

ANNUAL REVIEW OF AGENCY'S FOUR PRIORITY
AREAS OF CONCENTRATION

CAMEROON

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USAID/Cameroon

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INTRODUCTORY STATEMENT

USAID/Cameroon's Country Development Strategy Statement for FY 1984 was submitted to AID/W in October 1982. It was reviewed and approved in November 1982 with no outstanding issues.

In the intervening two months, there have been no changes in the economic prospects for Cameroon as analyzed and described in the approved CDSS. These prospects remain extremely favorable. The Mission therefore affirms the continued validity of the CDSS strategy. This strategy, as summarized in the CDSS approval memorandum of November 18, 1982, encompasses the following four major themes:

- (1) a focus on institutional development in the agricultural sector;
- (2) concentration of resources on a limited number of larger projects;
- (3) restricting major bilateral efforts to the agricultural and education sectors; and
- (4) keeping increased food production as the central goal of the program.

The central goal of increased food production, nevertheless, implies a long-term perspective - as do the purposes of the majority of the Mission's individual projects. No dramatic achievements other than steady progress toward this goal should be expected over the CDSS planning period through 1988.

As has been noted in previous documents including the CDSS, Congressional Presentation, ABS, etc., Cameroon has one of the brightest prospects among sub-saharan African countries for significant progress in self-sustained economic and social development. Its broad economic philosophy and policies are those which the Agency's own philosophy espouses. While not perfect, Cameroon comes closest to being the model which AID desires developing countries to emulate. Although the Ivory Coast also has impressive development figures, it has achieved these through a divestiture of its economic

sovereignty to expatriate forces. Cameroon's economy, by contrast, is directed by Cameroonians. Its emphasis on balanced development throughout the country's various regions is basic to Cameroon's planning process.

Cameroon's sound record of development progress predates its recent good fortune in the development of its limited petroleum resources and, hopefully, will continue beyond the depletion of those resources in the mid-1990's. Cameroon recognizes the transient nature of these oil revenues and is determined that they will be applied in the most productive manner for the country's long-term future. A future which must be based solidly on other resources. At the same time, Cameroon is determined to avoid the social, political and economic problems which imprudent investment and development planning resulting from oil euphoria have caused in its neighbors.

The relative recentness of these revenues has nevertheless prevented Cameroon from taking full account of them in its official development planning. The recent Fifth Five-Year (1981-86) had been under preparation for several years and was completed in mid-1981. It therefore does not reflect the full amount of public investment resources which have been most recently estimated for present and future availability. In its present stage, nevertheless, the Plan calls for considerable investment by Cameroon. Out of the total \$9.2 billion programmed (FCFA 250: \$1); Cameroon is to contribute 43.5% (\$4.0 billion) from domestic public sector resources through 1986. External public resources (donors) are to contribute 16.5% and the private sector 40%. The investment budget is in addition to the recurrent cost budget which will be of a similar magnitude.

Intensive internal deliberation and planning will be taking place within the GURC during the period of this Plan to determine the investment priorities

to which any revenue surplus over the Plan's present requirements should be allocated. Given the imperative principle guiding investment planning in Cameroon, to ensure a political balance in the allocation of development projects between the countries varied ethnic regions, these decisions will be slow in coming. As planned projects may require considerably more domestic investment than anticipated (due to inflation, poor planning estimates or inability to solicit anticipated contributions from foreign donors or the private sector), a significant portion of these additional resources may be required simply to meet the Plan's objectives. Other project priorities planned for the future may have their time tables advanced and be commenced under the present Plan.

Due to Cameroon's extreme caution, slow but deliberate decision making processes, and reticence in public discussion of oil and oil revenues, much of the above is based on informed speculation.

Cameroon's political stability is another strong reason for the donor community to provide continued evidence of support. The recent transfer of political authority following President Ahidjo's unexpected retirement from office was an exemplar of political maturity and adherence to constitutional procedure.

It is precisely such examples of political and economic performance which deserve demonstrable recognition and increased support if our exhortations are to retain credence. The Administration has said that it will back winners. Among developing countries throughout the world, Cameroon is a winner.

Africa Bureau country guidelines for Cameroon (State 360143) accepted the Mission's cabled message on Policy Dialogue (Yaounde 7450) as adequate for the purpose of this review exercise. Additional discussion on the issue

is therefore eliminated from this paper. A description of the linkages between institutions receiving AID support and the target population was requested. This description has been woven into the accompanying section on Institutional Development, Research and Technology Transfer.

PRIVATE SECTOR

Within the parameters of its keystone policy framework entitled "Planned Liberalism", Cameroon is a staunch advocate of free enterprise and private initiative. The philosophy of Planned Liberalism reflects three basic themes:

- (1) Cameroon's political conviction that a free economy is the most dynamic;
- (2) Cameroon's desire to prevent its economy from being controlled by foreign interests (a major concern of all newly independent countries); and
- (3) Cameroon's determination that the limited investment resources available to it from all sources be channeled toward those economic activities which Cameroon itself has determined to be priorities within its development planning efforts.

This basic policy framework manifests itself in the GURC laws, regulations and procedures which govern all investment in Cameroon. The system is far from being perfectly efficient given the heavy involvement of the governmental bureaucracy in the review and approval of all investment proposals. It nevertheless works for those serious investors who have the patience to stay the course. GURC participation in the "private" sector through parastatals stems from historical reasons common to most newly independent LDC's. At independence, an indigenous private sector base with either the capital or the experience to exploit and manage economic opportunities did not exist. In order to put the economy in the hands of the Cameroonians, a strong central government role and the use of parastatals were perceived as the only options. These parastatals still remain a significant element of Cameroon's economy - primarily in partnership with foreign investors. For large-scale undertakings which require heavy investments, they are likely to remain so until such time as greater amounts of investable

capital are built up by private Cameroonian individuals or groups. In order to stimulate this process, the GURC's Fifth Five-Year Plan recommends the establishment of a stock exchange through which present parastatal shares could be sold to the general public.

Given the relative success and dynamism of Cameroon's private sector and the favorable GURC policies which have encouraged it, USAID/Cameroon does not believe it necessary for its bilateral assistance program to directly target this area. Such resources can have a much more significant impact through a program which strengthens and develops the supporting institutions and human resource base which are the necessary complements to both present and future private sector initiatives.

USAID/Cameroon can, nevertheless, perform a catalytic role in promoting greater immediate involvement of the US private sector in Cameroon's economic development and, as a corollary result, the continued development of Cameroon's indigenous private sector through partnership relations.

Examples of this include the following:

- (1) USAID/Cameroon's previous support and endorsement of the H.J. Heinz investment proposal for a tomato paste canning plant in Cameroon. (This is, nevertheless, a less than pure claim as TDP was unable to finance Heinz's choice of feasibility study firms and Heinz successfully negotiated terms with the GURC without AID's assistance.)
- (2) USAID/Cameroon's initiative in attempting to promote future U.S. private sector investment in Cameroon seed production through the North Cameroon Seed Multiplication project.
- (3) Identification of specific areas for possible U.S. private sector investment such as large-scale commercial production of wheat and dairy production in Cameroon. In this connection, USAID/Cameroon will continue to

encourage the use of TDP and Agency resources for the identification of other agribusiness possibilities.

(4) USAID/Cameroon's initiative in promoting the establishment of a joint U.S./Cameroon Agricultural Commission under the auspices of the United States Department of Agriculture. Similar to that which has been established in Nigeria, such a commission would include government and private sector members from both countries and would focus on the promotion of agribusiness, agricultural trade, research, and technology exchange.

INSTITUTIONAL DEVELOPMENT, RESEARCH AND TECHNOLOGY TRANSFER

Institutional development, research and technology transfer are intrinsically entwined in the CDSS program strategy. Given this basic interrelationship, the Mission is combining its review of these areas rather than treating them as separate discussion points per the Agency guidelines.

Although ranked as the sixth or seventh donor in absolute terms, AID is the leading donor in Cameroon for food crop research. Research in food crop production and crop protection is itself a basic technology being transferred through several bilateral and regional projects in Cameroon. Participants receiving long-term training in agronomic sciences in the United States are firsthand recipients of technology transfer who, upon their return to Cameroon, will be qualified to continue the development of learned technology applicable to Cameroon and to assist in its dissemination on a wide scale. Their work will be conducted through the strengthened and more effective institutions with which they will be associated.

AID's support to Cameroon's agricultural university, while generally classified as an institution building project, will stress the application of research and the extension of technology within the new curriculum which the project will develop. The university, to be modeled on the U.S. land-grant system, will stress the role of the university as a public service institution. It will strengthen its linkages with other research institutions and client organizations in the public, parastatal and private sectors in order to ensure the applicability of its research and training curriculum and to ensure the extension of its research findings. By increasing the number and quality of agricultural technicians who will become the future managers, planners, teachers and entrepreneurs in Cameroon's agricultural sector, the project will assist in developing the human resource base

required for the mass transfer, acceptance and effective utilization of existing and future technology.

Specifically, the AID program in Cameroon is developing (through research) improved technological packages (for transfer) to assist Cameroon's small farmer based agricultural sector increase its productivity of food crops. This research is presently concentrated on rice, corn, sorghum, millet and peanuts. Techniques are being developed concurrently which will improve the effectiveness of extension methods for transferring research results to the farm population. Linkages are being developed which will facilitate this extension through the various organizations responsible for working directly with the farmer. All through the process, the indigenous public service institutions responsible for the continuation of these activities are being strengthened by the addition of trained staff, experience learned, development of international and domestic linkages, and augmentation of physical plant.

As an example, Cameroon's Institute for Agronomic Research (IRA) is developing improved seed varieties and cultivation methods through research. A technical assistance contract with the International Institute for Tropical Agricultural (IITA) is transferring the basic research technology through expatriate counterparts to Cameroonian researchers who are receiving both on-the-job and long-term academic training in relevant agronomic sciences. Available research technology and experience are being reenforced through international linkages with CYMMIT and ICRASAT. These research linkages are further strengthened through IRA's formal association with the Bean and Cowpea CRSP and SAFGRAD. Informal contacts and the exchange of research findings and plant material with the University of Georgia (possibly to be formalized through future association with the Peanut CRSP) are assisting the plant breeding research specific to peanuts.

In addition to plant research and development, the IITA technical assistance team is helping IRA to develop the specific cultivation practices required to maximize yields from the improved varieties as well as extension methodologies which can be used to effectively transfer the complete technological package to the farmers.

The second link in the chain is exemplified by AID's assistance to Cameroon's parastatal organization for development of food crops, MIDEVIV, which has been mandated national responsibility for seed multiplication. The improved breeder seed developed by IRA will be sold to MIDEVIV. This seed (corn, millet, sorghum and peanuts) will be multiplied by that organization in sufficient quantities to ensure adequate distribution to the ultimate users. AID assistance under the seed multiplication project will provide MIDEVIV with the modern technology and equipment required to produce the required tonnages of distributable seed under conditions of quality control which will assure their purity and germination quality.

The third and final link in the chain results when MIDEVIV, in turn, sells the multiplied seed to the IBRD assisted agriculture development project in North Cameroon for distribution (sale) to local farmers through SODECOTON, the local development organization. In addition to being a supplier of agricultural production inputs, SODECOTON will also provide the local extension services which will directly advise the farmers on the effective use of the technological package. SODECOTON's extension service will, in turn, have received instruction and training locally from MIDEVIV on the extension methodologies developed nationally by IRA.

In the long-term perspective, the agriculture university will be providing the personnel who will be staffing the institutions such as IRA as well as the various development organizations, such as MIDEVIV and

SODECOTON, which will be locally planning and managing agricultural development support activities throughout the country.

In the area of livestock, the AID program is working more directly with the target groups through both the Ministry of Livestock and the Institute for Animal Research (IRZ). In North Cameroon, range management and mixed agriculture technology is being extended directly to herders. Assistance and guidance is being provided to help them establish local herder association which will be capable of organizing and managing the grazing practices required to maintain the viability of the fragile environment. In northwest Cameroon, small farmers are being assisted in developing their capacity to productively raise and manage dairy cattle, small animals and poultry. Corollary assistance is being provided to the local IRZ station to strengthen the performance of its public service role in conducting continued research, training and direct extension to the local population. Close linkages will be established between the agricultural university and the IRZ station in the northwest, both of which are located in the same geographic and ecological area of Cameroon.

USAID/Cameroon plans to fill out its program strategy through future proposed projects which will address the critical mid and low-levels of the technology development, transfer and utilization chain. Cameroon has several secondary agricultural training schools under the Ministry of Agriculture, the functions of which are to train young Cameroonians for mid and low-level positions in agricultural support services, parastatals cooperatives and private farming. As with other educational institutions in Cameroon (and LDC's in general), these schools are unable to achieve their objectives and are turning out graduates who are both poorly trained and insufficient in number. As it is this level of personnel who are in

closest and most frequent contact with the target group, their adequacy in both number and quality of training are critical to the development of the agricultural sector. In response to a GURC request, and in full complementarity with the Mission's strategy, USAID/Yaounde will propose development of a project in collaboration with the Ministry of Agriculture which will upgrade these schools through a combination of technical assistance, curriculum development and the augmentation of physical plant and facilities. The future graduates from these schools will increase the availability and quality of mid and low-level personnel required for the full spectrum of the agricultural sector's human resource base needs. As a corollary to this, either through a separate project or as a component of the same project, the mission will propose focused technical assistance to Cameroon's agricultural extension services. As this service is presently composed of individual units within the various autonomous development organizations such as SODECOTON, SEMRY, SODENKAM, WADA, SODECAO, UCCAO, ZAPI-EST, etc., as well as the extension services of the livestock and agriculture ministries, a central focus on extension is required to provide broad assistance to these local organizations and central ministries in developing and applying effective extension methodologies. Such assistance would be national in scope and would be applicable to the full range of the agricultural sector including food crops, cash crops and livestock.

As part of its long-term institutional building strategy, USAID/Cameroon is also planning a major project in primary education teacher training. Through assistance to Cameroon's system of teacher training colleges and in association with Cameroon's program of educational reform, the project will increase the number and quality of primary school teachers for the rural areas. This, in turn, will help to increase the number of children enrolled

in primary school, lengthen the number of years they remain in school, and provide them with a practical education, relevant to rural farm life, and enhance their productive participation in the agricultural sector.

It will also help to increase the number of future students from rural farming environments who will become eligible for enrollment in the secondary and upper-level agricultural schools which AID is assisting. This should assure a greater interest and dedication of the graduates in their work as a profession rather than as a means of employment.

PARTICIPANT TRAINING

USAID/Cameroon, as with other field Missions, has traditionally made extensive use of participant training as an integral component of its development program and individual project implementation plans. In addition to project-specific training, the Mission is also making use of the African Manpower Development Project, within the limits of funding availabilities to address important areas of concern which are outside the Mission's primary program of focused project activities. Such extra-program training scholarships are concentrated heavily in the area of health, population and management training.

Project-related participant training reflects the goals and purposes of the individual projects and therefore the Mission's overall program direction. The Mission's institution building and technology transfer goals are both being given complementary support through this participant training which will help to assure the long-run, ongoing success of these development efforts following termination of AID's direct intervention.

Although more expensive, the Mission will continue to stress long-term training in the United States as opposed to third-country training in Africa. Technical training is not a sufficient guarantee of successful application. The ingredient often most important in the development process is attitudinal change and the inculcation of new ideas and approaches. Long-term exposure to the United States' cultural outlook and approach to problem-solving, amid a campus atmosphere with a variety of other cultural values, is one of the most important aspects of experience and training which the participants will bring home with them. In doing so, the United States is also building up a solid core of friends in the developing world who will someday be in leadership and decision-making positions.

Recognizing the important role which the private sector will continue to play in the development of Cameroon's economy, USAID/Cameroon is attempting to develop a training project which can address Cameroon's present lack of trained managers - a problem which impedes development in both the private and public sectors. The unique leadership of the United States in the field of management has long been recognized by Cameroon. As the AMDP project is unable to provide sufficient country funding for the Mission to actively pursue a more significant program of focused training for non-project-specific needs, the Mission will shortly propose a multi-year, bilateral training project beginning in FY 85 or 86. This project will target the extensive need for trained public and private sector managers in Cameroon. Emphasis will be on administration, business management, investment and financial analysis, banking, commerce and trade, etc. Both long and short-term training programs as well as OJT opportunities with U.S. private sector companies will be utilized. It is estimated that approximately 15 to 20 long-term participants could be sent annually to the United States over a 5 to 6-year period.

Given Cameroon's relatively advanced stage of development, the bright prospects for continued growth in the private sector, and the large number of available positions presently being filled by expatriates, Cameroon would be able to absorb and employ effectively these specialized skills immediately. The infusion of U.S. trained specialists in both the public and private sectors would strengthen and facilitate an effective working dialogue between these two branches of the Cameroonian economy. As the central government will always maintain a close relationship with economic activities and will have a strong influence on the direction and effectiveness of the economy through its policies, laws, regulations and

procedures, the strengthening of this two-way communication is of critical importance.

While participant training would not normally be considered relevant to USAID/GURC policy dialogue, it has, nevertheless, been at the base of a small, but important, dialogue success story. Established GURC civil service regulations have denied the continuation of salary and family allowances for government employees studying abroad on a scholarship. This regulation presented USAID, and other donors, with the problem of not being able to get the most desirable candidates for training. The experienced, proven people are usually older employees with family responsibilities and cannot afford to relinquish their income for an extended period of time. It also presented USAID with a legal problem in that without the valuation of such an in-kind contribution, the GURC was unable to meet the 25% cost-sharing requirement of the AMPD project.

Following two years of discussions with the GURC on this issue, the Mission has received an official letter stating that a new regulation is being promulgated which provides for the continuation of salaries and family benefits for all GURC employees studying abroad on scholarship. While this issue has been one of long-time debate within the GURC itself, the Mission believes that its own initiatives in discussing the problem provided the needed catalyst which brought the issue to the forefront for internal resolution by the GURC.

FOOD AID AS A DEVELOPMENT TOOL

As has been made clear in previous documentation such as the CDSS, etc., Cameroon is nearly self-sufficient in food production. The Mission's program in Cameroon is designed to address the problems Cameroon will face in the future to maintain this self-sufficiency in the face of a growing population and shifts in the urban-rural ratio. Under these circumstances, food aid is neither appropriate nor necessary for the AID bilateral program in Cameroon. The Mission has recently initiated the phase-out of a PVO infant-feeding program which utilizes PL 480 food commodities. This phase-out resulted from an evaluation of the activity which failed to show any significant nutritional impact despite many years of operation.

The World Food Program (WFP) has a large program in Cameroon to which the U.S. Government contributes. The program covers a series of discrete activities which are developmentally oriented. These are primarily food-for-work type activities (wells, dams, reforestation), settlement schemes for young farmers, temporary feeding programs for migrant workers on large development projects, operational support to state run agricultural training schools and youth centers, etc. Based upon a review of WFP reports, USAID/Cameroon is basically satisfied with WFP's management and monitoring of the program. The Mission would therefore be prepared to consider future WFP program proposals assuming they continued the developmental orientation of the present program.

DONOR COORDINATION

Most other individual donors within Cameroon have a wider range of program interests and activities than AID. Their programs range from participation in heavy infrastructure projects in the transport, energy and industrial sectors to agricultural production related activities complementary to the AID program. Major components of individual donor country programs may be entirely unrelated to each other. They nonetheless reflect a response by the donor to specific GURC requests for assistance in a variety of development projects identified in the Five-Year Plans. Although other donors may be heavily involved in activities which are not of interest to AID, such as support to parastatals in the development of export cash crops, there are no instances of cross purpose or duplication of efforts in those areas of interest to AID. Most donor activities in the food crop production and education sectors are complementary to those of AID.

The results of AID projects in food crop research, food crop protection and extension development will be available on a national scale for application in all development activities. The improved seed being produced for North Cameroon through AID's seed multiplication project will be distributed to farmers through a large IBRD supported agricultural development project. AID's major support to Cameroon's agricultural university, to which the IBRD, Belgium and France have also contributed, will help provide the agricultural technicians which all donor development projects are sorely in need of.

The IBRD is presently negotiating an education sector loan with the GURC. Although this loan covers a wide range of discrete activities within the sector, one primary teacher training component is parallel to a USAID initiative. The Mission has therefore approached the IBRD to develop a

joint-financed project in which the IBRD will loan finance construction and equipment for a consolidated project and AID will grant finance the technical assistance and training components.

All donors have their individual policies, priorities, procedures and operational mechanisms. Of all donors, AID field missions have the widest degree of authority and responsibility for the development and implementation of individual country programs. In degree of field responsibility for the development of country programs, AID is followed by the U.S. and France. Remaining major donors including Germany, Canada, and the United Kingdom implement multi-year programs which are developed and approved by visiting delegations of experts. These visits culminate in joint-commission protocols which set the legal basis and framework for the total program and often identify the individual projects. Resident representatives of other international organizations such as the UNDP and FAO are provided a greater degree of independence in proposing the content of country programs within the limitations of the types of projects these organizations are empowered to undertake. USAID/Cameroon, the number six or seven donor in Cameroon, has the largest resident career staff of all donors. The second largest donor, the IBRD, has one resident representative with clerical staff. The number three donor, the Federal Republic of Germany, represents its program through the embassy economic officer. Canada is the fifth ranked donor and is represented by three CIDA officials attached to the embassy. The scenario is not unique to Cameroon.

The above is a prelude to describing the difficulties of inter-country "coordination" of activities. Given the lack of authorities of most resident representatives who are here to monitor the effective implementation of pre-established programs, it is much easier for a USAID Mission

to design its own activities in coordination with the other donors than to attempt the reverse. While AID field missions are expected to analyze their particular country situation and develop flexible program strategies and policy dialogues relevant to that country, other donor representatives are, in simplified terms, not. Coordination at the field level under these circumstances is therefore difficult for the development of large projects and programs.

Close contact between the major donors is, nonetheless, maintained in Cameroon to assure the avoidance of duplication in efforts or conflicting purposes. This is accomplished through both formal and social contacts. The resident representatives of the major donors meet periodically on a formal basis to discuss pre-selected topics relevant to development actions in Cameroon. Social contacts at which development affairs are discussed between all levels of donor representation are frequent. Visiting delegations or project designers from other donors will often call upon the USAID Mission to benefit from its experience in a particular project program area, and the Mission's own design teams will visit other donors and their project technicians for the same purpose.

The result of these professional contacts is a successful and constant "liaison" and sharing of information between donors rather than a "coordination" of activities in the true sense of the word. Given the procedure of most donors, such coordination would have to be initiated at the top levels of the respective donor country agencies and specific instructions issued down to the field level. The most important aspect of donor coordination to be sought after is general agreement on development priorities, strategies and policy issues. Such coordinating mechanisms as DAC, CDA and individual bilateral donor meetings at the top level are useful for this purpose.

IMPLICATIONS OF THE FOUR PRIORITY AREAS ON
THE VALIDITY OF THE CDSS STRATEGY AND AAPL

USAID/Cameroon's development strategy contained in its approved CDSS is completely compatible with the Agency's four priority areas. Transfer of technology (and its successful utilization) is, of course, the central and ultimate component of the accelerated economic development process. In devising its strategy for Cameroon, the Mission was, nevertheless, forced to address the following basic questions: Transfer of what? Through what? By whom?

Mission analysis of Cameroon's agricultural sector determined that, while basically self-sufficient in food production at the present time and relatively far ahead of other developing countries in Africa, it lacked the advanced technology required to produce the quantum leap in food production which must be achieved in order to realize its full potential and meet the population growth and urban migration problems Cameroon will face in the future. Similarly, it lacked the institutional capability to either develop such technology or adapt existing technology to Cameroon's environment. Finally it lacked sufficient human resources with which to effectively operate the systematic organizations required to transfer such technology to the target groups on a scale sufficient to produce significant development impact.

Options were available to the Mission of undertaking geographically focused development activities in selected areas which would work directly with the target groups. The GURC had specifically requested AID assistance on a number of such discrete projects. In addition to the analytical reasons presented above for rejecting such an approach, it was felt that such project undertakings would only have impact on a limited area (if successful), could not be replicated in other areas (without repeating the complete project

process from the beginning), and would do little in developing Cameroon's capacity for sustained national progress with its own indigenous resources.

Given Cameroon's relative sophistication, its sound policies and its developmental prospects, the Mission's strategy was developed on the basis that the limited availability of USG bilateral resources could be maximized in its effectiveness by concentrating on those national level constraints which presently impede the country's ability to jump from food subsistence to food surplus and export. It is these same constraints which dampen the attraction of private sector investment capital in the agricultural sector. In addressing the constraints, the Cameroon strategy is concentrating on the policy pillars of research, institutional development and technology transfer. Success in these areas is a pre-condition for the subsequent acceleration of initiatives in private sector investment. Cameroon's policies are receptive to the private sector. AID initiatives are designed to provide the foundation to attract the private sector.

Agency guidelines for the preparation of this paper posed the question of the implications of the four priority areas on the validity of the AAPL (paragraph M.8 of State 305746). The USAID/Cameroon Mission believes it more pertinent to rephrase the question in terms of the implication of the AAPL on the validity of the four priority areas.

Although the Mission's program addresses the priority areas and has been designed to maximize long-term developmental impact from the available resources, it is ultimately the level of resources itself which determines the overall level of impact. To a limited degree, program quality may compensate for and counterbalance a restricted budget, but the expectations for that program's overall influence on a country's national development goals must be measured accordingly. While an individual project or even complete

program may be successful in meeting its established purpose, the question remains whether the combined outputs which achieved the purpose will be of sufficient magnitude to have significant influence on the total development scene.

In theory, field missions are to analyze a country's development problems and advise on the type of program and total external resources required to overcome those problems. In practice, field missions develop programs which are compatible with a pre-given projection on availability of funds - a projection which past experience has shown to be consistently overly optimistic in comparison with subsequent appropriations. Although Cameroon has maintained relatively high resource levels in comparison with many other African field missions, the world-wide gap between funds available for high political interest countries and those available for high development potential countries remains considerable.

This fact has major implication on the Agency's policy dialogue pillar. Although the philosophical dictum of reasonable men reasoning together may accomplish some things, the leverage of significant resources combined with a quality program can accomplish more. Moreover, as AID country levels are public knowledge, it is difficult to expect productive dialogue when recipients see other countries receiving 50 to 100 times their own level of USG assistance while both ignoring and contravening the policy dialogue with impunity and continuing to be rewarded.