical software. Experience with computer networks and telecommunications.

Fluency in French at the 2/2 level. Experience with computers in developing countries.

Duties:

1. Program (or oversee programming) a system for data management, data entry, storage, manipulation, tabulation, and maintenance of the questionnaire data.
2. Train technicians, users, and data entry staff in the use of the computer systems. Conduct training for analysts and planners in the use of standard software packages for word processing, spreadsheets, statistics, and databases.
3. Consult with other personnel in computing to provide expertise in the applications of computers for professionals in the ministries of Plan, Livestock, and Agriculture.
4. Assist data processing chiefs in organizing and supervising the data processing operations.
5. Assist provincial offices in installing computers and initiating data entry and processing at that level.

ANNEX E

ILLUSTRATIVE LIST OF STUDIES

(Also contained in section III.D. Project Outputs, under output d

The crucial overall aim of the studies, as they accumulate, is to build up a comprehensive picture of the agricultural and livestock sub-sectors in Cameroon, showing, for example, in which crops productivity is growing and where it is lagging, where markets are adequate and where they are lacking, and how different agricultural activities interact with other sectors of the economy. This kind of information will be invaluable when consideration is given to where in agriculture the highest returns to investment or the greatest impact on farmer income can be achieved.

In the following is an illustrative list of topics, several are very broad: for example, the study of the role of cooperatives. What is contemplated here is an analysis that will go beyond the paper prepared for the July 1988 cooperative seminar in Yaounde and will consider in detail the economic and operational characteristics of various cooperative management options.

- The impact of privatizing fertilizer supply and removing subsidy on fertilizer availability, farm costs and crop production. As the subsidy removal program is underway, and has important implications where additional market liberalization programs are concerned, this will be a good study to undertake early on.
- A study of the role of cooperatives in agricultural and livestock sub-sector development with a view to defining in which commodities and which activities they can make the best contribution.
- Estimates of farm costs of producing major food and export crops to provide a tool for assessing the impact of changes in market conditions and government policies. This kind of information is less of value, not for its own sake, but as an input to other studies such as that already mentioned on fertilizer. It will therefore be helpful early on at least to assemble already available information on farm costs so that what gaps exist are clearly known.
- A survey of land use patterns in the country, in order to determine where land is being used profitably and where it is being underused, either because of the farming methods employed, the items produced or the labor and other resources available.
- An evaluation of industries involved in the processing of agricultural and livestock products with a view to and overcoming any constraints and identifying additional opportunities for increasing value added in Cameroon. This is another subject that can be treated in broad terms to begin with in order to identify areas where further work should be done.

- An assessment of the means of relieving constraints on the competitiveness of domestically produced goods which are potential substitutes for imports.
- The market outlook for major existing and potential exports (coffee, cocoa, rubber, palm oil) with a view to relating programs for promoting production to realistic assessments of the future sales possibilities. Information on the market outlook for these crops is not hard to obtain, but with different parastatals responsible for different crops what is lacking is a coherent strategy for emphasizing the promotion of those crops with the most promising future.
- A study of the extent to which existing road networks and transportation facilities act as a constraint in the efficient supply of inputs and sale of farm outputs.
- Evaluation of reporting on food pricing in different locations and design of a system for reporting price information so that the private sector can take advantage of it and food distribution improved.
- The effect of rural-urban migration on the supply and demand for food products with a view to forecasting the impact on food security and identifying actions the government can take to safeguard it.
- Identification of opportunities for supplementing farm incomes through small ruminant production and on farm fattening and finishing of large stock.
- Description and analysis of the basis on which land is allocated among alternative uses, particularly in the vicinity of population centers. Improvements in land use planning will be investigated, recognizing the importance of traditional social and political criteria.
- A study of the potential impact of EAMI on agricultural production, marketing, food security, and exports.



UNITED STATES OF AMERICA
AGENCY FOR INTERNATIONAL DEVELOPMENT

Yaounde



UNITED STATES ADDRESS
YACUNDE (AID)
DEPARTMENT OF STATE
WASHINGTON D. C. 20520

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H.E. The Minister
Ministry of Agriculture
Yaounde, Cameroon

I have the honor to inform you that USAID received your letter (referenced No. 003839 DEP/DS dated August 18, 1988) which requested USAID support to the agricultural data collection surveys of 1988 and 1989.

USAID concurs, in principle, to support your request. However, our support for this measure is directly tied to the proposed project - the Agricultural Policy and Planning project. Whereas USAID can support this October's Form 2 data collection effort, the 1988 Form 3 and complete 1989 schedule poses somewhat of a design issue, at this stage.

As you know, USAID and the representatives from the Ministry of Plan, the Ministry of Livestock and the Ministry of Agriculture have refined and nearly completed the Project Paper design. The proposed project is basically a sector policy support program to the government's efforts in the structural adjustment program. The project proposes a quick start-up with technical assistance to conduct policy studies and in-service training to improve the government's capacity to conduct economic and policy analysis.

I have reviewed the project design in detail and I am interested in discussing with you the following issues:

Most importantly, the issue of recurrent expenditures to the agricultural data collection. USAID would agree, in principle, to increase the contribution to the data collection effort for the proposed project given the current financial situation and spread this contribution over the five years were you to agree in the Project Agreement Covenant to increases in your contribution accordingly. Please refer to the attached options paper.

As you are aware the Agency for International Development has a regulation which states that the host country government must contribute at least 25% of the total funding of the project. In order for this project to succeed as well as satisfy the 25% contribution, the government will have to increase its contribution to the data collection on a reasonable scale, as shown in options 1 or 3. Historically, the Division of Statistics has received ample allocation for this effort, however the budget shown for this year raises serious doubts and the future year planning levels must be better defined.

Were we to support the data collection effort to a greater degree than originally planned, we would have to reduce our contribution in other areas. I am suggesting the following:

Best Available Document

1. The design proposed that twenty (20) Cameroonians would be trained at the Master Degree level meaning as many as 15 staff would be out-of-country in the early years of work. Given the small number of technicians presently in DEPF in MINEPIA, DP in MINPAT and DEP in MINAGRI when the technicians depart for the 2-3 years of training in the U.S. there will not be, in my opinion, an adequate core group of individuals in the three departments to interact with the technical assistance team. I propose reducing the number of long-term and short-term participants to a more balanced number of 10 and 18 participants respectively. By phasing the training one can expect greater continuity during the project. Moreover the possibility of addressing most of the original training target still exists by way of USAID's long-term training project (HRDA).
2. Given the cost of long term technical assistance, I propose deleting one of the agricultural economists in favor of a modest increase in short-term. The remaining economist would conceivably liase with MINAGRI and MINEPIA.

I am awaiting your earliest response to the above proposals.

Yours sincerely,


Ellsworth M. Amundson
Acting Director

cc: Minister of Plan & Regional Development

AN EXPLANATION OF THE OPTIONSMajor Assumption:

1. That the average annual cost of data collection is approximately 200 million PCFA or \$650,000 (\$1.00 = 305 PCFA).
2. By year 5 there will be cost savings to the existing system of data collection. For example, cost savings may result due to the policy of the Division of Statistics to change vehicle fleet from cars to motorcycles for enumeration, area frame made more efficient, sampling procedures streamlined and processing costs are reduced.

Option 1:

1. AID decreases contribution for recurrent expenditures as GRC increases its contribution.

	<u>1988</u>	<u>1989</u>	<u>1990</u>	<u>1991</u>	<u>1992</u>	<u>Total</u>
<u>AID</u>						
\$	105K	146K	142K	300K	160K	\$1,445,000
%	-	75	65	50	25	
<u>GRC</u>						
\$	150K	190K	230K	255K	490K	\$1,410,000
CPA	15.7m	17.9m	170.2m	106.7m	149.4m	1,359,995,000
%	-	25	35	50	75	

2. AID Total Grant for project remains at \$12 million, as now designed.
3. AID and GRC contribution as percentage to total: AID 74% and GRC 26%.
4. AID cuts one year from long term T.A. (statistician) and slightly modifies contingency line. Note: Another option would be to cut contingency by \$200K + and keep the statistician.
5. GRC agrees to place into Project Agreement No.1 above as covenant, i.e., the GRC guarantees to provide budget to Division of Statistics at these levels.
6. GRC economy improves due to SAP, monies are available for data collection and GRC recognizes economic utility of accurate and consistent set of agricultural statistics and will allocate increasing amount of resources to the data collection effort.

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Option 2:

1. ~~GRC contribution for data collection is straight line 150m CPA for all years of project.~~
2. Budget implications:
AID cuts \$12 million CAPP budget by \$2.2mil; new total \$9.8 mil - 75%
GRC new total \$3.8 mil - 25%
3. AID cuts 6 years (\$1,480,000) of long term T.A. and \$720,000 from contingency. All other items remain the same.
4. Summary of long term T.A.:

	<u>Years</u>	
	<u>Before cut</u>	<u>After cut</u>
Team leader	5	4
Ag. Econ. MINAGRI	4	3
Ag. Econ. MINEPIA	3	2
Statistician	4	2
Data processor	3	2

155-10 3: Note: This option is in reference to the attached letter

1. The GRC contribution for data collection increases slightly from year to year as opposed to option 1 where the GRC contribution increases at higher rates. Recall: Option 2 shows GRC contribution at a straightline 150 million.
2. AID slightly increase its contribution to data collection accordingly, however
 - (a) Decreases long-term technical assistance by four years as opposed to option 1:

	<u>Years</u>	
	<u>Before cut</u>	<u>After cut</u>
Team leader	5	5
Ag. Econ/MINACRI	4	4 (The one Ag. economist would liase with MINEPIA)
Ag. Econ/MINEPIA	3	-
Survey Statistician	3	3
Data Processor	3	3

- (b) Increase short-term technical assistance by five months.
 - (c) Decrease participant training by 50%. Instead of 20 participants to be trained at M.S. levels, now only 10 participants would be trained.
 - (d) Reduce short-term training by two participants
 - (e) Other minor reductions.
3. New total and percentage of contributions:

AID: \$11,000,000 75%
GRC: \$ 4,079,000 25%

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GRC 26%
USAID 74%

SUMMARY

GRC EXPENDITURES BY FISCAL YEAR

	<u>FY 88/89</u>	<u>FY 89/90</u>	<u>FY 90/91</u>	<u>FY 91/92</u>	<u>FY 92/93</u>	<u>TOTAL</u>
Salaries						<u>2,319,000</u>
Senior personnel	35,000	76,000	94,000	105,000	138,000	458,000
Support personnel	350,000	364,000	377,000	388,000	402,000	1,881,000
Commodities						<u>150,000</u>
Vehicles	-	-	60,000	-	60,000	120,000
Furniture	-	-	5,000	-	5,000	10,000
Field Support	-	-	10,000	-	10,000	20,000
Other Costs						<u>1,970,000</u>
Studies	10,000	75,000	75,000	75,000	80,000	315,000
Building/maintenance	40,000	40,000	45,000	45,000	50,000	220,000
Office Supply	5,000	5,000	5,000	5,000	5,000	25,000
Data Collection ¹	150,000	190,000	230,000	350,000	490,000	1,410,000
TOTAL						<u>4,459,000</u>
CFA Total (for data collection only)		57,950,000	70,150,000	106,750,000	149,450,000	

(\$1.00 = 305 CFA)

1. Cost of data collection average at \$650,000 per annum or 200 million CFA. Budget comparison of GRC and USAID represents GRC increasing contribution as USAID reduces contribution. Beginning in FY 89/90 to FY 92/93 the GRC will increase contribution cash costs to the data collection following approximate percentage apportionments (in percent: 25, 35, 50, 75).

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SUMMARY

USAID EXPENDITURES

	1988/89	1989/90	1990/91	1991/92	1992/93	Total	% OF TOTAL
Long Term TA (18 person years)	1,290,000	1,190,000	1,212,000	542,000	291,000	4,238,000	
Short Term TA (14 person months)	52,200	69,100	66,000	58,900	71,000	317,200	
Home Office Support	<u>184,500</u>	<u>93,700</u>	<u>94,300</u>	<u>96,000</u>	<u>100,800</u>	<u>489,300</u>	
TOTAL TECHNICAL ASSISTANCE	1,446,700	1,352,800	1,372,300	696,900	462,800	5,331,500	44
Long Term Training	103,856	206,757	471,331	363,858	176,331	1,402,132	
Short Term Training	<u>131,823</u>	<u>138,414</u>	<u>145,335</u>	<u>152,001</u>	<u>160,232</u>	<u>728,405</u>	
TOTAL TRAINING	235,679	425,171	616,666	516,459	336,563	2,130,537	18
Policy Studies	381,540	85,617	89,898	94,393	99,112	750,560	6
Commodities	269,100	32,550	61,740	9,261	61,383	434,034	
Local Finance	<u>36,516</u>	<u>40,168</u>	<u>44,185</u>	<u>48,603</u>	<u>53,464</u>	<u>222,936</u>	
TOTAL COMMODITIES/LOCAL FINANCE	305,616	72,718	105,925	57,864	114,847	656,970	5
Local Cost Financing/ DS Data Collection	105,000	460,000	420,000	300,000	160,000	1,445,000	12
LOCAL ADMINISTRATION	86,268	94,395	103,335	113,168	123,985	521,151	4
EVALUATIONS	0	0	90,000	0	110,000	200,000	1
Contingency	<u>50,000</u>	<u>245,000</u>	<u>240,000</u>	<u>230,000</u>	<u>199,282</u>	<u>964,282</u>	8
GRAND TOTAL	2,610,803	2,735,700	3,038,124	2,008,785	1,606,588	12,000,000	100

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SUMMARY

GRC EXPENDITURES BY FISCAL YEAR

	<u>FY 88/89</u>	<u>FY 89/90</u>	<u>FY 90/91</u>	<u>FY 91/92</u>	<u>FY 92/93</u>	<u>TOTAL</u>
Salaries						<u>2,319,000</u>
Senior personnel	35,000	76,000	94,000	105,000	148,000	458,000
Support personnel	350,000	364,000	377,000	388,000	402,000	1,881,000
Commodities						<u>150,000</u>
Vehicles	-	-	60,000	-	60,000	120,000
Furniture	-	-	5,000	-	5,000	10,000
Field Support	-	-	10,000	-	10,000	20,000
Other Costs						<u>1,310,000</u>
Studies	10,000	75,000	75,000	75,000	80,000	315,000
Building/maintenance	40,000	40,000	45,000	45,000	50,000	220,000
Office Supply	5,000	5,000	5,000	5,000	5,000	25,000
Data Collection	150,000	150,000	150,000	150,000	150,000	750,000
TOTAL						<u>3,799,000</u>
CFA Total (for data collection only)	45,750,000	45,750,000	45,750,000	45,750,000	45,750,000	

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SUMMARY

USAID EXPENDITURES

	1988/89	1989/90	1990/91	1991/92	1992/93	Total	% OF TOTAL
Long Term TA (13 person years)	1,290,000	1,190,000	523,000	297,000	-	3,300,000	
Short Term TA (14 person months)	52,000	69,100	66,000	58,900	71,000	317,000	
Home Office Support	<u>108,500</u>	<u>93,700</u>	<u>94,100</u>	<u>96,000</u>	<u>100,800</u>	<u>489,100</u>	
TOTAL TECHNICAL ASSISTANCE	1,446,700	1,352,800	683,300	451,900	171,800	4,106,500	42
Long Term Training	103,856	286,757	471,331	363,858	176,333	1,402,112	
Short Term Training	<u>131,823</u>	<u>138,414</u>	<u>145,335</u>	<u>152,692</u>	<u>160,232</u>	<u>728,405</u>	
TOTAL TRAINING	235,679	425,171	616,666	516,459	336,563	2,130,517	22
Policy Studies	381,540	85,617	89,898	94,393	99,112	750,560	8
Commodities	269,100	32,550	61,740	9,261	61,383	434,034	
Local Finance	<u>36,516</u>	<u>40,168</u>	<u>44,185</u>	<u>48,603</u>	<u>53,464</u>	<u>222,916</u>	
TOTAL COMMODITIES/LOCAL FINANCE	305,616	72,718	105,925	57,864	114,847	656,970	7
Local Cost Financing/ NS Data Collection	105,000	874,000			-	979,000	10
LOCAL ADMINISTRATION	86,268	94,395	103,335	113,168	123,985	521,151	5
EVALUATIONS	0	0	90,000	0	110,000	200,000	2
Contingency	<u>50,000</u>	<u>75,000</u>	<u>75,000</u>	<u>75,000</u>	<u>180,282</u>	<u>455,282</u>	4
GRAND TOTAL	2,610,803	2,979,700	1,764,124	1,308,785	1,136,588	9,800,000	100

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GRC 25%
USAID 75%

SUMMARY

GRC EXPENDITURES BY FISCAL YEAR

	<u>FY 88/89</u>	<u>FY 89/90</u>	<u>FY 90/91</u>	<u>FY 91/92</u>	<u>FY 92/93</u>	<u>TOTAL</u>
Salaries						<u>2,319,000</u>
Senior personnel	35,000	76,000	94,000	105,000	118,000	428,000
Support personnel	350,000	364,000	377,000	388,000	462,000	1,881,000
Commodities						<u>150,000</u>
Vehicles	-	-	60,000	-	60,000	120,000
Furniture	-	-	5,000	-	5,000	10,000
Field Support	-	-	10,000	-	10,000	20,000
Other Costs						<u>1,970,000</u>
Studies	10,000	75,000	75,000	75,000	80,000	315,000
Building/maintenance	40,000	40,000	45,000	45,000	50,000	220,000
Office Supply	5,000	5,000	5,000	5,000	5,000	25,000
Data Collection ¹	150,000	180,000	180,000	200,000	350,000	1,060,000
TOTAL						<u>4,079,000</u>

CPA Total (for data collection only) 54,900,000 34,900,000 61,000,000 106,750,000

(\$1.00 = 305 CPA)

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SUMMARY

USAID EXPENDITURES

	1988/89	1989/90	1990/91	1991/92	1992/93	Total	OF TOTAL
Long Term TA (15 person years)	1,090,000	1,020,000	1,057,000	542,000	291,000	4,000,000	
Short Term TA (19 person months)	73,300	90,700	77,800	80,700	83,100	405,600	
Home Office Support	<u>94,500</u>	<u>93,700</u>	<u>94,300</u>	<u>96,000</u>	<u>100,800</u>	<u>489,300</u>	
TOTAL TECHNICAL ASSISTANCE	1,257,800	1,204,400	1,299,100	718,700	474,900	4,884,900	44
Long Term Training	66,500	159,500	230,000	170,000	139,000	765,000	
Short Term Training	<u>131,823</u>	<u>138,414</u>	<u>145,335</u>	<u>152,601</u>	<u>140,232</u>	<u>708,405</u>	
TOTAL TRAINING	198,323	297,914	375,335	322,601	279,232	1,473,405	13
Policy Studies	381,540	85,617	89,898	94,393	99,112	750,560	6
Commodities	244,100	32,550	61,740	9,251	61,383	409,024	
Local Finance	<u>36,516</u>	<u>40,168</u>	<u>44,185</u>	<u>48,603</u>	<u>53,464</u>	<u>222,936</u>	
TOTAL COMMODITIES/LOCAL FINANCE	280,616	72,718	105,925	57,864	114,847	631,970	6
Local Cost Financing/ DS Data Collection	105,000	470,000	470,000	450,000	300,000	1,795,000	16
LOCAL ADMINISTRATION	86,268	94,395	103,335	113,168	123,985	521,151	5
EVALUATIONS	0	0	90,000	0	110,000	200,000	2
Contingency	<u>50,000</u>	<u>185,000</u>	<u>205,000</u>	<u>200,000</u>	<u>103,014</u>	<u>743,014</u>	8
GRAND TOTAL	2,359,547	2,410,044	668,593	1,956,727	1,605,090	11,000,000	100

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