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ROLE, STRUCTURE AND FUNCTIONING OF THE
DEPARTMENT OF COOPERATION AND MUTUALITY

Prepared by G. M. Shillinglaw as
Experience, Inc. Phase 2 Report to the
Cameroon - USAID Cooperative Sector Study
and Design Project

July - August 1979

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TABLE OF CONTENTS

<u>PAGE</u>		<u>PARAGRAPHS</u>
1	PART I: <u>Introduction</u>	1 - 5
5	PART II: <u>Conspectus on the Cooperative Movement In Cameroon</u>	6 - 34
5	A. Evolution from the 1960's to the present	7 - 20
13	B. Marketing Procedures and Financing	21 - 22
19	C. Diversification	23
19	D. Cooperative Personnel and Staff Training	24 - 28
23	E. Membership Education	29 - 31
24	F. Conclusions	32 - 34
27	PART III: <u>Role Structure and Functioning of the Department of Cooperation and Mutuality</u>	35 - 91
27	A. Mandates, Powers and Responsibilities of the Department of COOP/MUT	35 - 40
31	B. Structure and Organization of COOP/MUT	41 - 45
34	C. Staffing of COOP/MUT Services	46 - 56
45	D. Cooperative Training and Training Levels	57 - 64
53	E. Budgetary Provision and Equipment	65 - 72
56	F. The Status of COOP/MUT	73 - 81
61	G. Intra-Ministerial Relations	82 - 87
65	H. Conclusions: The Situation of the Department and the Choice of Priorities	88 - 92
68	PART IV: <u>Recommendations</u>	93

TABLE OF CONTENTS
(continued)

PAGE

70	ANNEX I:	Organigramme of COOP/MUT
71	ANNEX II:	A technical note on training in the cooperative sector
76		Appendix 1: Courses to be offered for the 1979-1980 Academic Year, I.T.A., Dschang
78	ANNEX III:	Recent donor assistance to the cooperative sector

PHASE 2 REPORT OF THE CONSULTANT TO THE CAMEROON-USAID COOPERATIVE
SECTOR STUDY AND DESIGN PROJECT - JULY - AUGUST 1979.

PART I: INTRODUCTION

1. The consultant's visit to Cameroon took place within the framework of the USAID sponsored analysis of the cooperative sector, designated the Cameroon-USAID Cooperative Sector Study and Design Project.¹ The project became operational by November 1978, and will terminate in December 1979. The original suggestion for such a sectoral review arose as the result of a USAID-funded visit to Cameroon in 1977 by a team of consultants from CLUSA who concluded, inter alia, that a necessary pre-condition for any eventual USAID assistance in the cooperative field in Cameroon should be a full survey of the sector concerned.²

2. The Sector Study and Design Project is aimed at providing that survey by a critical and detailed evaluation of three key areas of the sector: the organization, financing, activities, membership, etc., of the cooperatives themselves; the facilities for cooperative training in Cameroon; and the capacity and problems of the government cooperative supervisory service (The Department of Cooperation and Mutuality). The examination of the first of these areas -- cooperative organizations

¹ Agreed by MINEP letter 5979/MINEP/CT3 of September 18, 1978.

² See CLUSA report (1977).

themselves -- is being undertaken principally by means of an extensive questionnaire distributed to over 300 cooperatives in Cameroon. The data collected will be computerized and analyzed during the last months of 1979. It is anticipated that the results of this survey/analysis will assist in guiding a decision on the feasibility of assistance to the cooperative sector and, if feasible, what form such assistance might take. The analysis of the second area -- cooperative training -- was undertaken by a USAID consultant during November and December 1978.³ The third area is, with certain additions noted below, the subject of this report.⁴

3. The terms of reference for the present report provided for six weeks in country and called on the consultant to address himself principally to questions of the administrative and service capacities of the Department of Cooperation and Mutuality at the level of both the central and external services with critical attention to matters of status, function, organization, staffing and budgetary provision. Propositions on how to improve the quality of service rendered to cooperatives were to be made. Work was to be carried out in conjunction with the organizer of the overall Sector Study.

3

See Cameroon Cooperative Development: Phase 1 Report by H. Gerber (Experience, Inc., Minneapolis, Jan. 1979).

4

A fourth area originally proposed for analysis -- the role of rural development societies, e.g. ZAPI, in so far as they affect cooperative development -- has now been eliminated from the survey.

4. The terms of reference also requested the consultant, if possible and subject to the limits of time available after completion of the major section of his study, to:

- review the earlier report on cooperative training, and make proposals on possible USAID sponsored interventions at the cooperative colleges;
- assist in preparation of the case-study reports;
- participate in the development of a framework for analysis of the questionnaire data.

These rather disparate terms of reference result in a report of which the main body deals with the government cooperative supervisory service. Questions of training are dealt with both in the body of this report, and in an annex. The remaining additional terms of reference could not be dealt with in the time available.

5. The ideas and conclusions expressed in this report are those of the consultant, and do not necessarily reflect the views of USAID or of Cameroon Government officials. They are based on written materials, interviews and observations made during 34 working days in Cameroon including a tour in Western, South-Western and Littoral Provinces from 18-23 July, supplemented where appropriate by knowledge of the problems of the cooperative sector acquired during an official mission in Cameroon between 1974 and 1977. The consultant wishes to thank here the many Cameroonian officials who provided information for this report, and in particular the Director and staff of COOP/MUT; the staff of

USAID/Yaounde for their support; and the organizer of the Study and Design Project, Mr. Dean Mahon.

PART II: CONSPECTUS ON THE COOPERATIVE MOVEMENT IN CAMEROON

6. An evaluation of the administrative and service capacities of the government cooperative supervisory service should logically provide an adequate indication of the range, type and activities of the cooperative movement which that service is called upon to supervise and assist. Complete data will only be available on completion of the Study and Design Project. The following, necessarily brief, summary is intended to provide background for the subsequent evaluation.

A. Evolution from the 1960's to the present

7. Although cooperative societies can be traced back to the 1930's in Cameroon,¹ the beginning of effective cooperative organization is more accurately located in the 1950's and 1960's. In North-West Province, the first coffee marketing society was formed at the beginning of the 1950's and the following two decades saw a steady growth in the formation of primary societies and unions, culminating in the granting of a cooperative coffee-purchasing monopoly in the late 1960's to the Bamenda Cooperative Association. Today, the NWCA (successor to BCA) is the apex organization for 11 cooperative unions, grouping some 107 primary societies and approximately 24,000 members, and marketing around 10,000 tonnes of arabica coffee.

¹ In the anglophone provinces, the first produce marketing societies were formed in the early 1930's in South-West Province. In Western Province, the first societies were established in 1930-32.

8. In Western Province, although the first arabica coffee marketing societies were formed in 1930-32, the effective beginning of the present system of cooperative organization dates from the late 1940's and 1950's, and from the establishment of UCCAO in 1958. Monopoly purchase and export rights were granted to UCCAO in 1961. Today, the Union, undoubtedly the most financially successful in Cameroon, is composed of six cooperatives, handles over 15,000 tonnes of arabica and 3,700 tonnes of robusta coffee, and represents some 89,000 farmers. (Individual cooperatives also handle some 1,000 tonnes of cocoa).
9. Both in southwestern Cameroon and southern Mungo, cooperative organization of banana producers also dates from the 1950's. By 1964, the Mungo union (UGECOBAM) exported around 66,000 tonnes of bananas. But falling world prices, changing consumer preference, declining quality, and in the case of South-West, the loss of preferential tariffs after reunification, led to the collapse by the late 1960's of these societies. Cocoa and robusta coffee marketing societies, also dating essentially from the 1950's, continued however, to exist in both areas. Thus in 1966, the eight robusta cooperatives of the Mungo handled 5,000 tonnes of coffee (20% of small-holder production) -- a situation essentially unchanged to this day.²

2

A reading of contemporary reports on the problems of the Mungo cooperatives -- insufficient margins, lack of hulling equipment, opposition from private interests, indebtedness of the farmers to intermediaries, proposals for an exporting union -- is instructive, and underlines the continued failure of successive administrations to deal effectively with this major robusta-producing zone. See Rapport de la Mission d'Evaluation de la CEA dans le Domaine de l'Animation Rurale...au Cameroun (1967), Chap. 7. See also further below.

10. The 1950's and 1960's witnessed an expansion of cooperative organization in the cocoa zone of francophone Cameroon. Thus in 1963, cocoa-marketing cooperatives numbered some 200, with 24,000 members and a total of 4,300 tonnes (5.4% of total East-Cameroon production). Despite an attempt to amalgamate this proliferation of small cooperatives into 51 larger (arrondissement) units, by the late 1960's the great majority had ceased to function. Among the reasons given at the time for this collapse, we may note:

- lack of 'encadrement' (i.e. government cooperative officers), both qualitatively and quantitatively;
- lack of understanding by members of the aims of their society;³
- poor leadership.

11. The 1960's saw also the massive failure of the Cooperatives de Credit Mutuel Agricole, the basis of the then agricultural credit system. Composed of a maximum of 30 members, these societies experienced a mushroom and uncontrolled growth in the late 1950's. By 1963, over 2,900 "Mutuelles" existed in Eastern Cameroon, offering only the weakest guarantees of repayment to the financing institution, the Banque Camerounaise du Developpement.⁴ Already by 1961, the rate of default on

³ From a report of 1961: "For most members, the cooperative appears either as an enterprise created and subsidized by the state...or as a commercial business operating for the sole profit of its members." Cited in Rapport de la Mission D'Evaluation...above.

⁴ In principle, members of the Mutuelles were obliged to lodge a list of their assets with their credit cooperative. The share capital of the Mutuelle was deposited with BCD. Members could borrow up to 10 times the amount of their shareholding, under conditions of mutual guarantee of repayment by the other members.

loan repayment stood at 21% (by number), and by 1963, as the default rate increased, the BCD was obliged to turn to the government for additional funding of 300 million CFAF. By 1964, BCD terminated loans to the Mutuelles. The total amount of credit unrecovered is apparently not known with any exactitude -- some estimations put it at several billion CFAF.

The SOCOOPEDs/SOCOODERS

12. Throughout the francophone provinces, colonial forms of pseudo-mutualist organization (SIP, SAP)⁵ oriented towards local developmental activity and financed by a compulsory male poll-tax ('la cotisation'), were succeeded in 1969 by the SOMUDERS (Mutual Societies for Rural Development). The SOMUDERS continued to obtain a major part of their financing from the cotisation, but sought to enlarge the participation of the local population by admitting a restricted proportion of farmers' representatives onto the Board of Directors still effectively dominated by the local administration. The SOMUDERS did not handle the marketing of any major crop -- this being largely in the hands of expatriate interests. Mismanagement, and the absence of any meaningful participation by the farming population, led to their transformation in 1973 into SOCOOPEDs (Cooperative Societies for Savings and Rural Development).

⁵ Societe Indigene de Prevoyance, dating from 1937; Societe Africaine de Prevoyance (1950); best seen as direct extensions of the local administration. They were oriented towards local public works, agricultural input and credit supply, provision of storage facilities, etc. 'Membership' was compulsory.

13. From 1975, following proposals formulated and implemented by COOP/MUT, the SOCOOPEDs of the cocoa zone of Central-South (3), Littoral (2) and Eastern Provinces (4) became for the first time fully-elective structures, without administrative representation on their Boards, organized in a three-tier system of local cooperative centers and area sections, within the overall divisional cooperative society. For the first time also, they began to organize the effective collection and marketing of cocoa as their central economic activity, relying largely on finance advances (and cashiers) from the major export houses. These SOCOOPEDs continue to receive the 'cotisation', but the major part of their income now derives from government-fixed margins on produce marketing. Share-holding by farmers in their areas of operation is still limited, but growing.⁶ Many of their fixed assets are constituted by assets transferred from the dissolved SOMUDERS, although there is growing investment (e.g. in local cocoa storage facilities, transport, supply services, etc.) financed by their marketing activity. By 1976 the SOCOOPEDs had been accorded a monopoly on cocoa marketing in Centre-South and East.⁷

⁶

The Design Project should provide the first full data on the current extent of shareholding. A provisional estimate might be that not more than 30% of farmers who sell through the cocoa SOCOOPEDs are shareholders.

⁷

In 1977, 12 SOCOOPEDs underwent a further (purely nominal) transformation into SOCOODERS.

14. In Northern Province, the six divisional SOCOOPEDs remain non-elective, and do not engage in crop marketing.⁸ Their funding derives from the 'cotisation'. Their main economic activities are concerned with financing of infrastructural works (roads, school buildings, wells, etc.) and the sale of certain items of basic necessity (e.g. cotton seed oil, sugar, etc.) under monopoly franchise. One SOCOOPED gives assistance to a weavers group (Cooptissart), which functions as a specialized section of the divisional organization.

Savings-Credit Societies

15. One of the more marked and successful expansions of cooperative activity from the late 1960's has been in the field of small savings and consumption credit. The credit union movement, established in the anglophone provinces and now expanding marginally into Western and Littoral Provinces, has a current membership of some 36,000 grouped into 197 credit cooperatives,⁹ with a total volume of share capital of 1,366 mio. CFAF. Credit unions are affiliated to CamCCUL. Union deposits with CamCCUL's Central Funding organization totalled over 240 mio. CFAF October 12, 1978. An inadequate volume of loan activity has to date prevented CamCCUL from achieving financial viability, and League personnel are insufficient to ensure effective auditing of its

8

The nominated Board is normally composed of the Prefect, the Delegate of Agriculture, the Divisional Chief of COOP/MUT and certain other leaders in the Division. There is also a provincial union of six SOCOOPEDs, UNISOCOOPED, which plays some role in bulk purchasing.

9

Approximately 50% are unregistered 'discussion groups.'

member unions. The movement, however, represents a major area of cooperative activity in Cameroon, with 52% of its membership drawn from the rural work force. Some attempt is being made to channel surplus loan capacity into financing for marketing cooperatives and to agricultural production credit.¹⁰ A church-sponsored savings movement, numbering 7,982 members organized into 20 societies and a union, has also developed in the Yaounde area since the early 1970's.

CENADEC

16. Since 1969, CENADEC has sponsored the development of five essentially cocoa-marketing societies in Lekie Division, with a total membership of some 29,000 farmers and marketing 24,000 tonnes (1977/78). CENADEC also provided assistance to the NCCB and cooperatives in North-West Province between 1969 and 1976, and is currently assisting in the reorganization of cooperatives in South-West Province.¹¹

Robusta Cooperatives - Mungo Division

17. Nine poorly-organized and ill-equipped cooperatives in the robusta

¹⁰

R. Gruber, Credit Union Survey (Report prepared for Direction COOP/MUT, June 1977) reports the following distribution of loan purposes: farming 9%; business 18%; housing 40%; medical 5%; education 18%; and other 11%.

¹¹

A detailed and critical review of the CENADEC cooperatives in Lekie division appears in Courbois, Projet de Developpement Rural des Departements de la Lekie et du Mbam, Jan. 1979, especially Annexes IV and V.

zone of Mungo Division, with a nominal membership of 9,000 farmers, handle some 15% only of the total 30,000 tonnes of robusta coffee in the area. Crop financing is largely secured from private exporters, who themselves also finance the treatment and export of the major part of the Division's production. A project (of the order of 2.5 milliards CFAF) is currently in the final stages of preparation, for the equipment and reorganization of these cooperatives into an exporting union and five affiliated societies.

South-West Province

18. The 44 (approximate) existing primary and area cooperatives handling principally cocoa and coffee have of recent years experienced a sharp decline in membership and trade as a result of poor management and inadequate supervision of accounts. They are currently being reorganized into nine primary societies and a central union, with an anticipated tonnage of over 6,000 tonnes of cocoa and around 4,000 tonnes of robusta coffee. Cooperative membership is estimated at 14,000. As distinct from North-West Province, cooperative monopoly is not complete, private Licensed Buying Agents still operating in Meme and Ndian Divisions.

Women's Cooperatives

19. Approximately 16 women's cooperative societies exist in North-West and South-West Province. Apart from one engaged in coffee marketing, they are concerned principally with the bulk purchase and distribution of

palm-oil. Most of them are unregistered; six are currently inactive. Attempts to engage in foodstuff marketing have been largely unsuccessful. Active membership is small, financial organization weak and management ability notably lacking.¹²

Other Cooperatives

20. Although cooperatives in Cameroon are predominantly either export-crop marketing or credit/savings societies, there is a small number of societies in the fields of handicrafts (Northern and Northwestern Provinces), construction (Douala), shoe repair, vegetable marketing, fisheries, butchery and cattle rearing. Attempts at the formation of consumer cooperatives have not proved successful.

B. Marketing Procedures and Financing

21. Marketing of principal export crops is controlled by the National Produce Marketing Board, created in 1976 and operational since 1978.¹³ The Board replaces the former 'Caisses de Stabilization', and the Produce Marketing Organization (anglophone provinces). Operating under the Ministry of Economy and Plan, it is responsible for:

¹²

See L. Matt, A Report on Women's Cooperatives in the North-West and South-West Provinces (Mimeo, July 1, 1979).

¹³

See Article 2 of Law No. 76/20 of September 9, 1976; and Decree No. 78/054 of February 23, 1978 (Fr: Office National de Commercialisation des Produits de Base).

- stabilizing farm-level prices of the crops with which it is concerned;¹⁴
- organizing and controlling the marketing and distribution of export crops, with a monopoly on sales on the world market;
- promotion of any action, including research, directed to an improvement in quality and production of the five export crops.

Against this background of the responsibilities of the NPMS, four broad systems of cooperative marketing-finance and market procedures operate:

- (1) Centre-South and Eastern Provinces: for the purchasing of cocoa,¹⁵ the SOCOOPEDs and SOCODERs employ funds advanced by private (and in the majority expatriate) export agencies. Until the 1978/79 season, these cooperatives did not directly handle crop-purchasing funds themselves, their role being largely restricted to supervising the grading and weighing of cocoa in the Cooperative Centre and the payment of the farmer at the cooperative market by the paying agent of the export agencies. These agencies were principally responsible for evacuating produce from the center to the port of exportation and, on the order of and under the supervision of the NPMB, shipping overseas.

14

Robusta and Arabica coffee, cocoa, cotton and groundnuts.

15

Prices are fixed by the government according to quality, just prior to each season.

For its organization and supervision of the local market, the cooperative received after the season a fixed commission of 10.5 CFAP established by the NPMB of which normally 5 CFAP is paid to the farmer as bonus (on quality cocoa).¹⁶ The remaining 5.5 CFAP is the operating margin of the cooperative. From the 1978/79 season, however, in certain pilot zones, the cocoa cooperatives received direct crop-finance from the export agencies and took responsibility for market payment and (in conjunction with the exporters) delivery to area stores.¹⁷ The results of this overhasty transition in financial arrangements would not seem to be encouraging; apparently all cooperatives registered losses on purchases, due to lack of control over their paying agents.¹⁸

16

The amount of the bonus is fixed by the Minister of Agriculture in conjunction with MINEP, uniformly by province, after examination of the financial capacity of all cooperatives in the area. The cooperatives have a monopoly in cocoa purchasing, i.e. all cocoa must pass through a cooperative market.

17

For their additional paying and transport functions, the cooperatives received a further 4 CFAP. Preliminary studies suggest the obvious: that this is far from covering the additional costs and risks.

18

The small quantity of robusta coffee currently purchased by those cooperatives is carried out largely on the basis of funds advanced by private coffee factory sources.

- (II) Western Province. Purchasing of coffee¹⁹ is carried out by UCCAO via six affiliated cooperatives, on the basis of funding secured directly from the commercial banks. The cooperative system is responsible for payment, collection, coffee hulling, electronic sorting, produce evacuation to Douala and export to European ports. UCCAO is currently the sole cooperative organization in Cameroon with an operating export license. Its relationship to NPMB is limited to the payment of a levy ("prelevement") which currently (mid 1979) stands at 38 CFAF/kg. The difference between total costs to UCCAO and the price secured on the world market represents the gross margin of the Union. This exceptional relationship to the NPMB is apparently to soon expire, after which the Board will take over handling of the export operations.
- (III) North-West and South-West Provinces. In North-West, the apex organization, NWCA, has been receiving finance from the NPMB since the 1978/1979 season.²⁰ These advances are then passed through the unions for the purchase of

19

Now both arabica and robusta since the fusion in 1978 of crop-specific cooperatives.

20

Previously, the PMO dealt directly with the 11 Unions affiliated to BCA (predecessor of NWCA). Cooperatives in North-West have enjoyed a monopoly on coffee purchasing since 1969.

coffee at the level of the approximately 107 primary societies. This advance by the NPMB is composed of the official purchase price to the farmer, plus a "buying allowance" composed of estimates for cost of collection, bagging, contribution to NWCA costs, insurance and charges. The 11 unions are currently responsible for collection and processing of coffee and delivery to NPMB stores at Bamenda. Under the pending Rural Development Project in North-West Province, NWCA will take over the Board storage facilities, and handle evacuation to Victoria. The buying allowance accorded by the NPMB is currently under review.

Marketing finance in South-West Province developed along the same 'marketing board' lines as in North-West, except that cooperative indebtedness and poor management, and the existence of private buying agents led to very selective dealing by the ex-PMO with individual cooperatives. Under the reorganization scheme,²¹ all crop-purchase financing will be channelled from the NPMB to the nine primary societies via the future provincial union.

- (iv) Littoral Province (Mungo Division). As noted earlier, the cooperatives are currently obliged to have recourse

21

Which also proposes an extension of cooperative purchasing monopoly.

to private export interests for their crop financing²² - interests which at the same time finance the competitors of the cooperative system, the private factory owners. Under the projected reorganization, the Project will provide a rolling fund for crop purchasing to the proposed union. There is some indication that an attempt may be made to utilize the export license of the dormant Cooperative Union of the Mungo to permit the reorganized cooperatives to benefit from selling on the European market.

22. Despite the variety of arrangements for crop-purchasing, and the diverse sources of funds employed, all export-crop cooperatives - with the exception of UCCA0 - operate on the basis of margins fixed by the NPMB. It may be questioned whether in the past these margins have been sufficient to allow cooperatives to invest as necessary and, indeed, whether the structure of margins has been such as to promote an aggressive expansion of cooperative activity. It must also be noted in this latter respect that the fixing by the authorities of a uniform bonus (generally by Province) for all cooperatives²³ is not a practice likely to promote attitudes of cost consciousness and profitability among cooperative managers since it deprives the member-farmer of a direct and concrete gauge of the efficiency of his society's management.

22

The cooperatives receive an officially-determined margin from the exporters for collection and hulling of robusta prior to delivery.

23

Essentially on the basis of the lowest common denominator of profitability.

C. Diversification

23. The foregoing summary runs the danger of inferring that agricultural cooperatives in Cameroon are solely tied to the handling of export crops. This is untrue to the extent that limited attempts have already been made to diversify the range of farmers' produce purchased and sold, notably in North-West Province (eg. rice, wheat). Both major developmental projects in Western and North-Western Provinces are to be directed to developing the production, storage and marketing of foodstuffs, particularly corn, beans and rice. Several SOCOODERs have attempted to enter the field of collection and sale of members' foodstuff produce. For the moment, however, this activity remains largely at the experimental level.

D. Cooperative Personnel and Staff Training²⁴

24. No complete data is currently available on the levels of training of existing cooperative employees and training projections over the short or medium term.²⁵ In 1975, however, the Department of C-M submitted proposals to the Minister of Agriculture which contained the following information on trained cooperative personnel:

24

Personnel training in the Lekie cooperatives of CENADEC is dealt with in Courbois, op.cit.

25

The Direction of Agricultural training, with the assistance of the German Volunteer Service, has undertaken a study of employee training levels, initially in North-West and South-West Provinces. The Study and Design Project will provide considerable additional information on the current situation.

- the cooperative movement as a whole was staffed by only 119 cadres of senior (manager, senior accountant, etc.) and middle (accountant, head storeman, cooperative inspector, etc.) levels;
- 40% of these cadres were employed by the cooperatives of two provinces (North-West and South-West);
- the minimum total need for qualified personnel in the cooperatives was estimated at 400, indicating a national shortage of around 250;
- of these 250, 200 qualified staff were required for the adequate staffing of the francophone cooperatives.

25. For the anglophone provinces, additional information²⁶ is available from 1975, indicating that:

- North-West Province: of 201 total staff of all levels in the 11 cooperative unions and CamCCUL, 136 were "trained";
- South-West: of 67 total staff of the ten major cooperative organizations, only 15 were "trained";
- primary society secretaries (both provinces): many of the (then) 310 secretaries had received no adequate training.

Of particular concern in both provinces is the inadequate supply and level of training of field inspectors paid by the cooperative system

26

See Proceedings of the Three-Day Cooperative Staff Conference, North-West and South-West Provinces (Nov. 1975).

itself,²⁷ which has resulted frequently in the accounts of primary societies not being kept up-to-date.

26. It may be assumed under the externally-financed projects for Western and North-Western Provinces, and with the reorganization of South-West Province into only nine primary societies, sufficient resources will be available for adequate staffing and staff training.²⁸ Elsewhere in the country, the situation remains precarious. Although in the absence of full data, judgement remains subjective, it may be stated that most of the principal cooperatives in the four provinces of North, East, Centre-South and Littoral are staffed at their management level by only one manager, and one bookkeeper/accountant (both minimum middle-level training: for examples, two-year course at CNFC or Brevet d'Etudes Commerciales levels.²⁹

27. Even where, in the four francophone provinces noted above, government personnel are seconded as cooperative managers, none are higher than middle level cadres, and over half have no cooperative

²⁷

In North-West, the inspectors are now paid and controlled by NWCA; In South-West, with the creation of the future Union, the same situation will obtain.

²⁸

The current cost per student/year at the NCCB is 350,000 CFAF, borne by the sponsoring cooperative organization. The NCCB is currently training 22 cooperative inspectors and Union staff personnel for NWCA and South-West cooperatives. The College has also paid more attention recently to short-course training for primary secretaries (and primary board members).

²⁹

The first nominally equivalent to six years of secondary education, the second to five years; but of a specialized nature.

training at all. Of 17 government officers seconded in this capacity, eight were trained as middle-level agricultural officers, five are lower-level contractual officers. Of the total 17, only seven have had a one-year cooperative training (CNFC, Canada, Paris), one a two-year training (CNFC). In Eastern Province, none of the four government staff seconded is cooperatively trained.

28. The utilization of the CNFC, Ebolowa, in respect to the training of employees for the francophone cooperatives continues to be deplorable.³⁰ Of 35 students in training (1st and 2nd cycles) in the academic year 1978/79, only 12 were sponsored by cooperatives (the remaining 23 being candidates from the administration or other organizations). All 12 were sponsored by SOCOODERs of Centre-South Province.³¹ The explanation of this situation is the less understandable in that training at the CNFC is minimal (27,000 CFAF per annum, paid by the sponsoring cooperative), although the cooperatives are obliged to sign an undertaking to employ the student on graduation.³² Undoubtedly a part of the responsibility for this mis-use of the CNFC must lie with the Committee on Admission, and with the public authorities who insist on entry for their candidates with the sole purpose of

30

To be dealt with in more detail elsewhere.

31

See Director's Annual Report, 1978/1979.

32

It is not unknown, however, for cooperatives to refuse to honor this obligation. For government employees, deduction is made on salary to cover the costs of lodging.

securing promotion for them subsequently. Equally, however, the cooperatives are resistant, or indifferent, to the question of employee training.

E. Membership Education

29. Cooperatives in Cameroon are required by law to set aside 5% of their net surplus for the constitution of an education fund, to be used after approval of the supervisory Minister. To date, no systematic use of this available funding has been made for purpose of membership education, and the total amount of funds available is not known with any exactitude. Proposals have been made that this money be contributed to central and regional funds,³³ and it is understood that the UNDP-sponsored National Education Programme will be partially financed from this source.
30. The NCCB has played some role in promoting membership education through organizing short-courses for members of primary society boards. The CNFC has apparently played no role in this respect.
31. Although the situation varies considerably from area to area of the country, it may be generalized that membership awareness of the nature of cooperative institutions remains low, due to the absence of systematic educational extension activity, and that, as a result, members' participation in the supervision of their society's

³³

To be administered by national and regional cooperative education councils.

affairs remains very limited.³⁴

F. Conclusions

32. A number of observations may be offered on the basis of the foregoing summary:

- (a) that in all provinces, with the exception of the North, cooperatives have been, and continue to be, economic institutions potentially affecting significant sections of the rural population;
- (b) that only in two provinces (West and North-West)³⁵ can one properly consider that these institutions have taken widespread root among the farming population in the sense that their disappearance would fundamentally and negatively affect the local economic and socio-political environment;
- (c) that the considerable successes achieved through the establishment of the cocoa zone SOCOOPEDs/SOCOODERs in providing an orderly system of cocoa marketing,³⁶ remains for the moment provisional. Member awareness and participation is

³⁴

An exception may be North-West Province, with a well-structured system of local primary societies. Elsewhere, participation is largely limited to bi-annual elections. For comments on the Lekie cooperatives, see Courbois, op.cit., paragraphs 234-247.

³⁵

To which must be added South-West, particularly insofar as the credit union movement is concerned.

³⁶

Especially in ensuring control of weighing, grading and payment.

not developed; on the other hand, the bewildering succession of cooperative forms over the last decades, and the failures of the 1960's, are still very present to the farmers' minds;

- (d) that cooperative organization, with the exceptions noted above, is still essentially very "young". In four of the six provinces (excluding the North), major reorganizations affecting farmers' institutional affiliation, mode of marketing, relation to local leadership, financial obligations, etc., are either pending or have been carried out at the behest of government over the last four years;
- (e) that for the moment, and despite considerable awareness of the dangers and drawbacks in the situation, the majority of cooperatives remain largely tied to the principal export crops;
- (f) that, in general, the level of expertise of cooperative employees remains low, and that insufficient resources (both of the state and the cooperatives) are being devoted to training;
- (g) that the cooperative movement has made no effective progress in Northern Province;
- (h) that women producers continue to play a negligible part in cooperative activity.

33. In reading the reports of the numerous past surveys of the cooperative movement in Cameroon, one is struck by how broadly similar the problems have remained over the preceding two decades. After drawing attention to the success of cooperative organization

In the arabica zone by the 1960's (to which must be added the subsequent growth of the savings/credit movement), and the apparent determination of the government to extend cooperative organization to all parts of the country, the authors of these reports go on to note the lack of training of cooperative staff, the low level of farmer participation, the further reorganization schemes in progress or proposed, the need to strengthen the cooperative colleges, and - most relevant to the purpose of this report - the inadequacy in numbers and quality of the government service responsible for assistance and development in the cooperative sector.

34. It is necessary, therefore, in turning to an examination of that service to bear in mind that its problems are not new. As the cooperative movement has expanded and grown in sophistication, as the number of cooperatively-oriented developmental projects has increased in number, one might reasonably have expected government to seek solutions to the problems of the government cooperative service. The following analysis suggests that this has yet to be achieved.

PART III: ROLE, STRUCTURE AND FUNCTIONING OF THE
DEPARTMENT OF COOPERATION AND MUTUALITY

A. Mandates, Powers and Responsibilities
of the Department COOP/MUT

Formal Mandates

35. The formal mandates of the Department are derived from three main sources:

- the current Decree Reorganizing the Ministry of Agriculture (No. 76-256 of July, 1976);
- Law No. 73-15 of December 7, 1973, relating to Rules and Regulations governing cooperative societies in Cameroon;
- Decree No. 74-874 of October 29, 1974, defining the mode of application of the preceding law.

The Department exercises these mandates as the relevant technical division of the Supervisory Ministry, the Ministry of Agriculture.

36. In broad terms,¹ the Department is "responsible for promoting the cooperative and mutualist movement in all its forms", by:

- spreading the principles and methods of cooperation;
- providing assistance to cooperative organizations;

¹ Decree Reorganizing the Ministry of Agriculture, Articles 22-5.

- liaising with other development organizations (organismes d'intervention) of a cooperative nature.

37. The orientation which the Ministry wished to give the Department was further spelled out in 1974:

"...the Department of Cooperation and Mutuality must encourage to the maximum the adjustment of the rural population to new conditions of living and work. It must awaken that spirit of initiative and solidarity so necessary to collective progress. It must make every effort to improve the methods of rural marketing and management in our cooperatives and provide a solid economic base and a sound social structure for our national community. The cooperative movement must be represented in all villages..."²

38. More specifically, the Department is responsible, through its specialized services, for three major areas:

- (a) - registration of all cooperatives and pre-cooperatives;
- feasibility studies for establishing or developing cooperatives;
- drafting and executing regulatory and legislative texts for the cooperative movement;
- maintaining cooperative statistics;
- handling legal disputes arising from cooperative activity;

2

Ministerial Circular No. 07/Minagri of December 6, 1974, relating to the above Decree.

- (b) - the organization of accounting systems in cooperatives;
 - carrying out financial and accounting controls on cooperatives;
 - preparing requests for loans and subventions by societies;
 - analysis and approval of cooperative budgets;
- (c) - training and education of leading cadres of cooperatives;
 - general public promotion of cooperative principles, including publishing activity.

Specific Responsibilities and Powers

39. The further concrete duties and responsibilities of the Department, as spelled out in the Cooperative Law and its Decree of Application, are numerous, and in effect give the supervisory Minister extremely wide powers of intervention in the operations of cooperative societies. These powers and responsibilities may be summarily categorized under three heads:

Financial

- approval of draft budgets of all societies, including investment programmes;
- approval of all investments (defined as purchase of land, buildings, equipment, various construction, fixed deposits) at the actual time they are undertaken;
- reception and approval of final accounts;
- carrying out of an annual audit, and other audits and controls where necessary, for all societies;

- approval of societies' net surplus to be distributed;
- approval of calling of debts of the society;
- carrying out liquidations and amalgamations.

Educational

- taking measures necessary to guarantee the technical training of the staff and members of cooperative societies;
- approval of cooperative education programmes proposed by cooperatives.

Administrative/Organizational

- approval of appointment and salary of all managers and withdrawal of approval;
- appointment of state employees to senior cooperative positions where necessary;
- determination of area of operation of societies and their internal method of representation;
- In cases of serious misconduct, removal of Boards of Directors and appointment of temporary management committees;
- approval of number of board members of a society;
- reception of minutes of all General Meetings;
- supervision of application of the Labour Law to cooperative employees;
- drafting model articles of association and approval of all amendments;
- calling of exceptional general meetings for any society.

Other Responsibilities

40. Beyond these explicit responsibilities and powers, the Department is de facto responsible for a number of other key areas, of which the most important are:

- preparing major projects of cooperative reform and reorganization;
- reviewing externally-funded projects bearing on the cooperative sector;
- liaison with and monitoring of the input to the sector of institutions such as FONADER, the various development societies, the cooperative colleges, etc.;
- supervision of the bi-annual elections in all cooperatives;
- monitoring of the progress of the seasonal crop-purchasing campaigns.

B. Structure and Organization of COOP/MUT³

41. COOP/MUT is one of eight departments in the Ministry of Agriculture, responsible to the Minister through the Secretary General. The organization of its central and external services is laid down in the 1976 Decree Reorganizing the Ministry.

42. The central services, headed by a Director and Assistant, cover

³

See Organizational Chart, and Decree Reorganizing the Ministry of Agriculture (1976).

three services:⁴

- Organization and Development;
- Audit and Accounting;
- Education and Training,

whose respective responsibilities are those outlined in paragraph 38 (a) to (c).

43. External services of COOP/MUT exist at the Provincial and Divisional levels. At the Provincial level, the Provincial Service of COOP/MUT is one of seven services of the Provincial Delegation of Agriculture. The Provincial Delegate of Agriculture, under the authority of the Governor, "is responsible for the coordination of activities of the Ministry at the Provincial level." The Provincial Chief of Service COOP/MUT is responsible for the local execution of programmes of the Central Department.

44. At the Divisional level, the Divisional Service COOP/MUT is one of seven services of the Divisional Delegation. The Divisional Delegate of Agriculture "coordinates" activities of the Ministry, under the control of the Senior Divisional Office (the Prefet). The

4

Also a Bureau of General Affairs. The Services are sub-divided into Bureaux. Between 1972 and 1974, a Studies and Agricultural Credit Service was provided for, responsible for "all problems relating to agricultural credit in conjunction with the Banque Camerounaise de Developpement." It was abolished, following the establishment of FONADER in 1973. As discussed further below, the failure to specify COOP/MUT's role in monitoring FONADER's credit operations with cooperatives has led to a number of problems.

Divisional Chief of Service COOP/MUT executes programmes of the Provincial Service COOP/MUT. Unlike the Divisional Services of Agriculture and Water and Forestry, with their sub-divisional network of "Postes", the Division is the lowest organizational level of COOP/MUT.⁵

45. Over the last seven years the Ministry has gone through three formal reorganizations, concerned in part with determining the most effective balance between vertical and horizontal organization, centralization and decentralization. Between 1974 and 1976, COOP/MUT central services at Yaounde experienced considerable difficulty in maintaining direct, effective authority with the provincial and divisional services, since all communications passed obligatorily through the Provincial and Divisional Delegates of Agriculture. With the reorganization of 1976, the position has seemingly improved, at least in theory, with the Delegates at each level responsible for only coordination. Nevertheless, certain ambiguities remain, since the Delegates "coordinate under the control of the local administrative authorities." Interviews with senior COOP/MUT officials in the field suggested also that, in some cases, Delegates continued to intervene directly in technical policy formulation and execution at the local level.

5

During the 1960's, in the francophone area, the external services of COOP/MUT at the divisional level were called "postes cooperatifs". In 1965, there were 31 such "postes" presumably one per division. There has been thus no extension of COOP/MUT field "coverage" in 15 years. One "poste" survives anachronistically today at Loum (Mungo), with unspecified functions.

C. Staffing of COOP/MUT Services

46. For the execution of the extensive mandates and powers outlined in section A, the central and external services were staffed (as of July 1979) by 144 cadre personnel.⁶ Of these, 26 are seconded into cooperatives in six provinces,⁷ leaving an effective establishment of 118 cadres of all levels for the central and external services. The (undifferentiated) distribution of this personnel is indicated below:

Table 1: Distribution of Staff: Central/External Services

<u>Service</u>	<u>Total Staff</u>	<u>Of which, seconded to Coops.</u>
Central	37	--
West Province	7	--
Littoral	12	3
South-West	21	3
North-West	21	4
East	10	4
North	12	3
Centre-South	<u>24</u>	<u>9</u>
TOTALS	144	26

6

"Cadre" is here taken to mean all personnel whose work activity requires, in principle, some specialized knowledge of cooperative-related disciplines. It is distinct, as will be seen later, from those who are actually so trained. No complete list of personnel (including their grade and training levels) is currently held by the central service of COOP/MUT, and the information in this and succeeding sections has been assembled from partial lists and interviews with Provincial Chiefs of Service. It is believed to be, in the main, correct.

7

Usually as cooperative manager.

Sources of Personnel Recruitment

47. In the absence of its own public service statute which would define the conditions of service, promotion, etc. of professionally-qualified cooperative staff,⁸ the Direction is staffed by personnel on secondment from elsewhere in the Ministry of Agriculture and from the General Administration (Ministry of Territorial Administration). This personnel falls principally into three categories:

- civil servants with agricultural training of various levels (25.8%);
- trained cooperative staff from the former Cooperative Department of ex-West Cameroon, now integrated as civil servants at various levels into the Corps of General Administration (Ministry of Territorial Administration) (29.1%);⁹
- contract officers ("Contractuels") of diverse educational backgrounds with normally no specialized training at the time of their recruitment by Minagri (45.1%).¹⁰

48. The total 144 cadre personnel are distributed among these three categories as follows:

8

To be discussed below.

9

Integrated by Decree No. 75/774 du 18-12-1975 portant statut particulier de corps des fonctionnaires de l'Administration Generale.

10

Except for a small number having an intermediate or lower accounting qualification.

Table 2: Staff distribution, by source of recruitment and service

<u>Service</u>	<u>Agric. Civil Servants</u>	<u>Gen. Admin. Civil Servants</u>	<u>Contract Officers</u>	<u>TOTAL</u>
Central	9	5	23	37
West	6	-	1	7
Littoral	4	-	8	12
South-West	2	18	1	21
North-West	-	19	2	21
East	6	-	4	10
North	5	-	7	12
Centre-South	5	-	19	24
TOTAL	37(25.8%)	42(29.1%)	65(45.1%)	144

It will be noted that the former Cooperative Officers of West Cameroon remain largely concentrated in the anglophone provinces.

Formal Rank-Ordering of Existing Staff

49. Difficulties in comparison of civil service grades with the categories employed for contract officers, preclude any precise rank-ordering of COOP/MUT staff. Broadly, however, and adopting the criteria indicated in footnotes 11-13, the 144 staff may be ranked as follows (all services):

- Senior:¹¹ 24 (16.7%)

11

Senior staff: holding university degree or equivalent; Grade A1/11 in Civil Service, categories 10 or 11 for contract officers.

- Middle:¹² 55 (38.2%)
- Junior:¹³ 65 (45.1%)

50. The above distribution by rank would seem to be weak at the "Junior" level, indicating a failure to maintain recruitment into the service of younger personnel who foresee a career path as cooperative specialists. When, however, the above rank-order is broken down by geographical (service) distribution, further weaknesses are evident, as seen in Table 3 (page 38). Even including cooperative-seconded personnel (on the assumption that they operate in part as government supervisory staff), it is clear that the external services in the seven provinces all have considerable staffing weaknesses, although the incidence of weakness differs from province to province.

Real Staff Situation in the External Services

51. If the 26 government staff seconded to cooperatives are excluded, a more exact picture of the present staff situation at the provincial and divisional levels emerges, as seen in Table 4 (page 38).

12

Middle level: educational level in range Baccalaureat (or equivalent) to two years post-Bac. training; Grades B1/11, categories 8 or 9 for contract officers.

13

Junior: education/training level of "Probatoire" or below; Grades C and D, categories 5- 7.

Table 3: Overall Staff Distribution by Rank: Central and External Services¹⁴

<u>Service</u>	<u>Senior</u>	<u>Middle</u>	<u>Junior</u>
Central	10	14	13
West	1	6	-
Littoral	3	5	4
South-West	2	6	13
North-West	2	2	17
East	1	5	4
North	2	4	6
Centre-South	3	13	8

Table 4: Operational Staff Distribution by Rank: External Services

<u>Province</u>	<u>Senior</u>	<u>Middle</u>	<u>Junior</u>	<u>Total</u>
West	1	6	-	7
Littoral	3	3	3*	9
South-West	2	6	10	18
North-West	-	2	15	17
East	1	2	3	6
North	2	2	5	9
Centre-South	2	6	4	15
TOTAL	11	30	40	81

(*excludes one Divisional Chief of Service jointly coop. Manager)

¹⁴

Including divisional staff in each province. Government personnel seconded into cooperatives are included in the table -- the situation excluding this personnel is analyzed in the following paragraphs. Staffing of the Central Service is discussed below.

52. At the senior level, the weakness in staff is apparent. In five provinces there are only one or two senior ranking staff to discharge the administrative, legal and promotional responsibilities of COOP/MUT. The situation in West, North-West and Centre-South Provinces -- all areas of major cooperative activity -- is particularly critical.

53. In reality, ten of the 81 posts listed above are undefined or held by staff in training or awaiting other postings.¹⁵ The effective operational staff of the external services is more accurately 71. Set out in Table 5 (page 40) is the distribution of these 71 staff by rank among the principal posts of the external services.

15

Usually untrained, attached to the Provincial Services as "super-numary staff." Three are recent graduates from the Agricultural colleges.

Table 5: Staffing of the 71 Existing Principal Posts in the External Services, by Formal Rank

(a) Overall Situation

<u>Post</u>	<u>Senior</u>	<u>Middle</u>	<u>Junior</u>	<u>TOTAL</u>
Provincial COS*	4	3	-	7
Divisional COS*	3	23	13	39 ¹⁷
Provincial Auditor	-	1	12	13
Cooperative Inspector ¹⁶	-	-	12	12
TOTAL:	7	27	37	71¹⁸

(*Chief of Service)

16

Cooperative Inspectors, in the anglophone provinces only, operate at the level of the primary societies, providing accounting assistance and audit.

17

One divisional post (of 40) unfilled.

18

Difference between 71 principal posts and the 107 total external services staff accounted for by 26 posted to cooperatives and 10 supernumary and other staff.

(b) Situation by Province and Division

<u>Province</u>	<u>Post</u>	<u>Senior</u>	<u>Middle</u>	<u>Junior</u>	<u>TOTAL</u>
<u>West</u> <u>(6 Divs.)</u>	Prov. COS	1	-	-	
	Div. COS	-	6	-	
	Auditor	-	-	-	7
<u>Littoral</u> <u>(4 Divs.)</u>	PCOS	1	-	-	
	DCOS	1	1	2	
	Auditor	-	1	-	6
<u>South-West</u> <u>(4 Divs.)</u>	PCOS	-	1	-	
	DCOS	1	3	-	
	Auditor	-	-	7	
	Coop. Inspector	-	-	4	16
<u>North-West</u> <u>(5 Divs.)</u>	PCOS	-	1	-	
	DCOS	-	-	5	
	Auditor	-	-	2	
	Coop. Inspector	-	-	8	16
<u>East</u> <u>(4 Divs.)</u>	PCOS	-	-	-	
	DCOS	1	2	1	
	Auditor	-	-	1	6
<u>North</u> <u>(6 Divs.)</u>	PCOS ¹⁹	1	-	-	
	DCOS ¹⁹	-	2	3	
	Auditor	-	-	1	7
<u>Centre-South</u> <u>(11 Divs.)</u>	PCOS	1	-	-	
	DCOS	-	9	2	
	Auditor	-	-	1	13
<u>TOTALS</u>		<u>7</u>	<u>27</u>	<u>37</u>	<u>71</u>

19

One post unstaffed.

54. The following observations emerge from the information in Table 5 (b):

Divisional Chiefs

- (i) In only three of the 40 divisions in the country is the Divisional Chief of Service a senior cadre. Although exact information is not available for the other services of the Ministry of Agriculture, the strong impression obtains that their staffing at this level reflects a far higher proportion of senior personnel.
- (ii) If slightly over a half (23) of Divisional Chiefs are middle level (that is, between secondary-school level and two years further education), a further third (13) are junior-level cadres.

Provincial Audit Services

- (iii) Effectively, the provincial audit services are either very weak or non-existent. There are no senior auditors attached to the Provincial Chiefs of Service. There is only one middle level auditor. The remaining 12 are junior level.
- (iv) Numerically, the situation of provincial audit staff is critical in six provinces, only South-West being, in principal, in a position to carry out its provincial audit responsibilities, in the remainder of the country, very

little or no provincial audit work can be carried out. The situation in Western Province -- location of the largest cooperative enterprise in Cameroon (seven major cooperatives, 88,000 members) -- requires no comment.

Cooperative Inspectors

- (v) Although the work of government cooperative inspectors of the primary societies in the anglophone provinces is supplemented by cooperative-employed inspectors, their number remains inadequate for the approximately 120 small societies in the North-West and 50 in South-West.²⁰ The result is that frequently primary society books are prepared late, or not prepared at all.²¹

Staffing in the Central Services

55. As indicated earlier, the Central Services at Yaounde are staffed by 37 cadres, of whom ten are senior level, 14 middle and 13 junior. Numerically, this would seem adequate. These staff are distributed among the three Services (and one Bureau) as follows:

20

Figures include coffee primaries, women's foodstuffs societies, handicrafts, etc., but exclude some 190 credit unions, where inspection is carried out by seven CamCCUL field staff and eight Volunteer Organization personnel.

21

See Report of Technical Advisor (accounts) on auditing and inspection in North-West and South-West Provinces (COOP/MUT, 1977).

	<u>Senior</u>	<u>Middle</u>	<u>Junior</u>	<u>Total</u>
- Education/Training	5	2	2	9
- Accounting/Audit	-	6	7	13
- Org./Development	1	1	2	4
- Bureau Gen. Affairs	-	1	1	2
- Unposted or Special Duties	2	4	1	7
- Director and Assistant	2	-	-	2

The absence of senior cadre in the Accounting/Audit Service is immediately apparent. The Org./Development Service is understaffed in senior cadre, and overall. Four of the seven "unposted" are recent graduates from the agricultural colleges or untrained contract officers, in principal in practical training at the Department.

Interim Summary on External and Central Staffing

56. Conclusions on the adequacy of COOP/HUT staffing are drawn after the discussion of training and training levels. Here, we summarize the foregoing paragraphs by noting:

- the frequent imbalance in staffing as between the different levels, within each overall provincial staff structure;
- the particular absence of senior cadres at the Divisional level; and the high proportion (33%) of posts at this level held by junior cadres;
- the total numerical weakness of the provincial audit capacity and the absence of any senior cadre either in the central or external audit services.

D. Cooperative Training and Training Levels²²

Overall Staff Training Situation

57. An initial analysis of COOP/MUT staff, from the point of view of numbers trained in cooperative techniques, leads to not totally pessimistic conclusions. Of the total 144 staff, approximately 96 (66%) have had some specialized cooperating training of variable length and value. An analysis of the level of training received leads, however, to a somewhat different conclusion. Table 6 below sets out in four general categories the existing levels of cooperative training of COOP/MUT cadres.²³

22

It should be noted that we are analyzing here levels of cooperative training, and not formal ranking of government employees. No list of personnel containing training data exists in the Central Service. Information was assembled from incomplete personnel files in Yaounde, and interviews with Provincial Chiefs of Service, and may therefore be subject to some error. No training information at all was available for six staff members.

23

Any classification of training levels is open to qualification, especially where training has taken place at a variety of overseas institutions. Public Service "equivalences" based on counting years of training do not necessarily give an accurate picture of the true "level" of a course. With some, but not complete, knowledge of the training institutions and courses involved, the following subjective classification has been adopted (the broad "middle" category groups a number of training levels, but these are clearly distinct from the categories above and below):

Low: CNFC (Ebolowa Coop College) - 1-year course.

Middle: NCCB (Bamenda Coop College) - 1-year course; CNFC - 2-year course; Cooperative Centre, Sherbrooke Univ. - 1-year course; Loughborough Coop College (UK) - 1-year certificate; Tanzania Coop College; Cody Institute (Canada); ESIC, Paris; Ibadan Cooperative College; Pan African Institute for Development (some coop course component).

Upper Middle: Loughborough College - 1-year diploma; Cooperative centre, Sherbrooke Univ. - diploma (2-year course); Marburgh Univ. - degree in coop economics.

Higher: Over 4-year university specialized training.

Short Courses: (of under 1 year) include training at the Afro-Asian centers of Egypt and Israel.

Staff who are untrained except for attendance at short courses ("stages") overseas are noted separately.

Table 6: Number of Cooperatively-trained Staff, by Training Level²⁴

Service	Training Level				Total	Short-Course Only
	Low	Middle	Upper/Middle	Higher		
Central	2	10	4	1	17	2
West	-	2	1	-	3	2
Littoral	2	3	1	-	6	1
South-West	-	13	4	-	17	-
North-West	-	16	5	-	21	-
East	1	3	-	-	4	1
North	2	5	-	-	7	-
Centre-South	1	8	4	-	13	2
TOTAL	8	60	19	1	88	8

58. Table 6 indicates:

- (i) only 88 cadre staff (61%) are cooperatively trained (excluding short-course trainees, and accounting staff).
- (ii) there is only one higher-trained (as defined) cadre in the Department's services.
- (iii) approximately 42% (60) of total staff fall in the "middle"

²⁴

In each case, only the highest qualification has been noted. Includes government employees posted to cooperatives. Excludes personnel trained solely in accountancy.

training category -- which may be considered the minimum necessary for the lower echelons of government supervisory staff.²⁵

- (iv) only some 13% (19) of total government staff has that level of training which in principle would allow them to supervise a major cooperative enterprise ("upper middle").
- (v) In the provincial services (including divisional staff), South-West, North-West and Centre-South have the highest number of trained staff. The two former are, however, heavily staffed by cadres trained only to middle level.

59. Training Levels in the External Services (Principal Posts)

Table 7 sets out the cooperative training levels of the incumbents of the 71 existing principal posts at the provincial and divisional levels (i.e. excluding supernumary personnel and those seconded to cooperatives).

²⁵

The eight "low" level cadres are all graduates of the 1-year CNFC course, recruited at the level of four years primary school education. The level is totally inadequate for a supervisory function.

Table 7: Cooperative Training Levels of Incumbents of 71 Principal Posts in the External Services²⁶

Province	Post	Low	Mid.	Up.Mid.	High	SC	None/n.k.
West	PCOS			1			
	DCOS		2			2	2
	Auditor						6
Littoral	PCOS						1
	DCOS	1	2				1
	Auditor		1				4
South-West	PCOS			1			
	DCOS		3	1			4
	Auditor		7				
	Coop. Insp.		4				
North-West	PCOS			1			
	DCOS		3	2			5
	Auditor		2				
	Coop. Insp.		8				
East	PCOS		1				
	DCOS		2				2
	Auditor	1					4
North	PCOS		1				
	DCOS	1	3				1
	Auditor		1				5
Centre-South	PCOS					1	
	DCOS		3	4		2	2
	Auditor		1				11
TOTAL		3	44	10	-	5	9

²⁶

Excluding supernumary staff and personnel seconded to cooperatives.
 Training level criteria as in Table 6.
 SC: Incumbent has only short-course coop. training; n.k.: not known;
 PCOS: Provincial Chief of Service; DCOS: Divisional Chief of Service.

60. Based on the information in Table 7, we note that:

Provincial Chiefs (7)

- three only of Provincial Chiefs of Service have upper-middle level training;
- two have middle level cooperative training;
- one has only short-course training;
- one has no training specifically in cooperative disciplines.

Divisional Chiefs (39)

- two are low-level trained;
- seven are upper-middle level;
- 18 (46%) are of only middle-level training;
- four have only short-course training;
- eight have no cooperative training, or training is unknown.

Provincial Audit Staff (13)

- 12 have only middle-level accounts training or, in the case of the anglophone provinces, hold the Ibadan cooperative certificate;
- one is of "low" training level.

Cooperative Inspectors (12)

- all are of minimum "middle-level" training;

61. Training levels are clearly totally inadequate at every level.

Particularly dangerous is the low-level of provincial audit staff (where they exist).

Training Levels In the Central Services

62. Training levels in the Central Services are scarcely better. Of the total 37 cadre staff, only 19 have some type of cooperative training (see Table 6 for distribution). Analyzed by each service, the results are the following:

Education/Training Service

- one upper-middle level
- four middle
- two lower
- two no cooperative training

Org/Development Service

- one upper middle
- one middle
- one short-course
- one untrained

Accounting/Audit Service

The position of the central audit service is perhaps the most critical of all. Of 13 cadre staff, five are cooperatively trained, at middle (4) and upper-middle (1) levels. In the field of accounts training, only one has completed the "Probatoire" of the Diploma d'Etudes Comptables Superieures (effectively, halfway through French higher accounting training).²⁷ Two hold the Brevet d'Etudes Commerciales

27

Possibly one other at this level--situation unclear.

(equivalent to five years secondary school commercial training); three the equivalent of Baccalaureat GII (accounting/commercial training); three low-level bookkeeping/commercial training qualifications. No staff member has had specialized audit training. The Accounting/Audit Service is manifestly scarcely equipped to discharge its functions.

Date of most recent training

63. Of the 70 cooperatively-trained cadres whose dates of training are known, 39 were trained prior to 1971. The distribution of dates of training is as follows:

- prior to 1965: 20
- 1966 to 1970: 19
- 1971 to 1975: 15
- 1976 to 1979: 16²⁸

Information on the remaining 26 trained personnel might alter the distribution, but as it stands, in the period 1976-79, only four cadres have been trained annually. Although full information is not available on the anglophone cadres, it is probably accurate to say that the vast majority were trained in the 1950's and 1960's at Ibadan and Loughborough (UK), and since that date they have had relatively few opportunities for further training.²⁹

28

Excludes unknown number in training 1979/1980.

29

Since the NCCB cannot issue officially-reorganized degrees.

Location of Training

64. Of the 96 cooperatively trained staff currently serving in COOP/MUT, only 21 have received training in Cameroon at the two national training colleges (CNFC:19; NCCB:2). Essentially, the government supervisory service has relied, and continues to rely, on overseas facilities. The number of existing government staff who have passed through the principal overseas training institutes is indicated below:³⁰

- Ibadan Coop. College:	39
- ESIC, Paris:	14
- Loughborough College:	13
- Coop. College, Sherbrooke:	11
- Marburgh University-Centre:	2

Ibadan constituted the principal training centre for the anglophone provinces throughout the 1960's. ESIC was the principal centre for francophone personnel during the same period. UK and Canada have become the main overseas centres during the 1970's for upper-middle level training. In the period 1974-1979, approximately 14 staff have trained overseas, eight at the Sherbrooke Centre, five at Loughborough or elsewhere. (Of these, six were agricultural officers, five contract officers, and three staff from the anglophone provinces).

30

Excludes short courses overseas, and PAID. Where staff trained in several institutions, the pattern in the 1960's was more usually Ibadan-Loughborough (anglophone) and secondary education--ESIC (francophone). Now it is more frequently francophone middle agricultural trainees or CNFC graduates (contract officers)--Canada. A small number of francophone agronomists have also recently trained in Loughborough.

E. Budgetary Provision and Equipment

65. The total budgeted cost to Cameroon of the Central and External Services of COOP/MUT (personnel and operating costs) is estimated to be of the order of 216 mlo. CFAF.³¹ Approximately 84% of this is accounted for by personnel costs, the balance by operating costs. Unfortunately, information was not available to permit comparisons with other Departments in the Ministry (either overall, or as between operating and personnel costs). This budget has apparently remained broadly unchanged for a number of years. Available figures for the Central Services budget 1977/78 to 1979/80 show a slight increase from 92 to 96 mlo. CFAF. External Services operating budgets have not changed over the last two years, at least.

66. The breakdown of the total 1979/80 budgeted cost is as follows

('000 CFAF):

<u>Central Services</u>	<u>External Services</u>
- personnel: 86.058	- personnel: 96.573 ³²
- operating: 10.308	- operating: 23.282
- TOTAL: 96.366 (44.6%)	- TOTAL: 119.855 (55.4%)

31

Source: Budget of the Ministry of Agriculture, 1979/80. The budgetary figures do not include investment. External Service personnel costs provided by COOP/MUT. Total represents 5.1% of Minagri's recurrent budget.

32

External Services personnel costs may well be too low. Salaries are base salaries, increased by 20% for lodging, responsibility allowances, etc. Figures for North-West and South-West are imputed, in the absence of information.

As they stand, the figures might suggest an imbalance as between the External and the Central Services.

67. Budgeted expenditures for the External Services per province (personnel and functioning) are approximately as follows (mio. CFAF):

Centre-South:	24.4
Littoral:	15.2
West:	9.5
North:	13.6
East:	12.2
South-West:	22.5
North-West:	22.5

68. Expenditure on the External Services (personnel and operating costs) per head of rural population³³ is (CFAF rounded):

North:	7
East:	42
Centre-South:	25
Littoral:	66
West:	12
North-West:	27
South-West	54

³³

1976 census figures. Calculations are based on estimated totals (personnel and operating costs) for divisional and provincial services in each province.

69. Budgetary allocations (operating costs) for the Provincial and Divisional Services of COOP/MUT are made direct to the Delegations of Agriculture at each level by the Ministry of Agriculture in Yaounde. It is uncertain whether reference is made to COOP/MUT Central Services in the determination of these allocations. Operating budgets would appear to be fixed mechanically, with little reference to geographical scope, or intensity of cooperative activity in an area. The point is illustrated below:

Operating Budgets (External Services) 1979/80 (mln. CFAF, rounded)³⁴

Province	No. Divs. (a)	Prov. Serv. (b)	Total Prov. & Div. Budgets (c)	Avg. Allocation per Div. (c/a)
Centre-South	11	2.3	4.5	0.41
Littoral	4	2.5	3.8	0.95
West	6	1.2	2.7	0.45
North	6	1.4	2.6	0.43
East	4	1.3	2.1	0.52
South-West	4	3.0	3.8	0.95
North-West	5	2.9	3.8	0.76

70. 32 of the 40 COOP/MUT divisional operating budgets are fixed at 200,000 CFAF. The remaining eight fall in the range of 100-610,000 CFAF, without obvious explanation for the variation.

71. On the basis of imperfect information, it may be concluded that a review of budgetary allocation procedures is necessary.

³⁴

Operating budgets are used at the discretion of the Provincial or Divisional Chief to cover vehicle fuel and repairs, duty travel, office maintenance and supplies.

72. Vehicles

Both the Central and External Services are hamstrung by lack of adequate transport facilities. The position is particularly acute at the Divisional level, where the Divisional Delegate controls the very limited transport facilities available to the different Sections of the Delegation. Most Divisional Chiefs interviewed considered that lack of transport seriously hindered their effectiveness. In North-West and South-West, the former PMO has equipped Divisional Chiefs of COOP/MUT with vehicles, but government cooperative inspectors and audit staff have frequently to rely on public transport. Provincial Chiefs now have transport, in some cases supplied by cooperatives in their area.

F. The Status of COOP/MUT

73. It is undoubted that the failure of the government to provide the Department of Cooperation and Mutuality³⁵ with the status of a professionally-distinct civil service entity is one, although only one, of the causes of the malaise of COOP/MUT. What is at issue is whether there should exist in Cameroon, as there existed previously in former West-Cameroon under the Federation, the career structure for a separate corps of professional civil servants - trained in the

35

The (francophone) Department of COOP/MUT was established in 1959 (replacing the Service de Controle des Organismes Cooperatifs) as part of the Secretary of State for Rural Development. In 1966, it was staffed by 61 'techniciens' (37 in cooperatives, 10 in agriculture, 14 in management and accountancy). The (anglophone) Secretary of State for Cooperatives was apparently established in 1954.

disciplines appropriate to the promotion and supervision of cooperatives. In the context of Cameroon, such civil servants would form part of the "corps of civil servants for rural production."³⁶

74. The attitude of the government is apparently that such an initiative is not at the moment necessary, and that the Department can function effectively with the personnel provided from the three sources outlined in Section C above. Reported explanations for this attitude vary: from lack of knowledge of cooperatives, to the belief that no specialized skills are required for cooperative supervision, to inability to accommodate the range of skills required by a cooperative officer within the framework of an inherited conception of the technical disciplines appropriate to a Ministry of Agriculture.

75. The absence of a statute has as its corollary that there are no officially recognized levels of technical knowledge against which to test candidates aspiring to promotion. For the cooperative officers of the former West Cameroon Cooperative Department, now integrated into General Administration, the in-service exams which would give them access to promotion are those relevant to administration and not cooperative skills; they feel therefore balked in mid-career, and loss of morale among this group is so marked that a number have left

36

See Decret No. 75/785 du 18 decembre 1975, for the terms of recruitment, rank, promotion, etc. for civil servants in this corps (Agriculture, Water and Forestry, Rural Engineering). The Department of Community Development also has no statute.

the service.³⁷ A number of trained staff has also been posted out of the Department of COOP/MUT by the Ministry of Territorial Administration as Assistant District Officers.

76. For the agricultural officers of various levels, seconded to the Department, the problem (on a personal level) is less acute: promotion is open to them by in-service examinations in agriculture - related disciplines. For the Department, the problem remains: there is no incentive for its officers to acquire more knowledge in the cooperative field, except for the increment ("banification d'echelon") which they receive if training lasts a minimum of two years.³⁸ In the absence for the moment in Cameroon of cooperative training institutions appropriate to 'A' and 'B' level agricultural cadres, this in effect means training overseas - for which openings are limited.

77. Since, in the absence of a statute, the Department does not have its 'own' personnel, a sense of professional identity (esprit de corps) is frequently lacking. It is hard to escape the impression that the Ministry has at times seconded to the Department those it was unable, for one reason or another, to place elsewhere.

37

The issue is complicated for very many of them by their feelings that the level(s) at which they were integrated in 1975 as public servants of General Administration do not reflect their level of technical training.

38

Under Civil Service regulations. Contract officers also receive such an increment.

An Interim Solution?

78. An interim solution seems to be in preparation which, while not providing COOP/MUT with civil service status, is apparently intended to go some way towards equipping it with personnel whose cooperative training would be recognized. It is understood that proposals are now under consideration to transform the two cooperative training colleges into "schools of specialization,"³⁹ offering two levels of courses, each of two years' duration. Those admitted (by examination) would be:

Higher course - Techniciens d'Agriculture (B category cadres), and state contract officers or cooperative employees holding the BEPC (equivalent to GCE "O" level in three subjects).

Lower course - Agents Techniques d'Agriculture (C category cadres), and state contract officers or cooperative employees holding the CEPE (equivalent to First School Leaving Certificate).

At the same time, the status of the teaching body would be raised. Successful graduates who are civil servants would receive an unspecified number of increments ("bonifications d'echelon"); contract officers apparently (and inexplicably) would not.

39

The proposals (in the form of a draft statute for the colleges) apply also to the National Wildlife School at Garoua and the Community Development Training Center at Kumba. The proposals are discussed in more detail in the Annexe on training. In fact, the proposals are not new; the concept that the colleges should be treated not as schools offering a basic disciplinary training but merely as centres of specialization for agricultural cadres goes back to 1976.

79. A number of fundamental criticisms may be made of these proposals:⁴⁰

- (i) They offer no solution to the problem of a "career path" for a cooperative officer - i.e., there is no provision for advancement from one level of specialization to another.
- (ii) There is no provision for higher or upper-middle level⁴¹ training: the two courses are the same as those offered by the CNFC, Ebolowa. Admission levels, academically speaking, are too low: entrance requirements for the higher course (BEPC/GCE 3 "O" levels) are lower than those for the existing one-year course at the Bamenda College (GCE 4 "O" levels, and frequently higher).
- (iii) It is unclear whether those cooperative officers now integrated into General Administration would be admitted as students.
- (iv) If contract officers receive no incremental benefit from two years study, one may doubt if they would be motivated to apply.

80. The intent of the proposals over time is presumably to staff

⁴⁰

Which apparently were drawn up without reference to the Department of COOP/MUT by the Department of Agricultural training.

⁴¹

As defined earlier. Suggestions on higher level training are made in the Training Annex.

the services of COOP/MUT with agricultural and contract officers specialized in cooperative supervising, at junior and middle levels. But from the point of view of the officer himself, it is not clear that he would see his long-term career prospects served by choice of this specialization. For the young agricultural officer, advancement via in-service exams will still be determined by his basic mastery of a corpus of agricultural, not cooperative, knowledge; and he will note that no provision is made for cooperative specialization in the senior reaches of his career structure. The contract officer (setting aside the question of absence of incremental benefit) may continue to exploit whatever training opportunities are offered him, but will, if he is ambitious and capable, seek to advance his career by exploiting higher training opportunities outside the cooperative field.

81. It must be doubted therefore whether the proposals would serve to attract recruits of the appropriate calibre. The basic problems of professionalism and morale among COOP/MUT cadres, engendered by the absence of a statute, would thus persist.

G. Intra-Ministerial Relations

82. The work and/or attributions of several other departments or agencies of the Ministry of Agriculture impinge on the role of COOP/MUT. A lack of coordination at the level of the Ministry has at times adversely affected government activity in the cooperative sector. Three such agencies are briefly discussed here.

FONADER

A separate study would be necessary to analyze FONADER's relationships with cooperative organizations in the fields of investment and input financing and member credit.⁴² Since 1975, FONADER has begun to expand the volume of credit going to and through cooperatives. The Department, through its Accounting Service, is formally responsible for preparing requests for loans by cooperatives,⁴³ although it is rarely able to carry out this function. As the Department responsible for the supervision of the financial stability of cooperative societies, COOP/MUT feels that its advice should, as a matter of course, be requested by FONADER before the granting of a loan. To date, FONADER has not been prepared to accede to this request, in part because it does not wish to see its loan procedures lengthened further, in part because it prefers to carry out its own financial evaluation, not accepting perhaps that COOP/MUT currently has the resources to do this effectively. The result is that relations between the Department and FONADER are tenuous. There is clearly room for the Ministry to clarify policy in this important area.

42

A preliminary study on FONADER/Cooperative-member credit policy was undertaken by N. Walter, entitled Rapport sur le plan d'un systeme de credit adherent cooperatif au Cameroun (May 1978) under the auspices of the Office Allemand de la Cooperation Technique.

43

See above paragraph 38 (b).

The National Centre for the Development of Cooperative Enterprises was founded in 1969 with the assistance of UNDP/ILO, following the crisis in cooperative organization of the mid 1960's. Under the authority of MINAGRI, its mandate is to contribute nationally "to the growth of the cooperative movement and to assist and supervise ("encadrer") pilot cooperative zones designated by the Government."⁴⁵ It is also called upon, inter alia, to provide "technical support" to COOP/MUT. In pursuit of this mandate, CENADEC has created a pilot zone of five cooperatives in Lekie Division (since 1969); provided technical assistance to the Cooperative College of Bamenda and cooperatives in the North-West (1969-1976); and is currently assisting in Meme Division with the cooperative reorganization of South-West Province. UNDP/ILO assistance to CENADEC terminated from July 1978.⁴⁶

83. In the execution of its two current programmes, CENADEC employs 76 cadre personnel, including two agricultural engineers (A cadres), eight agricultural technicians (B cadres) and five contract officer. This personnel is divided among the central

⁴⁴

See Courbois, Projet de Developpement Rural des Departments de la Lekie et du M'bam (Jan. 1979) for a fuller analysis of CENADEC, especially Annexe IV.

⁴⁵

Defined by Decree of 25/10/75.

⁴⁶

Some technical assistance to the CNFC Ebolowa was also provided for a brief period by ILO under the CENADEC project in the early 1970's.

organization in Yaounde, and Lekie and Meme Divisions. By way of comparison, we recall simply that the Department of COOP/MUT is obliged to staff its central and external services (seven provinces, 40 divisions) with 144 cadre personnel.

84. The budget of CENADEC⁴⁷ for 1976/1977 and 1977/1978 (personnel and operations) were 104.5 mio. CFAF and 112.9 mio. CFAF, respectively. Over the ten years to 1978, the UNDP/ILO contribution to CENADEC totalled approximately U.S. \$2.1 mio.

85. In the past, collaboration between CENADEC and COOP/MUT has not been of the closest. In part this was due, no doubt, to the disparity in resources available to the two agencies; in part to a certain conflict of attributions in the area of supervision of cooperatives. CENADEC's role of technical support to COOP/MUT was not always in evidence. Collaboration, especially in South-West Province, would now seem to be closer.

86. It is not to question the achievements of CENADEC to ask whether the continued existence of two parallel agencies is any longer justified. Might not the expertise and resources of CENADEC be better utilized within the overall framework of the Department of Cooperation? At some point in its planning for the cooperative sector in Cameroon, the Ministry of Agriculture will have to consider the question: if CENADEC did not now exist, would it be necessary

47

CENADEC has financial autonomy; its budget is approved by its Board, under the chairmanship of the Minister of Agriculture and composed of representatives of FONADER, NPMB, COOP/MUT, etc.

to Invent It?

Department of Agricultural Training

87. Among the statutory obligations imposed on COOP/MUT is the training of cooperative employees (see above paragraphs 38 and 39). This duty leads the Department to have a direct interest in the operation and courses of the two cooperative colleges, supervised by the Department of Agriculture training. There has been in the past some lack of coordination between the two Departments in this field, especially in the area of an appropriate statute for the colleges.

H. Conclusions: The Situation of the Department
and the Choice of Priorities

88. The Department of COOP/MUT has very extensive statutory and de facto obligations in respect to the over 400 cooperative societies in Cameroon, especially in the fields of organization, finance and promotion/training. It is manifestly unable to fulfill these obligations. Its staff is numerically weak, seriously short of senior cadres, and dangerously under-trained. Particularly critical is the weakness of the central audit/accounts section. External (provincial) audit services are effectively non-functional in most cases. The budgetary allocation to the Department, even at the level of current operations, is insufficient and of recent years stationary. The method of allocation to the external services should be reviewed.

The work of the Department is severely limited by lack of transport, especially at the crucial Divisional level.

The resources of the two national cooperative colleges are not being utilized in the training of Departmental staff (nor sufficiently, in the case of the CNFC, for the training of cooperative employees). Cameroon continues to rely heavily, 20 years after recognition of the importance of cooperative training, on overseas cooperative-training institutions.

The failure to provide the Department with civil service status has had a serious effect on morale in the service, and the consequent disparateness of administrative origin of its personnel does not make for professionalism in the Department. At the heart of the problem is the absence of a career structure for the able young cadre. Existing cooperatively-trained staff are tempted to leave the Department, feeling that their technical expertise offers no chance of future promotion. The belief is deeply entrenched among staff that COOP/MUT is regarded as an administrative second-class citizen. Current proposals for reforming the training colleges would seem likely to create a stable body of cooperatively-trained supervisory staff.

The role of the Department in relation to the activities of three other agencies within the Ministry of Agriculture (FONADER, CENADEC, and the Department of Agricultural Training) could be the

subject of a policy review by the Ministry, with a view to improving coordination and a better utilization of resources.

Choices before the Government Authorities

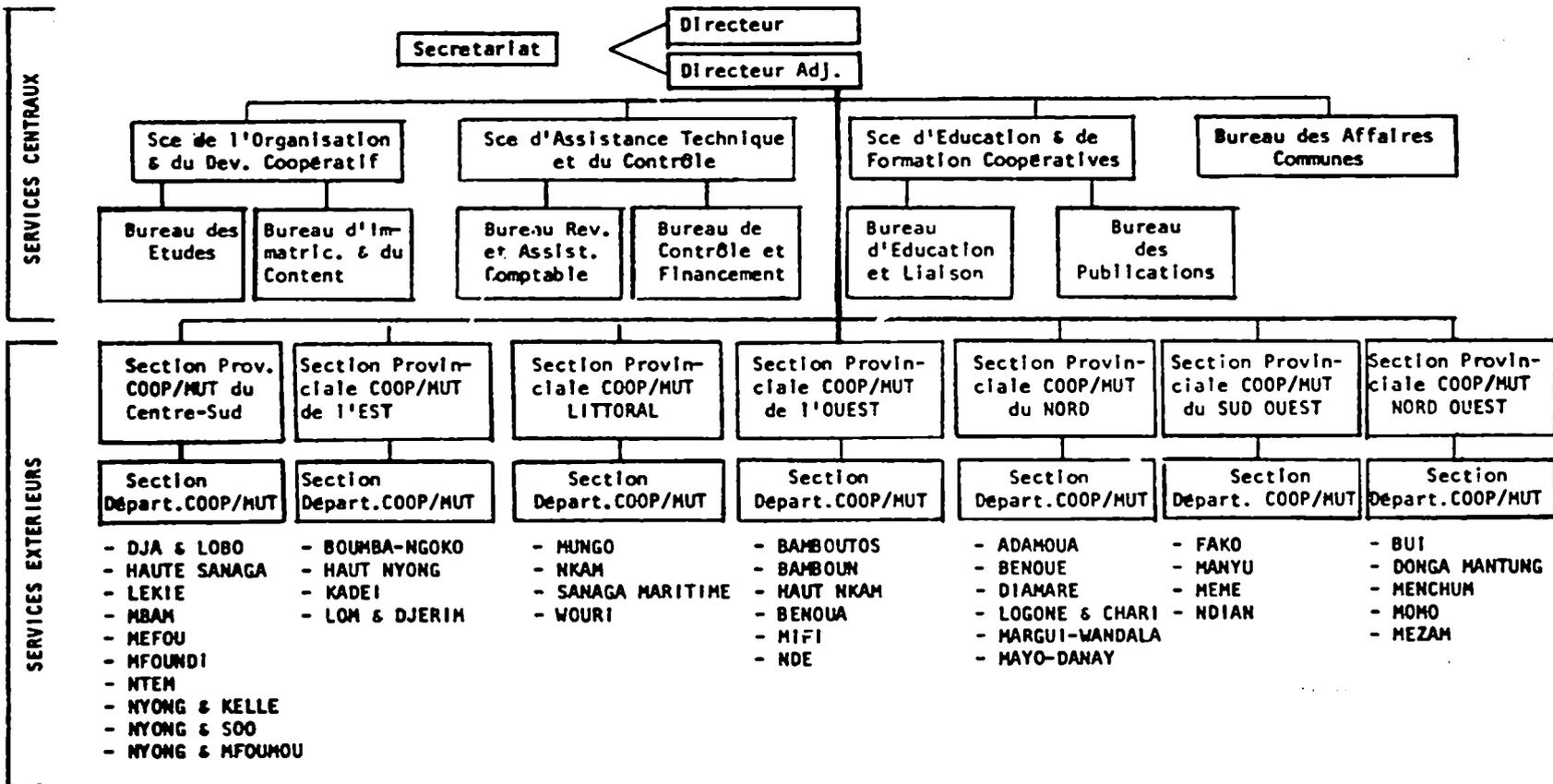
92. The basic question to be posed by the Ministry of Agriculture and other Ministries concerned is whether the necessity exists for an effective government supervisory service in the cooperative sector. Acknowledging that cooperatives constitute major economic and social institutions in Cameroon, that serious cooperative failures have occurred in the past due to the absence of effective government support and supervision, and that the current level of effectiveness of COOP/MUT falls drastically short of that required to fulfill its statutory obligations, what is at issue is a direct question of priorities. The priorities concerned are those bearing on the status and resources to be accorded to the Department and to professional training. The choice of priorities will fundamentally influence the development of the cooperative movement.

PART IV: RECOMMENDATIONS

93. (i) that USAID, at the earliest opportunity and as a preliminary to any final decision on assistance to the cooperative sector as a whole, approach the relevant Ministries of the Government of Cameroon for an elucidation of the priorities outlined in the previous paragraphs;
- (ii) that, if so requested, USAID might assist the Government of Cameroon in any subsidiary technical studies necessary to the determination of those priorities;
- (iii) that, specifically, no assistance to the Department of Cooperation and Mutuality or to the cooperative colleges be contemplated by USAID, in the absence of clear decisions by the Government of Cameroon aimed at effectively resolving the underlying problems of the supervisory service and the training colleges - such decisions to bear on the status, staffing and resources accorded to these two institutional areas;
- (iv) that once these decisions taken satisfactorily, USAID might then usefully offer assistance in the fields of management, accounting, etc. expertise, to the supervisory service and the colleges;
- (v) that a summary of the conclusions of the Sector Study and Design Project be made available to the Cameroonian

authorities at the earliest opportunity after completion, so as to provide them with the fullest information on the extent and problems of cooperative organization in Cameroon.

ORGANIGRAMME DE COOP/MUT



ANNEX I

ANNEX II: A TECHNICAL NOTE ON TRAINING IN THE COOPERATIVE SECTOR

In the body of this report, training is discussed under three heads:

- cooperative-employee training (paragraphs 24-28);
- government staff training (paragraphs 57-64);
- the draft statute for the cooperative colleges (paragraphs 78-81).

Matters of the physical facilities, syllabus, and teaching staff in the two cooperative training centers have already been analyzed in the earlier report of H. Gerber,¹ using a number of different assumptions concerning manpower, status of COOP/MUT and the colleges, etc. Three alternatives are outlined: that the colleges become higher-level public institutions; that they remain middle-level institutions; or that they become cooperatively-financed private schools. It is not always clear that the report appreciates the complexity of the issues involved, the interrelationship between the question of civil service status for the Department and the character of the colleges, nor the fundamental necessity of continuing to train government cooperative staff for the foreseeable future.

This annex is concerned only with certain aspects of the "interim solution" to government staff training discussed in the body of the report (paragraphs 78-81).

¹ Cameroon Cooperative Development: Phase 1 Report (Experience, Inc. Jan. 1979).

The Proposed Revised Statute for the Colleges

The essence of the proposed new statute for the cooperative colleges is their transformation into "schools of specialization" for civil servants of the Corps of Rural Production in Categories B or C, and for contract officers holding GCE 3 "0" levels (BEPC) or First School Leaving Certificate (CEPE), respectively. Employees of cooperatives (of the above educational levels) would also be admitted. The two courses would each last two years.

A number of criticisms of these proposals appear in the report (paragraphs 79-80), the most important of which are that they offer no real "career path" in the cooperative field, and that entry requirements are too low (for contract officers and for cooperative employees).

Additionally, we note here that there is an apparent inconsistency in the proposals as they stand. For the upper (B) cycle, the Agricultural Technicians (B cadres - Techniciens d'Agriculture) admitted from the agricultural colleges at Dschang or Bambili will have already received three years professional training on top of their basic educational level of BEPC/3 "0" levels. They are thus classed as equivalent to Baccalaureat level. They will, however, be taking part in cooperative courses side-by-side with contract officers and cooperative employees holding only the basic BEPC/3 "0" level qualification.

7. For the lower (C) cycle, the same problem arises. The Agents Techniques d'Agriculture (C cadres) graduated from the Ecoles Techniques d'Agriculture are admitted to the ETA at First School Leaving Certificate (CEPE) level and do two years professional training. They also, under the proposed reform, will be taking part in instruction together with students holding only the basic level qualification.
8. In the past, particularly at the CNFC, wide variation in educational levels of students in the same class have seriously hampered teaching. There is need therefore to raise the entry requirements for non-agriculturally trained students to the level of:
- for the B cycle, seven years of general or technical secondary education; and
 - for the C cycle, at least two years, and preferably three, of general or technical secondary education,
- to ensure uniformity of student educational levels. These are, in any case, the minimum levels required in the field of cooperative employee training at the present time.
9. Despite the modifications suggested in the previous paragraphs, the specialization solution remains an interim one, for the reasons given. If, however, this is the only possibility existing at the moment, attention must also be paid to providing specialization at

the higher levels of agricultural training.

Specialization at Higher Levels of Agricultural Training

10. The courses of both the I.T.A. at Dschang and of ENSA currently contain a considerable non-agricultural course component.² In the case of Ingenieurs de Travaux Agricoles (AI cadres), a total of 780 hours over three years is devoted to such courses including 120 hours in "cooperatives" and 70 in marketing. Ingenieurs Agronomes (AII cadres) devote up to 470 hours over five years to broadly similar fields, including 40 hours of "Cooperatives, Credit and Marketing" in Year four, and an optional 30 hours in the same subject in Year five, in the context of the fifth year option in the Department of Agricultural Economics.
11. It is proposed therefore that:
- for the I.T.A. course at Dschang, a third year option in cooperatives should be offered, which would considerably augment the time devoted to cooperatively-oriented subjects (management, basic accounting, cooperative theory and law, etc.) for those I.T.A. wishing to become cooperative specialists;
 - for the ENSA course, a formal additional "cooperative" option be offered in the fifth year, and that the amount

2

See Appendix 1 to this Annex.

of time devoted to cooperatively-related subjects in the fourth year be considerably increased.

12. In both cases, the creation of such options would be at the cost of sacrificing some other non-agricultural course components. The justification would be two-fold:

- that such a modification would be the logical follow-up to the specialization already proposed for B and C agricultural cadres;
- that a significant part of the time of many younger A1 and A11 cadres employed in the field (e.g. as divisional or provincial agricultural delegates) is in fact spent in dealing with farmers whose production activity, credit and input supply needs, etc., are handled in a cooperative context.

13. The details of such reform would be established by the University Centre at Dschang, in close liaison with the Ministry of Agriculture (Departments of Agricultural Training and COOP/MUT).

ANNEX 11, APPENDIX 1

UNIVERSITY CENTER OF DSCHANG

DEPARTMENT OF AGRICULTURAL
ECONOMICS

ECOLE NATIONALE SUPERIEURE
AGRONOMIQUE

COURSES TO BE OFFERED FOR THE 1979-1980

ACADEMIC YEAR

I.T.A., DSCHANG

		<u>Course Title</u>	<u>Number of Hours</u>
First Year	1	General Statistics	30
	2	General Economics	40
	1	Introduction to Agric. Econ.	50
	2	Farm Accounts & Management	50
	3	Principles of Agricultural Credit	20
Second Year	4	Applied Statistics	40
	5	Investment Decisions	40
	6	Optimization Principles	50
	1	Project Elaboration and Analysis	130
	2	Marketing	70
Third Year	3	Cooperatives	120
	4	Agricultural Credit	100
	5	Commercial contracts	40

E.N.S.A., YAOUNDE

Second Year	1	General Economics	50
	1	Introduction to Agric. Econ.	45
Third Year	2	Farm Accounts and Management	60
	3	Land Legislation	20
Fourth Year	1	Marketing, Credit and Cooperatives I	40

		<u>Course Title</u>	<u>Number of Hours</u>
Fourth Year	2	Theories of Econ. Develop. & Rural Planning	35
Fifth Year	1	Elaboration & Analysis of Agric. Projects	70
	2	Research Methodology	30
	3	Applied Statistics	50
	4	Marketing, Credit and Cooperatives II	30
	5	Theories of Economic Development II	20
	6	Principles of Optimization	20

ANNEX III: RECENT DONOR ASSISTANCE TO THE COOPERATIVE SECTOR

<u>ORGANIZATION</u>	<u>TYPE OF PROJECT/ASSISTANCE</u>	<u>AREA</u>	<u>DATE</u>
U.S. Peace Corps	Technical assistance to marketing and women's cooperatives and credit union - 33 volunteers	N.W., S.W., West, East, Center South	From 1969
Dutch Volunteer Service (D.N.V.)	Technical assistance to credit unions and handicraft coop - Djingliya - 4 volunteers	N.W., S.W., Littoral, North	From early 1970's
German Volunteer Service	Technical assistance to marketing coops - approximately 10 volunteers	Lekie, Meme and Moungo Divisions	From early 1970's
French Volunteer Service	2 teachers - Cooperative College, Ebolowa;	CNFC - Ebolowa;	From 1976
	1 technical advisor to weaver's section of SOCOOPED - Maroua	SOCOOPED de la Diamare; Maroua	From 1978
British Ministry for Overseas Development	1 technical advisor - training;	Central Service-COOPMUT	1974-77
	1 technical advisor - accounts;	Central Service-COOPMUT	1976-78
	2 teachers - Cooperative College, Bamenda	NCC - Bamenda	from 1974 from 1976
UNDP/ILO	Cenadec Project - \$2.1 million	CNFC - Ebolowa; NCC - Bamenda, Lekie, N.W., S.W.	1969-78
	National Education and Training Project	National (Through COOP/MUT)	1979-1983
CUNA/USAID	Small Farmer Production Credit, approximately \$250,000 (through CamCCUL Ltd.)	N.W.	1975-79
World Bank	Integrated Rural Development (through UCCA0)	Western Province	from 1979
Quebec Credit Union League	Technical assistance to credit unions; staff salaries at union level (through Union des Caisses Populaires)	Lekie, Mefou, Mfoundi	from early 1970's

<u>ORGANIZATION</u>	<u>TYPE OF PROJECT/ASSISTANCE</u>	<u>AREA</u>	<u>DATE</u>
EDF/IFAD/Fed. Rep. of Germany	Integrated Rural Development (through N.W.C.A.)	North-West Province	anticipated to begin end 1980
Konrad Adenauer Foundation	Technical assistance and some budgetary support to CamCCUL, Ltd.	N.W., S.W., Littoral, West	from early 1970's

Scholarship assistance in cooperative training has been provided by Canada, Britain, Germany, etc.