

PN-ABS-701 -M

**United States Agency for International Development
Human Resources Development Assistance (HRDA) Project**

USAID CAMEROON

COUNTRY TRAINING STRATEGY
FY 1993-1995

Prepared by

**Andrew C. Gilboy
Thierno Kane**

**LABAT-ANDERSON, Incorporated
2200 Clarendon Blvd., Suite 900
Arlington, VA 22201**

**Under Contract No.
AFR-0463-C-008030-00**

LAI
**LABAT-ANDERSON
INCORPORATED**

**United States Agency for International Development
Human Resources Development Assistance (HRDA) Project**

USAID CAMEROON

COUNTRY TRAINING STRATEGY
FY 1993-1995

Prepared by

**Andrew C. Gilboy
Thierno Kane**

**LABAT-ANDERSON, Incorporated
2200 Clarendon Blvd., Suite 900
Arlington, VA 22201**

**Under Contract No.
AFR-0463-C-008030-00**

CAMEROON COUNTRY TRAINING STRATEGY

TABLE OF CONTENTS

INTRODUCTION	iv
EXECUTIVE SUMMARY	v
I. COUNTRY PROGRAM ANALYSIS	1
A. USAID Development Priorities and Opportunities for Training	1
B. Trends in Human Resources Development in Cameroon	5
II. HUMAN RESOURCES ANALYSIS	8
A. Training Needs	8
1. Private Sector	9
2. Public Sector	14
B. Training Resources	16
1. Local training	16
2. Third country training	17
3. Other external training	17
C. Summary of USAID and Other Donor Training	18
1. History of USAID training	18
2. Donor-sponsored training	19
III. COUNTRY TRAINING STRATEGY: FY 1993-1995	21
A. Training Strategy	22
1. Women	22
2. Private Firms and Agribusiness	23
3. Health	24
4. Natural Resources	25
5. Democracy and Governance	25
6. Strengthening Participant Network	26
B. Relationship to HRDA Purpose and Objectives	27
C. HRDA Proposed Financial Plan, FY93-95 and Training Planned by Other Projects	29
D. Special Training Issues	32
1. Participation by women	32
2. Private Sector Advisory Board	33
3. Selection of participants and training providers	26
4. Follow-on activities	38
5. English language training	39

IV.	MANAGEMENT AND MONITORING OF TRAINING	40
A.	Management Responsibility	40
B.	Recommendations	42
ANNEXES		
A.	List of Persons Interviewed	43
B.	List of Documents Reviewed	45

ABBREVIATIONS

AFGRAD	African Graduate Fellowship Program, an expired regional project managed by the African-American Institute
AID/W	Agency for International Development, Washington headquarters
AMDP	African Manpower Development Program (expired)
ARD	Agriculture and Rural Development (USAID/Cameroon Office)
ATLAS	African Training for Leadership and Academic Skills
CAMPER	Cameroon Program for Environmental Reform
CAPPS	Cameroon Agricultural Policy and Planning Project
CDSS	Country Development Strategy Statement
CPSP	Country Program Strategic Plan
CTP	Country Training Plan
CTS	Country Training Strategy
D/G	Democracy and Governance
EAPRI	Economic Analysis and Policy Reform Implementation (USAID/Cameroon Office)
EHRD	Education and Human Resources Development (USAID/Cameroon Office)
FSN	Foreign Service National (USAID local employee)
GRC	Government of the Republic of Cameroon
HRD	Human resources development
HRDA	Human Resources Development Assistance (AID/W regional project)
HRDO	Human Resources Development Officer (USAID position title)
ILO	International Labour Organization
MAPS	Cameroon: MAPS Private Sector Diagnosis
MCH/CS	Maternal Child Health/Child Survival (USAID/Cameroon project)
NCRE	National Cereals Research and Extension (USAID/Cameroon project)
NGO	Non-governmental organization
OIT	Office of International Training (AID/W)
OYB	Operation Year Budget (USAID annual development budget)
PID	Project Identification Document
PP	Project Paper
PREPS	Policy Reform in the Export Processing Sector Project
PSAB	Private Sector Advisory Board
PSC	Personal Services Contract
PSTNA	Private Sector Training Needs Assessment
PTMS	Participant Training Management System
REDSO	Regional Development and Support Office
SME	Small and Medium-sized Enterprise
TOT	Training of Trainers
TPA	Training Providers Assessment

INTRODUCTION

The Cameroon Country Training Strategy was researched and written over a 3½ week period from February 22 to March 18, 1993. The consultancy was funded from the core contract with Labat-Anderson, Inc. under the Human Resources Development Assistance (HRDA) project. The two-person team of outside consultants was composed of Andrew Gilboy, Human Resources and Private-Sector Training Specialist and Thierno Kane, Training Advisor at REDSO/WCA.

The methodology used in developing a training strategy for USAID/Cameroon included a rapid review of recent analyses concerning USAID's development assistance program for Cameroon, sector assessments in agriculture, natural resources and health, and studies on training resources, private-sector needs and women completed since 1989 under HRDA. Interviews with leaders in newly emerging associations and business groups plus site visits to small and medium-sized enterprises provided anecdotal information. One of the two FSN professional training specialists at USAID accompanied the team to Douala and Limbe and provided essential coordination for the consultancy.

The team wishes to thank USAID/Cameroon staff for making available all the resources of the Mission for the team to complete the CTS within a short time-period. Special thanks go to Elizabeth McDavid, an experienced human resources specialist (PSC), whose commitment to developing a well-functioning, professional training team in USAID has greatly strengthened HRDA in Cameroon and enabled the team to propose some ambitious new training activities. Appreciation also to Josephine Mbarga, who travelled with the team and was resourceful, very knowledgeable and always helpful. Other training office staff, in particular Emile Nzalli, Jesco Lyonga and Gilles-Robert Nama helped tremendously in locating information and answering questions. Finally, as always, many Cameroonians gave their time and hospitality and provided fresh ideas and insights on the country's training needs.

EXECUTIVE SUMMARY

The Human Resources Development Assistance (HRDA) Project has been a part of the USAID/Cameroon development assistance package since 1988. Each year the Mission submits a Country Training Plan to the HRDA coordinators in Washington for approval for proposed training for that Fiscal Year. Although some core funding has been available from HRDA for technical assistance and USAID staff training, each Mission participating in HRDA arranges a "buy-in" to the project drawn from its "OYB" authorization.

The HRDA project coordinators have urged Missions to develop a Country Training Strategy (CTS) to set priorities for training and to link the activities proposed to USAID's country development objectives, as defined in a CDSS, CPSP or, in the case of Cameroon, a Concept Paper. The CTS draws upon the findings and recommendations of studies undertaken by the training office, such as a Private Sector Training Needs Assessment (PSTNA), interim project evaluations, and surveys of in-country training resources. Sector assessments also provide recent data on the needs of USAID's priority focus areas, such as health and agriculture. The CTS balances all of these elements - the sector requirements, Mission strategic objectives, training resources (both local, third country and U.S.), HRDA project objectives and Mission management capacity - to arrive at clear objectives against which training designs can be formulated.

In response to the political and economic upheaval confronting Cameroon since 1990, USAID began to adjust its development activities to ensure that current and future development programs support economic and political reforms. In December, 1992 the Mission completed a *Draft Concept Paper* which modified the previous CDSS (FY90-94) for Cameroon. This document outlines the Mission's three strategic objectives to which this proposed Country Training Strategy responds.

The three strategic objectives under which USAID/Cameroon is currently operating are:

- ◆ increasing access to and use of financially sustainable, effective and efficient primary health care;
- ◆ improving conditions for sustainable natural resources utilization; and,
- ◆ improving conditions for private-sector trade.

The Concept Paper outlines three options for the Mission to consider in adjusting the level and type of assistance to local political and economic developments: *maintenance, low and medium*. Each one prescribes progressively increasing Mission project activity linked to GRC actions. The OYB levels and number of Direct Hire officers change accordingly.

Based on a review of the Mission's strategic objectives, USAID's history of training under HRDA since 1988, the country's current training needs and HRDA project guidelines, the six *country training strategies* below were identified:

- 1) ***Women:*** Support the integration of women into economic development and decision-making in Cameroon.
- 2) ***Private Firms and Agribusinesses:*** Assist Cameroonian-owned firms in improving production technology, increasing worker productivity, lowering costs and upgrading marketing, management and sales skills.
- 3) ***Health:*** Support USAID's health sector objectives through training of public and private-sector health care officials.
- 4) ***Natural Resources:*** Support USAID's natural resources objectives through training of public- and private-sector officials.
- 5) ***Democracy and Governance:*** Strengthen and support community-based and professional organizations exercising self-governance, responsible management and reaching broad-based populations by supporting training in USAID's priority development sectors.
- 6) ***Strengthening Participant Network:*** Sponsor the formation and advancement of a viable and active former participant network.

USAID/Cameroon has three mechanisms to use in designing, implementing and evaluating training: a) "discrete" bilateral projects managed by one of USAID's technical offices; b) centrally-funded AID projects requiring no USAID funds; and, c) regional or central projects funded through a Mission "buy-in." The HRDA, ATLAS, AFGRAD and AMDP projects are examples of the latter. The Mission's bilateral projects, such as NCRE, CAPPS, and MCH/CS II, include funds for in-country or degree training for government counterparts and staff of institutions targeted for strengthening. Training within these projects is monitored by USAID technical offices and is limited by the Project Paper to the institutions, geographic regions or sub-sectors within which the project works. Centrally-funded projects provide training tailored to the objectives of a non-Mission project, which may or may not meet the needs of Cameroon.

The HRDA project offers the Mission an innovative mechanism to plan a series of training activities which correlate exactly to the strategic objectives in force and supplements training available in bilateral and central projects. The HRDA project will provide USAID/Cameroon with training *unavailable from any other source*, either bilateral or centrally-funded. For example, the Mission has no convenient source at hand other than HRDA, to begin addressing Democracy and Governance issues through training. HRDA will also allow the Mission to *start immediately some of the training planned in future bilateral*

projects. Supported with appropriate management resources, the Mission's HRDA project can become an essential instrument through which its strategic objectives can be addressed in the near term.

The CTS proposes the following *programmatic* and *management* changes which sharpen the impact of HRDA training, make available the resources necessary for its smooth and effective implementation and conform more closely to HRDA project objectives:

Programmatic Recommendations

- ◆ increase the use of in-country training in Cameroon to reach new audiences;
- ◆ contract with Cameroonian training providers and provide technical assistance to strengthen their quality;
- ◆ arrange more Observation & Study Tours to other developing and newly industrialized countries;
- ◆ decrease the use of "off-the-shelf" general management and technical courses offered in the U.S.;
- ◆ begin training in health, agribusiness and natural resources anticipated in upcoming bilateral projects;
- ◆ initiate new training to address Democracy and Governance objectives;
- ◆ significantly increase the number of women participants under each training type;
- ◆ significantly increase training involving Cameroonian SMEs;
- ◆ increase the number of candidates applying for training by expanding the flow of information to new audiences;
- ◆ increase planned funding for HRDA from \$1.7 to \$2.6 million over the next 3 fiscal years; and,
- ◆ establish an alumni association of returned Cameroonian participants.

Management Recommendations

- ◆ create a Private Sector Advisory Board to assist in recruitment, establishing selection criteria and priorities, and advice USAID on private-sector training needs;

- ◆ establish an HRDA Project Committee in USAID to coordinate input from the technical offices;
- ◆ continue the services of an HRDO/PSC until 1995 to ensure management oversight and support for new programs;
- ◆ change the name of the "training office" to Human Resources Development or Training Office to reflect correctly its scope of activities;
- ◆ arrange for a second "mini" evaluation of HRDA in mid-1994 to monitor project implementation and recommend modifications prior to the last year;
- ◆ arrange a one-week training trip to Burundi for the FSN responsible for in-country training coordination; and,
- ◆ hire a short-term consultant to help organize the alumni association and set up the structures for management support from the training office.

I. COUNTRY PROGRAM ANALYSIS

A. USAID Development Priorities and Opportunities for Training

The USAID assistance program in Cameroon spans nearly three decades and has generated many notable achievements, in particular in agriculture, health and human resources development. Significant advances in primary health care and family planning, agricultural research and institution-building, and in human resources development are partially due to USAID's focussed assistance program. Over 1,500 Cameroonians have been trained since 1961, the majority of whom obtained higher degrees from American universities in fields critical for development.¹

Since the mid-1980s, Cameroon has been buffeted by converging forces: sharply declining revenues from critical export products (coffee, cocoa and petroleum) and growing pressures for democratic reforms. While there are indications of government willingness and commitment to instituting economic and political reforms, the response has followed rather than led rapidly-unfolding events. A bloated government bureaucracy has until recently remained untouched, in clear contrast to other francophone African nations, such as Togo, Burundi, Senegal, Mali and Cote d'Ivoire. With a severe liquidity crisis and bank failures at hand, the nearly 150 inefficient state-owned enterprises continued to chalk up losses in the face of changing economic conditions.

In the midst of political and economic upheaval, USAID/Cameroon adjusted its tack in mid-course to ensure that current and future development interventions support economic and political reforms. Moreover, changes in AID development priorities, beginning in the 1980s, called for increased programs of direct benefit to women and the private sector, with public-sector assistance emphasizing policy reforms to support expanding markets, increased productivity and private-sector growth. No longer was development assistance conceived primarily as a partnership between USAID and government.

In December of 1992 USAID/Cameroon completed a *Draft Concept Paper* which modified the previous CDSS (FY90-94) for Cameroon. This document outlines the Mission's three strategic objectives to which this proposed Country Training Strategy responds.

The three strategic objectives under which USAID/Cameroon is currently operating are:

- ◆ increasing access to and use of financially sustainable, effective and efficient primary health care;
- ◆ improving conditions for sustainable natural resources utilization; and,
- ◆ improving conditions for private-sector trade.

¹ A comprehensive survey of the impact of this training is to be conducted during the summer of 1993.

The Mission's technical offices in health, education, participant training, agriculture and rural development, and economic analysis and policy reform implementation are responsible for guiding project activities to meet the strategic objectives. Democracy and Governance is a *target of opportunity* as well as an issue cutting across the sectors. It will help the Mission define interventions which reinforce efforts underway to increase decentralization, transparency in government and participation at grass roots levels.

Two additional AID development mandates traverse the strategic objectives and call for attention in implementing the USAID portfolio: women in development and promotion of small- and medium-sized enterprises. Although not strategic objectives in themselves for USAID/Cameroon, they are AID-mandated special audiences through which USAID can heighten its development impact while achieving other objectives.

Although some argue that human resources development is a "sector" in a development assistance portfolio, in Cameroon HRD can be viewed more as a critical instrument through which the Mission can generate change and meet its strategic objectives. Human resources development is accomplished through technical assistance and training and takes place in-country, in other developing or developed countries ("third-countries") and in the United States. It can include the following:

- ◆ provision of technical assistance to Cameroon to identify training needs, develop curriculum and execute in-country training;
- ◆ overseas observation and study tours;
- ◆ long-term degree training in Africa or the U.S.;
- ◆ short-term non-degree training in "off-the-shelf" courses; and,
- ◆ internships.

Virtually every USAID Mission includes HRD in its portfolio of development assistance. Investments in training have consistently proven to be among the most valuable and sustainable development efforts.

The Concept Paper outlines three options for the Mission to consider in adjusting the level and type of assistance to local political and economic developments: *maintenance, low and medium*. Each one prescribes progressively increasing Mission project activity linked to GRC actions. The OYB levels and number of Direct Hire officers change accordingly.

What is striking in terms of the types of activities which can be realistically expected for USAID to implement over the next few years is that **training and training-related technical assistance remain available to the Mission through the HRDA project regardless which of the three scenarios is ultimately adopted**. For example, a considerable amount of

training can be organized for cooperatives, customs agents or in privatization through HRDA; or for NGOs working in natural resources and environmental management. Both in-country and short-term participant training can be implemented by the Education and Human Resources Development Office, in collaboration with the responsible technical divisions, and funded by HRDA.²

In order for USAID to focus on its development priorities in such an unpredictable atmosphere, flexible training independent of bilateral project obligation schedules can be one of the Mission's most indispensable resources. If either the new natural resources management project (CAMPER) or a new Democracy-in-Governance project - neither of which are beyond the "PID" stage - are not operating until late 1994, then HRDA becomes a key avenue through which Mission strategic objectives can be reached, at least until the discrete projects are in place. It appears, for instance, that improved natural resources protection, or movement toward greater democracy and better governance, require immediate attention and may not be able to wait for bilateral projects.

Due to a number of factors, health fares better in all three "strategic scenarios." One of these is the fact that a bilateral health project is ready for obligation. However, there will probably be a considerable delay following the signing of the Project Agreement (perhaps 9 months) before a contract team will get project-funded training organized. Moreover, some training needed for health is beyond the scope of either SESA II or existing projects. Here HRDA can provide the Mission with a useful mechanism to supplement existing training resources.

Agribusiness is a Mission area which responds to USAID's third strategic objective - *improved conditions for private-sector trade*. In addition to the current PREPS and PRAMS projects, and the remaining activities under previous agricultural research projects, new training specifically for agribusiness funded under a discrete project will not be operational in the near term. Once again the HRDA Project can supply immediate training resources to target agribusinesses, SMEs, or support organizations. In addition to agribusiness development and export promotion, the HRDA offers the Mission a resource to promote SMEs, privatization, economic policy reform and improved managerial and technical skills.

Another central issue in implementing USAID's strategy is to determine an appropriate mix between public- and private-sector beneficiaries of project assistance. Until the last decade, the lion's share of development assistance aimed at strengthening public-sector institutions (agricultural research and extension, primary health care, human resource planning in

² *Participant training* in AID jargon refers to short- and long-term training and internships occurring outside the host country; *in-country training* refers to technical courses offered at training institutions or by consulting firms, seminars, workshops, non-degree courses at local institutions, on-the-job training delivered by expatriate trainers, and "on-site" training courses (at work places).

government, etc.). With women, non-government organizations and the private sector firmly established as valid targets for assistance, USAID has gradually shifted its focus towards these groups. In Cameroon, this swing from public to private sector programming is likely to accelerate due to changes in the posture of US-Cameroonian relations since November 1992.

A central question here is how to implement training and technical assistance which has a direct impact on beneficiaries without passing through government. The CAMPER project design specifies a schedule of incremental project obligations, with the first phase being implemented through NGOs. Recommendations for the D/G project similarly direct assistance around government to selected grass-roots associations and professional and civic groups. Follow-on activities in USAID's agricultural institution-building efforts are shifting toward outreach to agribusinesses. In short, major portions of existing and future USAID project activity is not designed to be implemented through government, and will benefit populations outside the public sector.

In this environment, HRDA can be the most useful tool among Mission instruments in continuing successful, proven development activities in Cameroon without relying on government. Additional funds can be obligated through HRDA with little or no fanfare, even when beneficiaries are in the private sector. Beneficiaries of training and technical assistance can be individuals in decision-making positions, private entrepreneurs, women in NGOs, Cameroonian institutions, traditional leaders, dairy cooperatives and human rights activists.

Immediate programming can begin in D/G, women in development, private-sector promotion, natural resources, and agribusiness which address all of the Mission's strategic objectives. These new training programs should follow HRDA program guidelines more carefully than in previous years. To help in implementation, and to ensure that HRDA is providing training which addresses both USAID and HRDA objectives, two new committees are proposed: a *Private Sector Advisory Board* and an *HRDA Project Committee*.

The PSAB has been an integral part of HRDA implementation in most Missions since 1988 and is a key to tailoring training and technical assistance to the needs of the private sector and women. The PSAB is described below in Chapter III under "Special Training Issues." An internal USAID "HRDA Project Committee" is also recommended to funnel sector training requests from USAID's technical divisions to training specialists in the EHRD Office. The committee should hold monthly meetings and coordinate the completion each year of a Training Plan for each technical division with the EHRD Office. Further comments on management of HRDA, and how to organize training within the Mission, are found in Chapter IV.

In addition to molding HRDA to address changes underway in the Mission's portfolio, this CTS proposes that a significant percentage of programming be directed to women and SMEs. This is recommended to correct past under-representation of non-governmental beneficiaries

in HRDA training, between 1988 and 1991. Both populations present special opportunities for D/G training, the Mission's only *target of opportunity* and principal cross-cutting theme. In line with HRDA practice, training for government functionaries whose work directly relates to the promotion of women or private-sector growth is allowable. (Guidelines for defining "private-sector" have been developed by HRDA project coordinators in AID/W.) In determining the appropriate mix between public and private sector, in consultation with the technical divisions, the HRDA Project Committee will establish sector targets in order to safeguard positive USAID-GRC relationships. "Line-item" training targets for women and SMEs, rather than overall percentage targets, also will be established by the HRDA Project Committee for each sector. A proposed percentage split between public and private programming is included in Chapter II.

The six strategies proposed are:

- 1) **Women:** Support the integration of women into economic development and decision-making in Cameroon.
- 2) **Private Firms and Agribusinesses:** Assist Cameroonian-owned firms in improving production technology, increasing worker productivity, lowering costs and upgrading marketing, management and sales skills.
- 3) **Health:** Support USAID's health sector objectives through training of public and private-sector health care officials.
- 4) **Natural Resources:** Support USAID's natural resources objectives through training of public- and private-sector officials.
- 5) **Democracy and Governance:** Strengthen and support community-based and professional organizations exercising self-governance, responsible management and reaching broad-based populations by supporting training in USAID's priority development sectors.
- 6) **Strengthening Participant Network:** Sponsor the formation and advancement of a viable and active former participant network.

The strategies are fully described in Chapter III.

3. Trends in Human Resources Development in Cameroon

Compared to many other African nations (e.g., Burundi, Rwanda, Mali, Niger, Mauritania and Guinea), Cameroon has a high literacy and numeracy rate and a generally well-educated population. Since independence, the government has invested heavily in public education

and, although educational efficiencies may be low and training ill-suited to the needs of the economy, at least public commitment to human resources development is evident.

Until only recently, Cameroonians armed with local or overseas diplomas had little difficulty landing jobs in government, state enterprises, banking and, during the boom years, private companies. That balance has dramatically altered in the last few years, leaving the country with rising unemployment even among the ranks of the educated elite. With declining domestic public investment, little new foreign investment, and plunging world commodity prices, Cameroon's economy offers little encouragement for most job seekers.

With layoffs commonplace in Cameroon today, and a new Labor Code ratified but yet to be implemented, the focus is evolving from employment security toward job performance. Heavy government protection of jobs is giving way to a more balanced employment relationships between worker and manager. This bodes well for increases in productivity. However, net job growth is not likely in the near term.

With the public sector receding both in terms of its percentage of total employment and as an active producer in major economic sectors, the private sector - whether growing or not - presents the most fertile area for USAID assistance. The private sector is broadly based, relatively complex, young, and substantially Cameroonian run. Increases in worker productivity and efficiencies of production can be realistically anticipated through targeted training programs and technical assistance geared to the needs of Cameroon's private sector.

Analyzing training needs and training supply is always problematic, even with an up-to-the-minute statistical breakdown of the characteristics of the local job market. Community colleges in the United States, often aided by state development and education specialists, conduct surveys of their local job market constantly in order to fine-tune adult training, re-training and on-the-job training programs - and to project future training demand. They bring in local business managers and technicians directly into their training plans to ensure compatibility of skill development to application. Community-based training institutions in the U.S. carefully follow manufacturing trends, such as statistical process control, in order to help local industry upgrade employee skills and remain competitive. Unfortunately, neither the spirit of collaboration between industry and training institutions, nor the practice of linking local training programs to current and future demand, are evident in Cameroon.

Despite these shortcomings, which are well-documented in several studies reviewed in developing the CTS, Cameroon is equipped with many viable private training institutions. The range and quality of these training providers is discussed in Chapter II ("Local Training Resources"). Some public institutions with strong technical capacity, such as the University of Dschang, could benefit from stronger links between academic output and the needs of the private sector. Therefore, the opportunity exists for creative USAID programming to build on this diversified training base and help it address the training needs identified in Chapter II.

The target audience for HRDA-funded activities in Cameroon has the educational background to be able to absorb modern technical and managerial training. In contrast to Tunisia and other countries where SME owners often have little education, Cameroonian small entrepreneurs are overwhelmingly university educated. All studies consulted in preparation for this report note the high educational level of owners and senior managers in all but the smallest firms.

Finally, outdated attitudes plague the human resources setting in Cameroon and impede improvements in productivity. Managers and owners have little understanding of the dynamics of human resources management, employee and customer relations, special problems facing women in the workforce, and training. They underestimate the relationship of these components to profitability. Through "awareness-raising" seminars and overseas training, USAID can help demonstrate the benefits of human resources development among SME owners, managers and larger operators in Cameroon.

II. HUMAN RESOURCES ANALYSIS

For an economy as developed and complex as Cameroon's, there is a surprising paucity of data and analysis about the country's current and projected human resource needs. Where they exist, government statistics on public- and private-sector employment are dated or unreliable. The large, diverse private sector has scant knowledge of its human resource needs, either by sub-sector, geographically or by technical skill. Managers of Cameroonian-owned private firms, most of which fall into the category of "SME," appear to approach problems of personnel recruitment, management and staff upgrading as if they were government bureaucrats. For instance, they do not seem to realize fully the cost and productivity loss of disorganized worker output or insufficiently supervised or motivated workers. Store hours are often determined by ingrained administrative habit rather than customer convenience (e.g., some newspaper kiosks and snack shops close at noon, the moment of highest demand for their services).

The public sector has benefitted from many years of USAID-sponsored training, especially in health and agriculture, as shown in the previous section. It is not within the scope of this report to evaluate the impact of this training, or to assess the current human resource needs of Cameroon's rapidly changing public sector. To the extent that the HRDA project does fund a small amount of training for government employees, the training office should seek advice from USAID technical offices overseeing bi-lateral projects in agriculture, health and export promotion to help design complementary, innovative training funded by HRDA.

A. Training Needs

The USAID/Cameroon Mission has funded two studies which dealt with the human resource and training needs of the private sector: *Cameroon: MAPS Private Sector Diagnosis* ("MAPS," March 1990) and *Private Sector Training Needs Assessment* ("PSTNA," May 1990). A *Profile of Training Opportunities for Women* (January 1989) and a *Training Provider Assessment* (September 1992) were also completed to help the Mission develop training priorities and implement in-country training, as needed, under HRDA. Some of the recommendations regarding training in these studies were incorporated into training programs funded by HRDA.

Additional surveys touched on training needs in several sectors, in particular SMEs and agribusinesses. These include the Canadian-funded *Project Recensement/Enquete de la PME Camerounaise* (July 1992) and the USAID-funded *Cameroon Agribusiness Sector: Constraints and Development Prospects* (November 1992). The training needs identified below are based on a review of all of these documents complemented by information gleaned from interviews with business people, donors and others knowledgeable about the state of the Cameroonian private sector, in particular its SMEs and women's associations. The training needs are presented by categories that reflect USAID's priority sectors for development, as outlined in its recent Concept Paper. Some training needs apply to more than one sector.

1. The Private Sector

Small & Medium Sized Enterprises

The HRDA project focus is on SMEs in each country's private sector. The target group among SMEs, such as agribusinesses, consulting firms, technical services (e.g., soil testing labs, computer firms) or manufacturing, can be determined according to development objectives. Training for managers of state-owned enterprises is generally not provided under HRDA, especially where the parastatals or monopolies operate in areas normally reserved for the private sector (transportation, insurance, manufacturing, bottling, etc.). Training for government civil servants who interact directly with SMEs (custom agents, tax officials, electric company inspectors, etc.) can be organized and can be counted as "private-sector training" in PTMS data.

- ◆ **Basic business skills:** Despite some successful USAID training in this area, there continues to be a widespread thirst for rudimentary business training in areas such as developing internal management systems for information and paper flow, invoicing, cash flow monitoring, procurement, security and waste control, employee recruiting, etc. It is not uncommon to find small firms owned and managed by Cameroonians with strong technical knowledge but with almost no managerial know-how.
- ◆ **Defining a corporate culture:** Employee motivation and loyalty are major constraints. Few firms attempt to develop a company "culture" to enhance employee-employer relations or help develop strong work habits and a sense of responsibility. Worker incentive programs (e.g., "employee of the month" awards) and company-sponsored social gatherings are not widespread. Few Cameroonian business owners understand the correlation between corporate culture, employee motivation and productivity levels.
- ◆ **Human Resources/personnel management:** Serious deficiencies exist in defining job tasks, supervising employees, ensuring accountability in employee performance, upgrading employee skills, establishing salary scales and efficient worker shift schedules. Workshops and seminars on implementing Cameroon's new labor code will also be needed.
- ◆ **Production Techniques:** Although the team could not visit a large number of small private manufacturing companies, its observations, coupled with findings in other recent reports, suggest that production efficiencies could be considerably improved through training. For instance, production lines were poorly engineered or haphazard, leaving room for waste, errors, and lax workmanship. Training in improved production management for SMEs would result in better products and higher efficiencies.

- ◆ **Financial management:** Although basic accounting training is always needed for mid-level personnel, owners and senior managers need to grasp the link between financial management and profitability. For instance, some owners and managers do not know their profit margins, their unit costs of production or the difference between sales revenue and net profit. Their inability to properly manage cash flow has a direct impact on production and marketing.
- ◆ **Sales and marketing:** Weak links between sales and production inhibit a flow of information which can help improve product design, ensure correct production levels for specific products and help open new markets. Owners and managers devote too little effort to training and supporting good sales agents and analyzing the specifics of their markets. Owners may have an excellent innate sense of market characteristics, but appear not to be using that knowledge to its maximum through their sales agents.
- ◆ **Inventory Control:** Poorly-organized inventories of product components, supplies and parts can lower profitability in ways which are not understood by SME owners and managers. Although timing of arrivals of imported raw materials is extremely difficult due to the unpredictability of customs and shipping, stocks should still be well-organized to prevent losses. Simple computerized stock controls are available and need to be introduced to SMEs.
- ◆ **Customer Relations:** Despite the relatively advanced state of Cameroon's infrastructure (hotels, transportation, services and manufacturing), few sales or front-office staff appear to have acquired even basic training in customer relations. Cameroonian personnel need instruction in correct telephone manner, how to handle customer complaints and, in general, presenting a positive image of the company. Most owners and managers do not grasp the correlation between customer relations, sales and profitability.
- ◆ **Energy Conservation:** Many Cameroonian managers, whether in manufacturing or retail services, pay little attention to energy conservation, although they complain bitterly of the high cost of electricity, water and telephone/fax. For instance, air conditioning compressors are operating at maximum, yet due to poor maintenance or a simple lack of freon, fail to cool, resulting in excessive cost with no benefit. Half-day workshops led by technical experts that deal with simple, cost-effective energy improvements could demonstrate the value of energy audits.

Export-Oriented Firms

The Mission's PREPS project is designed to interact with Cameroonian firms qualifying for the new export regime. Although the PREPS project includes in-country training for customs agents designated to service the Export Zone, the HRDA project can also be used to fund complementary training for agents not exclusively dealing with the zone. The experience the

Mission gains through its training activities with government and firms in the zone will help HRDA design training to reach SMEs capable of exporting but unable to qualify for the zone.

The principal constraints for SMEs with a potential for exporting which could be addressed through training are:

- ◆ inadequate information about export markets where Cameroonian products might be competitive, especially following a devaluation of the CFA franc;
- ◆ lack of knowledge about quality control and health and packaging standards necessary to penetrate export markets;
- ◆ insufficient knowledge about local raw materials, their price and availability.

Women

The major constraints to women's participation in economic growth have been well-analyzed in USAID's study on women's training opportunities. Although progress has been made since 1990, the integration of Cameroonian women into the development process lags far behind most other African countries. Some of the observations below illustrate the disturbing situation women face in Cameroon:

- ◆ the percentage of women owning firms, employed by companies or holding decision-making positions is very low;
- ◆ women hold a low percentage of public sector positions, a situation not likely to improve in light of recently-announced civil service layoffs;
- ◆ women's access to formal credit remains limited, both *de facto* and *de jure*.
- ◆ women's voluntary associations, such as the Limbe Soroptimist International Club, the Douala *Ligue des Femmes Gestionnaires* and the Yaounde *Association des Femmes Juristes* are in their formative stages, having only recently been authorized;
- ◆ much technical training sponsored by the public sector for women emphasizes traditional, "home-making" or secretarial skills;
- ◆ male attitudes toward women at home and at work appear out-of-step with international trends and incompatible with women's potential contribution to the economy.

It is recommended that USAID significantly increase both the quantity and type of support to reach women active in the newly-formed women's groups. Some of their needs are listed below:

- ◆ organizational development - how to manage an NGO, conduct fund-raising and membership drives, create low-cost newsletters and publicity, and manage funds;
- ◆ financial support for training programs which help women improve their business skills, increase their revenue and support their activities;
- ◆ training support - help in carrying out assessments of the needs of women in key sub-sectors and in designing, conducting and evaluating their training programs; and,
- ◆ Training of Trainers programs (TOTs) for selected women with leadership and training skills.

Natural Resources

Agriculture and Natural Resources have occupied a central place in USAID's portfolio of projects for many years. The recent Concept Paper, which revises the last CDSS, aims to improve conditions for sustainable natural resources utilization.

Many of the needs identified above for the private sector, and for women's groups, apply to the Natural Resources sector and agribusinesses as well. Some of these needs are listed below:

- ◆ management skills for cooperatives;
- ◆ business skills for small agribusinesses;
- ◆ marketing training for small-scale food producers;
- ◆ NGO organizational skills.

HRDA funds for in-country training, and selected third-country training, will supplement training funds in existing projects monitored by the Agricultural and Rural Development Office.

Health

The *USAID Cameroon Health Sector Assessment* (October 1992) details the human, management and policy constraints affecting the health sector. Although health projects by nature work primarily through the public sector, there are private-sector needs which can be addressed through training under HRDA. For instance, HRDA training can be used to improve the coordination between public and private health providers.

In view of the fact that one-third of the Mission's development portfolio is dedicated to the health sector, much of which involves in-country training for the public-sector, the HRDA project can be used to involve new audiences in training. Seminars on cross-cutting issues related to community participation and financing of health services, or workshops which develop mechanisms to enhance public-private sector coordination, could be supported

through HRDA. Health issues can be integrated into HRDA-sponsored non-health workshops. In this way women micro-entrepreneurs attending business skills workshops organized by women's support groups, can be given information about family planning, nutrition or child health care at the same time. Or, a workshop to introduce basic accounting skills to food vendors in Limbe would include training on safe food handling and storage.

Democracy and Governance

Leslie Fox described the underlying notion of democratic governance ("D/G") in his recent report for Cameroon as a

broadly shared responsibility for decision-making in the management of public affairs.... D/G is a particular style of governing which combines competence and transparency in public management, predictability in the application of rules, the legitimacy of power-holders, as well as their accountability and responsiveness to the governed (governance) with the promotion of broad participation in the policy process, with electoral choice and with respect for human rights (democratization).³

Democracy and governance is a theme around which USAID can design activities which will increase popular participation in economic decision-making and foster accountability by government. Cameroon's history of political persecution, one-party state, centralized authority and restrictions against free association have resulted in a populace largely unfamiliar with basic practices of self-government. With the liberalizing of the political and legal environment over the past few years, many new NGOs, associations and political parties have emerged. The leaders and members of these groups need extensive training in developing constituencies, raising funds and accounting for their use, instituting democratic rules to manage their affairs, and planning for the future. As suggested by Leslie Fox, working directly with these groups is one way to achieve results without passing through government:

Building capacity of NGOs, local organizations and even private sector micro and small enterprises that can and do provide public services for local communities is a process which should create numerous centers of self-governance capacity outside the formal state public's framework (p. 22).

In the absence of a discrete D/G project, HRDA funds can be accessed to strengthen selected associations and NGOs through technical assistance and training. In order to build citizen participation and self-governance, the training themes do not need to highlight D/G issues directly. The training needs of these associations parallel in many ways the needs identified above for women's organizations:

³Leslie M. Fox, *Balancing the State/Building a Nation: An Assessment of Democratic Governance in Cameroon*, USAID/Cameroon, January 30, 1993, p.2-3.

- ◆ organizational development
- ◆ financial support for training programs
- ◆ training support
- ◆ TOTs for leaders.

2. *The Public Sector*

Although the needs of Cameroon's public sector remain considerable, the USAID development strategy aims at reducing government influence and control over the economy and promoting a more conducive environment for private-sector expansion. Unlike in the past, USAID does not anticipate training government functionaries to improve public-sector efficiencies or build up the analytical and management capacity of government. It can, however, seize unique opportunities through training to influence government policy-making in areas key to helping USAID achieve its strategic objectives.

Women

The number of women civil servants is reported to be extremely low in Cameroon. Furthermore, their distribution vertically in the public-sector ranks is disproportionately heavy at the lower levels. Finally, ministerial appointments of women tend to be limited to sectors considered to be within the "realm" of women, such as social affairs. While conducting research for the CTS, this consultant noted criticisms in the local press, on radio and on television about government discrimination against women in job promotion and hiring.

A small amount of HRDA funds might be used to support changes in hiring and promotion in the public-sector, to the extent that the opportunities for training present a strong potential for short-term change.

Health

In the health sector, USAID's strategy is to support the implementation of the Ministry of Public Health's Reorientation of Primary Health Care (RPHC) Program. This provision is based on the following major principles:

- ◆ the community co-financing and co-management of health services;
- ◆ the decentralization of health planning and management to the level of the health district; and,
- ◆ the full integration of preventive, promotive and curative health services.

At present, USAID is supporting the RPHC program through two major health projects: the Maternal Child Health/Child Survival Project and the Reform of the Health Delivery System Project. Beginning in late FY 1993, these two projects will be combined in the MCH/CS II Project. Training will be a significant component of this new project, with 900 people targeted for assistance. The HRDA Project can be used to further the development and implementation of the RPHC program through training programs in the following areas:

- ◆ policy workshops;
- ◆ seminars to discuss cross-cutting health service delivery areas such as the integration of family planning or diarrheal disease control into the RPHC;
- ◆ workshops to improve the coordination between public and private sector health facilities; and,
- ◆ seminars to develop mechanisms to increase the meaningful participation of women in community health committees and in the co-management of health services.

These training activities would become the scope of the planned MCH/CS II Project, which concentrates on implementing the RPHC delivery system in three provinces. These workshops would involve all major donors and directorates of the Ministry of Health, in addition to private-sector organizations.

Natural Resources/Agriculture

Public-sector needs in Natural Resources are extensive, as identified in the Mission's Agricultural Sector Assessment (December 1992) and the CAMPER project PID. The Mission's on-going agricultural projects include addressing needs in the country's public-sector institutions as well.

The extent to which USAID/Cameroon will access HRDA funds will depend on which scenario will be activated for FY 1993 obligations.

Democracy and Governance

Although the public sector has arguably the greatest need for training in democracy and governance, the use of HRDA funds to train civil servants must be judiciously programmed. As with training to promote change for women in government, to warrant funding such D/G activities must clearly demonstrate a likelihood for short-term change.

Some of needs which the HRDA project could address through training are:

- ◆ transparency in decision-making;
- ◆ accountability in budgeting;

- ◆ decentralizing decision-making;
- ◆ job promotion by merit;
- ◆ seeking public reaction to pending legislation or executive decisions; and,
- ◆ creating an independent judiciary.

Given the human rights situation in Cameroon, the list of D/G needs is extensive.⁴

B. Training Resources

The HRDA project has at its disposal a huge diversity of training resources in the United States, other developed and developing countries and in each country. These are well documented and known by Mission training staff.

1. Local training resources

The HRDA project sponsored two surveys of local training resources for Cameroon. In 1991 a site visit by the two regional training advisors in REDSO/Abidjan provided insights into the quality of training at various public institutions for use by other Missions in considering Cameroon as a third-country training site. The 1992 Training Provider Assessment (TPA) provided a more comprehensive look at Cameroonian training capacity, both public and private.

The TPA sampled 71 Cameroonian organizations offering training geared toward the needs of local businesses. Information culled from questionnaires and interviews was compiled in a computerized database created by the HRDA core contractor, Labat-Anderson, Inc. for use by USAID/Cameroon and other African sending Missions.

The TPA reported the following findings:

- ◆ there is an active, competitive cadre of private consulting firms serving the business community;
- ◆ NGOs have a strong presence in private-sector training;
- ◆ Most training providers offer tailor-made training to clients or for donor sponsors, rather than promoting on-going, scheduled courses open to the public;
- ◆ Six major training specialties were noted:

⁴ Leslie Fox says no training should be offered government without commitment to change: "Until there is a decentralization policy enacted into law that increases the powers and authority, as well as the resource base of local government, vis-avis central government, there is little likelihood that assistance to the former would be of any use."

- ◆ business management and entrepreneurial development;
- ◆ natural resource management;
- ◆ micro-enterprise development in rural communities;
- ◆ women entrepreneurship;
- ◆ vocational and technical training; and,
- ◆ computer training.

A detailed, comprehensive *repertoire* of Cameroonian training firms and institutions turned up during the document search for the CTS. The ILO had in its possession a single copy of a 270-page compilation of data on over 100 organizations in Cameroon, complete with critical observations, fields of training, costs, and addresses. The wealth of information could be cross-referenced so that training staff could search training institutions by their field, location or name.

It is evident that there is ample capacity locally to implement diverse training activities, although each one must be closely monitored to evaluate quality and determine to what extent technical assistance or TOTs would help upgrade training delivery.

2. *Third country training institutions*

The HRDA project mandated increased use of regional training sites and sponsored many activities from core funds. Now that core activities are ending, there will not be HRDA-generated regional training opportunities until a new contractor becomes operational.

The Mission did not make extensive use of regional training sites under HRDA. There were no participants sent to long-term degree programs in, for instance, Tunisia, Senegal or Cote d'Ivoire. Missions in Africa without access to local training in management, for instance, made wide use of training centers such as CESAG in Dakar and CAMPCI in Abidjan.

The CTS recommends taking advantage of regional training, especially in French, as the opportunities arise. It does not recommend at this time sending Cameroonians to degree programs in third countries.

3. *Other external training*

The CTS recommends continuing to use those "off-the-shelf" training programs in the United States which address specific technical needs of Cameroonians. These short-term training programs can be easily arranged through regular OIT channels. General management courses or technical training appealing to participants from many African countries should be avoided.

In place of the more standard fare of U.S. short-term training, the CTS proposes using innovative third-country training programs, such as observation tours to export zones in

Thailand or Tunisia. These require creative approaches to programming and take a large amount of staff time to manage. They can yield, however, impressive results.

Often USAID can effect a "buy-in" to an existing institutional contract, in Cameroon or in another country, to arrange short-term training or appointments. In some cases, the local USAID office in a third country will agree to arrange a training program, although many Mission training offices are already stretched to the maximum and do not consider other Mission participants as priority. The HRDA project can also arrange a "buy-in" to an AID/W project for technical assistance related to training.

C. Summary of USAID and Other Donor Training

Since independence, Cameroon has benefitted from development assistance from many donor countries. Unlike Sudan, Somalia, Congo or Guinea, Cameroon was able to dodge Cold War quarrels between the U.S. and the Soviet Union which often dictated development assistance levels.

1. History of USAID training

U.S. assistance in human resources development to Cameroon is dominated by long-term degree training at U.S. institutions. According to data being gathered in preparation for the upcoming Training Impact Study, approximately 1,400 Cameroonians have received training since 1961. The fields and types of training overwhelmingly emphasize training in agricultural and the physical sciences in the United States, followed by business and management. Of the total trained, slightly over half were in short-term training. Approximately 614 Cameroonians were graduated with Bachelors degrees (234), Masters (303) and doctorates (77). Only 16 women received BA degrees, 34 Masters and eleven doctorates, representing just under 10 percent of the total. Women represented 27 percent of the total (219 out of 795) for short-term training.

Although in-country training programs were funded by bilateral projects prior to the 1988 debut of HRDA, their frequency or quality have not been monitored until recently by the training office. Project-specific training was customarily offered to government counterparts, researchers, staff associated with a project or for project "beneficiaries," such as farmers, health workers or teachers. The private sector generally did not have access training, and women were often under-represented in many of the technical fields targeted for strengthening (agriculture, engineering and management). In-country training was generally organized by contractors, with the Mission training office handling AID-funded long-term U.S. degree training (AFGRAD, AMDP, etc.).

The statistics for Cameroon parallel data registered in many USAID Missions during the same period. From the mid-1980s onward, AID sought to correct the low level of female and private-sector participation by introducing percentage targets and strengthening USAID

training management resources. The HRDA project gave Missions both the encouragement and resources it needed to address the training needs of women and private businesses.

From the signing of the first HRDA Project Agreement by USAID/Cameroon and the GRC in 1988 to 1991, HRDA targets for in-country and third-country training, or for women or business participation were not reached by the Mission. By 1992, only one in-country secretarial computer training program had been organized - for over 100 women in Douala - which dramatically increased the number of female participants benefitting from HRDA. The effort, however, was criticized by HRDA project evaluators for training women without careful assessment of their job prospects and in skills which reinforced stereotypes about women's roles in the marketplace.

Progress toward reaching HRDA targets has improved, as the following data demonstrates: private/public sectors - 63% and 38%; and women - 38%. For U.S. training under HRDA, 24% of the participants have been women, and 27% of the total are "private sector."

At the moment, USAID is supporting 37 Cameroonians in graduate education at U.S. universities, of which 23 are studying for Masters degrees in agriculture-related fields and seven are obtaining doctorates (6 in agriculture and 1 in electrical engineering). Of the 37 degree-participants, six (18 percent) are women and none is from the private sector. All but two of these participants are funded by Mission bilateral agricultural projects, such as the National Cereals Research and Extension project and the Cameroon Agricultural Policy and Planning project.

This Country Training Strategy proposes significant increases in in-country and third-country training. The new training activities will more closely respond to HRDA guidelines, implement recommendations made in Mission reports,⁵ and equip the Mission with the training tools it requires to meet its strategic objectives as outlined within the three obligation scenarios.

2. Donor-sponsored training

Annexed to this report is a survey of other donor training activity compiled from interviews by Josephine Mbarga of the training office. Canadian assistance targeting women is widely recognized in Cameroon. Programs include training for women in local and overseas training and designing projects to benefit Cameroonian women. Canada also emphasizes promotion of the private sector. Canadian business-oriented projects emphasize new enterprise creation and in-country training. Both technical assistance and training are used.

⁵ *A Profile of Training Opportunities for Women* (1989), *Private Sector Training Needs Assessment* (1990), and *Training Provider Assessment* (1992).

German assistance supports technical training of the vocational type, an area where Germany is considered to have a comparative advantage. Aside from USAID, Canada is the only donor actively promoting women in their in-country projects.

III. COUNTRY TRAINING STRATEGY: FY 1993-1995

The HRDA project calls for Missions to develop a comprehensive training strategy to guide the annual training plans. The CTS helps Mission training staff make training decisions based on well-defined priorities and available local resources. The Mission did not develop such a strategy in the early years of HRDA, although annual CTFs were submitted and approved by the project managers in Washington.

The following training strategy is derived from the training needs alluded to in the previous chapter, observed during the consultation and documented by interviews. The CTS supports the Mission's overall development objectives as expressed in the Mission's draft "Concept Paper" completed in January 1993. The training strategy takes into account the capacity of Cameroonian firms, training institutions, NGOs and associations to implement the training actions anticipated. The proposed training is within the management capacity of USAID/Cameroon to properly implement (an assessment of Mission management requirements to implement the training strategy can be found in Section IV).

The following training strategy will devote most of its resources to what is referred to as the "private sector." This includes non-profit professional organizations, non-governmental organizations, voluntary associations, women's associations, cooperatives, Cameroonian-owned private institutions and firms. Within the for-profit sector, the project will aim its activities toward Cameroonian-owned, private small and medium-sized companies, in line with HRDA project objectives.

Training for the public sector will be recommended where transparency and accountability can be ensured, and where direct benefits to the private sector can be expected. Public sector training which directly contributes to achieving the objectives of democracy and governance will also be considered, where the objective is clearly to benefit the private citizenry.

The types of activities proposed include the following:

- ◆ seminars and workshops in-country;
- ◆ short-term courses offered by local training providers;
- ◆ technical assistance to Cameroonian organizations;
- ◆ short-term technical training in third-countries and the United States;
- ◆ observation and study tours in third-countries and the United States; and,
- ◆ internships at U.S. or African private companies.

In accordance with HRDA project emphasis and its 1995 PACD, additional long-term degree training for Cameroonians is not anticipated.

A Private Sector Advisory Board is proposed which will serve as a forum through which the Mission can interact with the private sector on training matters. The PSAB will help ensure

that a broad pool of applicants will be considered for training and in-country training contracts. Its composition and duties are described in Chapter III under "Special Training Issues."

A. Training Strategy

Since the CTS was tackled during a pivotal moment in USAID's relationship with the host country, the training objectives have been designed to allow for innovative programming using a broad range of new in-country and third-country resources. The bulk of the training described can be accomplished *without relying on government or public-sector agencies*. Moreover, in Cameroon's rapidly changing development context, needs will be expanding for training, technical assistance and capacity-building among emerging groups and grassroots organizations. These can be conveniently addressed by increasing training activities under each strategic objective. In this way, the Mission can retain leverage and influence *regardless of its OYB level* as the country moves toward democracy and governance. Training can begin immediately without any new projects obligated.⁶

The training objectives are listed below, with the proposed percentage breakdown between public- and private-sector beneficiaries. The overall target for participation by women is 35 percent (see "Special Training Issues" for clarification of this target).

USAID Cameroon Country Training Objectives		
Training Objective	% Public	% Private
1. Women	20	80
2. Private Firms and Agribusiness	10	90
3. Health	80	20
4. Natural Resources	50	50
5. Democracy and Governance	10	90
6. Strengthening Participant Network	0	100

1. Women

Support the integration of women into economic development and decision-making in Cameroon.

⁶The HRDA project LOP funding ceiling, revised in 1992 from \$70 million to over \$100 million, provides ample room for additional buy-ins from Missions.

Approach: Provide training and technical assistance to women leaders, women's associations and women members of rural cooperative and village-based organizations to develop strong, sustainable associations.

Target audience: a) Women leaders active in non-profit, voluntary organizations who are in a position to train, lead and interact with larger groups of women; b) Rural-based women reached through cooperative associations (continue the successful program linking Land-O-Lakes with the TADU dairy cooperative); c) Women owners or managers of private firms and women professionals, such as doctors, lawyers and architects.

Activities: *In-country:* a) funding of training proposals from women's organizations throughout the country to enhance business skills, literacy and numeracy for informal sector micro-enterprises, health care, and environmental protection; b) funding to existing training centers, such as SAILD and APICA to organize training targeting women in various sectors and towns; c) TOTs for women trainers and technical consultants; d) technical assistance in organizational development, financial management, training methodology, membership services, etc. to women's groups.

Third-country/US: a) support for observation/study tours for individuals and groups of women leaders to international conferences and training programs to build Cameroonian linkages with world-wide women's groups; b) short-term training at US and Africa training sites.

2. Private Firms and Agribusinesses

Assist Cameroonian-owned firms in improving production technology, increasing worker productivity, lowering costs and upgrading marketing, management and sales skills.

Approach: The HRDA project will deliver training and technical assistance in association with the Private Sector Support Organizations, *ad hoc* industry or business interest groups and directly to key business leaders. Working through business support associations will strengthen their capacity to respond to the needs of their constituencies. Training will target SMEs active in any sector; however, among SMEs, priority will be given to manufacturing and agribusinesses. Women-owned firms (all are SMEs) are also a priority. Vocational training (*formation professionnelle*) for lower-level personnel will not be funded.

Target audience: Owners and senior managers and production technicians; leaders in business support groups; selected government personnel whose training would directly benefit the private-sector.

Activities: *In-country:* a) training and technical assistance directly to firms, with training organized by private-sector support organizations, such as the *Syndicat des PME* and *New Boss Generation*, or local training institutions and consulting firms, such as PAID, APICA, IDIC, IPD and Agro-PME; b) TOTs to promising business consultants and trainers to modernize training methodology and improve the quality of sub-sector diagnostic studies, evaluations and follow-up with SME clients; c) training for women entrepreneurs on subjects such as opening up access to credit and overcoming constraints to business development; d) awareness-raising campaign on importance of HRD organized with technical assistance through local firm; e) training for customs agents, SONEL staff, in association with SMEs.

Third-Country/US: a) Entrepreneurs International; b) Observation & Study tours, for example to Morocco and Tunisia to study the SME-dominated leather industry and the free trade zones; c) technical training in management at US or regional centers; d) study tours and training dealing with special problems encountered by women in businesses.

3. Health

Support USAID's health sector objectives through training of public- and private-sector health care officials.

Approach: Training for which funding is not available under discrete health projects will be sponsored under HRDA. The existing health projects fund mostly in-country activities and are limited to 3 geographic regions in Cameroon. For instance, HRDA funds will be used for training people key to the successful implementation of health policy reforms who are outside the target audience of USAID's bi-lateral health projects and do not have access to training sponsored by other donors.

Target audience: Health-care workers and managers in government and communities; women reached through associations; private health providers; trainers.

Activities: *In-Country:* a) continue funding seminars and workshops in collaboration with Ministry officials in selected topics; b) sponsor innovative workshops with new audiences on cross-cutting topics, such as community health financing, accountability, and policy reform;

Third-Country/US: short-term technical training for public-sector health officials in selected topics, such as community health financing.

4. Natural Resources

Support USAID's natural resources objectives through training of public- and private-sector officials.

Previous USAID agriculture projects made significant contributions to providing Cameroon's public sector with highly-trained researchers and technicians, especially at the University Center of Dschang. The HRDA project can be used to address continuing constraints in the natural resources sector, as identified by USAID agricultural officers, especially where trainees are women or working in the private sector. In-country training reaching community or village-level agricultural producers can be sponsored, as well as training for small agribusiness owners or cooperatives with significant participation from women.

Approach: Training and technical assistance will be organized in liaison with USAID's Agricultural and Rural Development Office to reach audiences and address needs which cannot be accomplished under bi-lateral projects.

Target audience: Private agribusiness owners and managers; women's agricultural-based organizations, such as dairy cooperatives; NGOs working on natural resource issues; agronomists, researchers, foresters, and veterinarians from both the public and private sectors; consulting firms; GRC policy makers.

Activities: *In-country:* a) in-country seminars and workshops on natural resource themes for targeted audiences; b) training programs organized by NGOs; c) training programs to help agribusinesses outside the export zone improve marketing and production; d) technical assistance.

Third-country/US: a) technical training in natural resources at regional meetings; b) observation and study tours for agribusiness owners/managers in conservation and natural resources utilization; c) internships; d) park/reserve management and private-sector ecotourism.

5. Democracy and Governance

Strengthen and support community-based and professional organizations exercising self-governance, responsible management and reaching broad-based populations by supporting training in USAID's priority development sectors.

Approach: A mix of in-country and third-country training and technical assistance will be used under HRDA to address diverse constraints which impede improvements in democracy and governance. Some of the activities will require support from U.S.-based organizations, working in collaboration with local non-governmental organizations and selected public-sector entities.

Target audience: Women's leadership associations (e.g., jurists, professional organizations); SME support groups; cooperatives and rural-based associations; NGOs (including women's groups) and traditional, informal "societies" working with people at the grassroots level; selected public sector decision makers.

Activities: *In-country:* a) a series of seminars and workshops in areas such as privatization, human rights, legal reform, electoral procedures, land tenure and responsible investigative journalism; b) short-term non-degree courses in practical skills required to institutionalize D/G, for instance, to benefit paralegals, election monitors, human rights observers, banking inspectors, labor inspectors and women's rights advocates. c) fund activities of the proposed "Open Forum for Democracy in Government," a series of high-level meetings bringing together Cameroonian citizens from business, the professionals, academia, communities and government to address specific topics closely related to D/G; d) technical assistance to organizations to strengthen activities.

Third-country/US: a) short-term training at D/G courses for Cameroonians in positions to influence D/G progress, such as elected officials, business leaders, intellectuals, community and women leaders; b) observation and study tours to the U.S. and other countries where progress has been made in D/G.

6. Strengthening Participant Network

Sponsor the formation and advancement of a viable and active former participant network.

Approach: In conjunction with the comprehensive impact study to be conducted during the summer of 1993, USAID/Cameroon will use HRDA funds to help form an alumni group, following the experiences of other African countries (Guinea, Senegal, Burundi, etc.). Such a group will serve many purposes, among them the following:

- ◆ advise USAID on in-country training opportunities and assist in their implementation, where appropriate;
- ◆ keep USAID abreast of trends in Cameroon which might have an impact on training activities;
- ◆ assist USAID in the orientation and follow-up for participants to be trained in the U.S. and third countries;
- ◆ promote mutual understanding between the United States and Cameroon through periodic meetings; and,

- ◆ update USAID training professionals of the appropriate technology and knowledge which can be acquired through training to apply to Cameroon and development;
- ◆ provide a forum for annual awards for excellence in professional, business and social areas in Cameroon, and to recognize significant contributions by Cameroonians in promoting women's interests and democracy and governance.

Activities: *In-country training:* a) using HRDA funds, the training office will build on the effort underway by Cameroonians who participated in HRDA-sponsored business skills workshops to form a new association; b) sponsor a "founders' meeting" of long-term returned participants following the impact survey; c) support initiatives by Cameroonian members of the newly-formed organization to develop a newsletter, organize membership drives, establish an on-going "speakers' program," and create an annual Embassy/USAID Awards Ceremony.

Third-country/US: a) sponsor a short-term training program in the United States for winners of annual awards; b) sponsor one U.S. observation visit or training course annually for the best proposal from an association member (with fluent English) which would result in the transfer of advanced or improved technology to Cameroon in any field (business, scientific research, law, government, etc.).

B. Relationship to HRDA Purpose and Objectives

The Human Resources Development Assistance (HRDA) project is a regional activity that will "augment Africa's pool of skilled human resources, help implement the Africa Bureau's development training strategies, and improve the management of AID's training activities for Africa" (HRDA Project Paper, July 1987). The goal of the project is ...

to strengthen the capability of African development institutions and private sector entities to promote economic growth, where lack of adequately trained cadre is identified as a primary constraint (p. 12).

The purpose of the project is ...

to stimulate, facilitate and support national and regional training programs that will provide qualified technical, scientific and managerial personnel and policy planners to strengthen African development institutions, enhance the growth of private sector and increase the participation of women in development (p. 12-13).

The objectives of the private-sector components of HRDA, as outlined in the PP, are summarized below:

- ◆ promote policy reform favorable to private-sector growth;
- ◆ increase private-sector participation in policy dialogue by strengthening its representative groups and associations;
- ◆ develop entrepreneurship through training;
- ◆ improve productivity of enterprises through management training for mid- and senior-level managers;
- ◆ increase efficiency and technology transfer by diagnosing technical skills deficiencies; and,
- ◆ promote a free market environment on the rural level (through improvements in rural cooperatives).

Eligible participants and in-country beneficiaries for HRDA training are:

- ◆ individuals owning, operating or employed (in managerial, administrative or technical capacities) by a privately held for-profit firm;
- ◆ potential entrepreneurs;
- ◆ rural cooperative and credit union staff and members;
- ◆ directors and staff of private-sector support groups;
- ◆ educators and trainers engaged in management and skills training for the private sector;
- ◆ public sector officials responsible for policy decisions affecting the private sector; and,
- ◆ staff of financial institutions providing credit to the private sector.

The new dimensions introduced by HRDA to AID's training world have been the following:

- ◆ emphasis on Africa-based training;
- ◆ private-sector target of 50 percent;
- ◆ women participation target of 35 percent;
- ◆ programs to strengthen local institutions;
- ◆ close linkage to CDSS/CPSP strategies through CTS;
- ◆ modern data-collection management system;
- ◆ management support to Missions from core contractor.

The project design drew heavily on lessons learned from past AID training efforts, including AFGRAD and AMDP, some of which are listed below:

- ◆ individual training is more effective if part of a long-range strategy aimed at helping institutions;
- ◆ institutional performance is improved when training is directed at multiple levels ("vertically integrated training");
- ◆ in-country training achieves greater results due to the proximity of training to the work environment and the closer correlation between training and need; and,
- ◆ although not alone sufficient, training is essential to stimulating changes required to promote economic growth.

The training and technical assistance proposed in this Country Training Strategy meets the objectives and guidelines of HRDA. Furthermore, if implemented, the CTS will help correct previous imbalances in HRDA programming, such as insufficient emphasis on in-country and third-country training. By working more extensively with women's groups and women participants, the Mission can significantly improve the level of female participation in HRDA - as well as other - Mission activities. In establishing an active Private Sector Advisory Board, USAID/Cameroon will be broadening its training audience and initiating a fresh dialogue directly with business people and their support groups. By creatively working with emerging private interest groups and associations, the Mission, through HRDA, can strengthen democracy and governance and reinforce progress toward a more conducive environment for private-sector growth.

C. HRDA Proposed Financial Plan, FY93-95 and Training Planned by Other Projects

The tables on the following pages include all of the training and management support proposed in this CTS. They also include, to the extent possible, training proposed by two technical offices at USAID: Agriculture and Rural Development, and Health. The tables show training completed or planned under HRDA (with the number of participants estimated). The only fiscal year with significant unearmarked funds is FY 1992.

The Financial Plan is a convenient planning tool for the Mission. The HRDA project for Cameroon should be analyzed *in its entirety* as it addresses the strategies outlined in this CTS, rather than by annual Country Training Plans. The year in which the training is conducted, or funded, is of less interest than whether the training is scheduled over the next three years. In this way, the *number* of training activities can be easily increased or reduced according to OYB availability and other Mission priorities.

CAMEROON HRDA PROJECT FINANCIAL PLAN (FY 1988 - FY 1995)						
ACTIVITY	# Part/ events	Obligations (Cumulative) thru FY92	# Part/ events	\$000 per unit	To be Added in FY93-95	Revised LOP (Cumulative) FY88-95
LONG-TERM TRAINING						
US Graduate (MBA, MS)	2	90.0	0	0	0.00	90.0
US Technical(non-degree/cert)	0	0	0	0	0.00	0.0
TC Technical/Degree	0	0	0	0	0.00	0.0
Sub-Totals	2	90.0	0		0.0	90.0
Short-Term Training						
US Technical	117	1,266.0			0.0	1,266.0
Entrepreneurs Int'l			30	8	240.0	240.0
Off-the-shelf courses			30	10	300.0	300.0
Obser/Study/Tours (2) ¹		0	10	7	70.0	70.0
TC Technical (regional)		68.0	30	8	240.0	308.0
TC Obser/Study/Tours (8) ²			40	7	280.0	280.0
Sub-Totals	117	1,334.0	140		1,130.0	2,464.0
In-Country Training						
SME Workshops	3	151	10	30	300.0	451.0
Privatization	1	70	1	70	70.0	140.0
Health Seminars/wksp.	1	20	3	20	60.0	80.0
NRMS Seminars/wksp.	3	100	3	25	75.0	175.0
Other seminars:						
TADU Dairy	0	0	3	20	60.0	60.0
Customs agents ³	0	0	1	15	15.0	15.0
Utility comp. staff	0	0	2	10	20.0	20.0
Democracy & Governance	0	0	20	20	400.0	400.0
Sub-Totals	8	341.0	43		1,000.0	1,341.0
TOTAL TRAINING	127	1,765.0	183		2,130.0	3,895.0

CAMEROON HRDA PROJECT FINANCIAL PLAN (FY 1988 - FY 1995)						
ACTIVITY	# Part/ events	Obligations (Cumulative) thru FY92	# Part/ events	\$000 per unit	To be Added in FY93-95	Revised LOP (Cumulative) FY88-95
<u>Project Management</u>						
Training Coordinator (PSC) ⁴		68.0			300	368.0
Training Office Local Staff		61.0			40	101.0
Training Office Expenses		0.0			10	10.0
Project Commodities		6.0			10	16.0
<u>TOTAL PROJECT MANAGEMENT</u>		135.0			360.0	495.0
<u>Training Equipment</u>						
<u>Follow-on Activities</u>			1	50.0	50.0	50.0
<u>Project Evaluation, Audit</u>			1	60.0	60.0	60.0
<u>TOTAL COMMODITIES, FOLLOW-ON, EVALUATION</u>					110.0	110.0
<u>Sub-Total, All Non-Training Costs</u>		135.0			470.0	605.0
<u>TOTAL PROJECT COSTS</u>		1,900.0			2,600.0	4,500.0

NOTES:

1. Two U.S. tours of 4 to 5 participants each organized around Democracy and Governance themes.
2. Eight tours, for example to Morocco, Tunisia, Thailand, or Zimbabwe, of 4 to 5 participants each organized around themes to promote private-sector expansion.
3. One training program bringing together members of SYMPEMEC (the Douala-based *Syndicat des PME*) with a group of customs agents to raise the level of understanding among Customs of the special problems of SMEs. A similar training program will bring together operational managers from SONEL with representatives of SMEs to help overcome special electricity problems which plague SMEs, such as unannounced shut-downs.
4. Funds to hire off-shore a full-time Human Resources Development Officer to oversee the project - 2-year contract, June 1993-June 1995.

D. Special Training Issues

1. Participation by women

The Profile of Training Opportunities for Women, funded by HRDA in 1989, analyzed constraints special to women in the following sectors:

- ◆ legal
- ◆ political, civil service and the professions
- ◆ agriculture
- ◆ commerce
- ◆ industrial
- ◆ financial
- ◆ education and training.

Training interventions were specifically recommended to USAID in each sector studied, many of which were never implemented. Even the Soroptimist club in Limbe, visited again by yet another USAID consultant team in preparation for this CTS, was identified as far back as 1989 for immediate assistance, which never materialized.

Although some improvements have occurred since the report was completed in 1989, such as legal changes affecting banking and travel by women without a husband's approval, many conditions remain the same. The environment for women in Cameroon today stands in stark contrast with women in contemporary Tunisia, where many of the legal hurdles facing Cameroonians today were overcome in 1956. Or compare Morocco today, where a healthy national debate is raging about wife abuse, or in Senegal where a sexual harassment lawsuit - the first ever - has just been brought by a woman against her employer.

Training funded by USAID can be highly effective in promoting change and improving the lot of Cameroonian women. The training and technical assistance proposed in the CTS will build on rapidly evolving events in Cameroon, apparently being stimulated by newly-formed women's groups. A glance at some of the following items makes the point:

- ◆ the first women to be elected mayor by a municipal council was installed in March in Limbe;
- ◆ a nationally televised discussion by a group of anglophone Cameroonian women leaders openly considered political action to achieve equal rights, withholding sexual intimacy to force their husbands to stop violence and killings, and urged women to band together to fight tribalism and promote change in Cameroon;⁷

⁷ The program, entitled "Women and Peace," was sponsored by the Cameroonian Professional Media Women's Association. It was broadcast on Tuesday, March 9 on CRTV.

- ◆ a Sunday-morning radio discussion featured a female commentator blasting discrimination against women in the Cameroonian civil service and calling for immediate changes in hiring and promotions;
- ◆ groups of women have been formed to urge legal reform and counsel indigent women on their marriage and legal rights in Yaounde.

These may be only anecdotal illustrations of what might be brewing underneath the surface in the Cameroonian women's rights movement. Nonetheless, they may indicate fertile ground where USAID can provide much-needed training, travel grants, information and technical assistance in support of the Democracy and Governance target of opportunity described in the Concept Paper, and in response to HRDA mandates to integrate women into development.

2. *Private Sector Advisory Board*

This report recommends that USAID/Cameroon establish a Private Sector Advisory Board under the aegis of the HRDA project. The Private Sector Training Needs Assessment strongly recommended forming a PSAB body in 1990, proposing that it be given a number of responsibilities including:

- ◆ determining training schedules;
- ◆ publicizing training opportunities;
- ◆ recruiting and selecting a "short-list" of candidates to submit to USAID;
- ◆ assisting in the monitoring of training activities;
- ◆ assisting in the follow-up and evaluation of training; and,
- ◆ offering overall guidance on program activities to USAID/Cameroon.

In light of the ever-increasing number of training actions aimed directly at the Cameroonian private sector, it is even more urgent that such a body be established immediately.

One of the unique elements of the Human Resource Development Assistance project was its clear endorsement of training directly in favor of a country's private sector. Unlike forerunner projects such as the Sahel Human Resources Development Project III (SHRD III) or the African Manpower Development Project (AMDP), HRDA sought to monitor closely Mission compliance in meeting both private sector and women targets for participation in HRDA-funded training. These targets were established for participating countries at 50 percent for the private sector, and 35 percent for women. Specific definitions of what comprised "private-sector" or "women" training, or whether to insist on the percentages being applied to each "training type" (i.e., in-country, third-country or U.S.) or applied to the number of participants or amount of funds spent, were generally left to Missions to determine.

Jessie Atogho was the moderator.

To give Missions the resources necessary to reach these targets and achieve HRDA's internal project objectives, Missions were provided flexible mechanisms of funding. For instance, for the first time HRDA allowed Missions to hire project support staff to supplement OE-funded training personnel, and to procure computer equipment and training to ensure data gathering, monitoring and evaluation. Missions were encouraged to form Private Sector Advisory Boards and support their activities with project funds. By providing Missions with resources and project funds for management and monitoring, the HRDA designers were able to put teeth into the targets established.

At last count, over 90 percent of the Missions using HRDA had established PSABs. They have become integral components both in advising Missions on HRDA training activities, as well as serving as a Mission's "ear" to the private sector.

Taking into account the experiences and particularities of other PSABs, including those being established in Tunisia and Morocco, this report recommends a PSAB with the following characteristics:

- ◆ 7 or 9 members representing several sectors of the private sector;
- ◆ a majority of members from SMEs;
- ◆ a minimum of two women members;
- ◆ no government members, although a representative from a government-influenced body, such as the Chambre of Commerce, or of public-sector training institutions, may be invited;
- ◆ two non-voting USAID representatives, one each representing EHRD and either EAPRI or ARD;
- ◆ a Cameroonian "chairperson" elected by the members;
- ◆ voluntary, uncompensated service by all; and,
- ◆ strict conflict-of-interest rules for all members, excluding them or their relatives from benefiting from training proposed for the term of their PSAB service, unless otherwise approved by USAID.

If possible under applicable Cameroonian laws, the Board should be an informal, advisory body with no legal standing. The USAID EHRD Office serves as secretariat for the PSAB, providing members with minutes, schedules, training plans, HRDA project information, etc.

The PSAB will greatly enhance the Mission's outreach into the large Cameroonian private sector, geographically, by sector and by size, while providing information regarding training needs and economic trends. A well-functioning USAID private-sector training program will rely heavily on guidance from local entrepreneurs with knowledge of the local context.

Although each HRDA-participating country tailors its PSAB to local political and social circumstances, all provide critical direction to private-sector training, and help enhance the Mission's reputation in the larger business community and to women's constituencies. The amount of authority to be left to the PSAB varies among Missions, although approvals for all participant training actions (PIO/Ps) and contracts (PIO/Ts, PILs) with training providers rest solely with USAID. Some Missions, such as Burundi with a \$14 million HRD project, rely heavily on the PSAB for selection (and background checks) on applicants for training; others seek periodic guidance or recruitment help from PSABs. Selection criteria can be established with the PSAB, along with priority rankings of applicants according to factors such as their company's job-creation potential, likelihood for expansion to new markets, openness to change, etc.

The PSAB should provide guidance for both in-country and short-term overseas training. It can be especially useful for generating adequate numbers of qualified applicants for tailored internships at U.S. or African firms in order to maximize the potential of these unusual- and expensive - training opportunities. Each applicant recommended by the Board for USAID approval should meet high standards and demonstrate the need for the training requested and how training will directly result in improvements.

The PSAB can be active in raising the awareness (*sensibilisation*) among young entrepreneurs to the yields they can realize through investments in human resources. Impressions documented in several studies to the contrary,⁸ most SME owners and managers are not equipped to examine their managerial and technical needs, much less to evaluate which training or technical assistance meet their needs on the local market.

⁸Most of the "needs assessments" reviewed during this consultancy reported widespread satisfaction with the quality of personnel, although responses were often contradictory concerning human resource issues. This consultant has noted a similar phenomenon in Morocco, Tunisia, Zimbabwe and Burundi, reflecting several factors: a) confusion about the meaning of "training" and "*gestion des ressources humaines*;" b) lack of knowledge about the correlation between training and profitability; and c) low priority accorded managerial and personnel problems in the face of daily, urgent demands, such as making payroll, raw materials confined at customs and electricity blackouts. In this context, USAID must raise the level of appreciation for training and its immediate yields, especially to SMEs.

3. Selection of participants and training providers

Managing participant training and in-country training are labor-intensive activities which challenge even the best organized Missions. Offering sought-after overseas training opportunities in countries undergoing economic restructuring, often accompanied by inflation and unemployment, is an activity vulnerable to abuse and confusion. The best-designed training program will falter unless supported by careful and fair selection, proper pre-departure orientation and logistic preparation, accurate record-keeping and good evaluation and follow-up. *No AID activity is more labor-intensive than training, and few AID activities consistently produce the long-lasting impact of training.*

Effective training depends, *inter alia*, on a) an accurate identification of the training need, either by sector, sub-sector, firm, region, institution or individual; b) a responsive training design; and, c) a suitable selection process.

The Mission has funded several studies⁹ which have provided critical information about Cameroon's private sector. However, detailed, sub-sector analyses are still required in order to devise pertinent training interventions. The EHRD Office took this step by requiring the training providers for the Business Skills Workshops to obtain data from participating SMEs on their technical and managerial requirements, after which a curriculum was tailored to match their business profiles and *perceived* weaknesses. The EHRD Office should continue funding these "close-up" assessments to keep abreast of the trends and needs of specific sub-sectors of Cameroon's SME sector.

With a good grasp of training needs, the Mission is equipped to promote relevant in-country programs as well as innovative third-country and U.S. training opportunities. Training curriculum and format can then be created by local consultants, working in tandem with outside experts where needed.

Selection of participants is the third fundamental to good training. The following should be a part of an effective selection system:

- ◆ transparency of operation so that credibility and integrity of selection is maintained;
- ◆ broad-based advertising of training opportunities to counter advantages often accorded urban dwellers due to proximity to USAID or centralized authority;
- ◆ equal access to training by all citizens, with special attention being paid to disadvantaged ethnic groups, women and those with lesser income levels;

⁹For instance, the *Private Sector Training Needs Assessment* and the *MAPS Private Sector Diagnosis* reports in 1990, and the *Cameroon Agribusiness Sector: Constraints and Development Prospects* in 1992.

- ◆ accurate record-keeping and monitoring, so that applicants can be assured their documents will be fairly reviewed;
- ◆ easy access to information about training programs, selection criteria, requirements, and decisions; and,
- ◆ consistency in enforcing deadlines, regulations and requirements.

The selection and participant training process includes the following tasks:

- ◆ determining the population to target for training (e.g., owners of small businesses, managers of medium-sized firms, young entrepreneurs, mid-level government functionaries in direct, regular contact with the private sector, senior officials of government ministries involved in privatization, etc.);
- ◆ establishing a recruitment strategy to reach the target population;
- ◆ creating informational materials detailing training offered, criteria, deadlines and conditions of training;
- ◆ drafting and placing of advertisements and announcements aimed at the targeted beneficiaries;
- ◆ receiving, filing and acknowledging applications;
- ◆ answering inquiries for additional details about training;
- ◆ creation of a selection committee, either within the Mission (e.g., for public-sector training) or outside the Mission (the PSAB)
- ◆ reviewing, pre-selecting and rejecting applications;
- ◆ conducting interviews of finalists;
- ◆ designing training plans in detail in close collaboration with participant and employer;
- ◆ administering English language tests and assisting applicants to enroll in language courses;
- ◆ nominating applicants for overseas training to OIT for U.S. programs;
- ◆ revising/approving proposed training and communicating plan to participant and employer;

- ◆ conducting pre-departure orientation;
- ◆ collecting baseline data on participant and employer to use in post-training evaluation and in tracking project activities and impact;
- ◆ arranging for departure;
- ◆ monitoring program during training;
- ◆ preparing for participant return and application of skills acquired overseas to the home institution;
- ◆ arranging end-of-training evaluation in-country; and,
- ◆ maintaining contact with returned participants and involving them in follow-on activities and orientations for new participants.

Some of the above responsibilities apply only to overseas training, while others are recommended for in-country activities as well. To select private organizations in Cameroon to implement HRDA-funded training programs, such as the Business Skills Workshop, the Mission issues an RFP and follows the competitive procurement procedures applicable at post. The PSAB can help advertise the procurement to ensure that a broad range of private institutions are informed of the impending RFP, although the PSAB generally is not asked to help select from among the bidders.

4. *Follow-on activities*

Missions are urged by the Office of International Training and by HRDA project coordinators to increase programs devoted to maintaining contact with returned participants. Missions which have integrated "follow-on" into their training activities enrich the total quality of training, both in-country and overseas. Follow-on, rather than "follow-up," is now regarded as an "activity" commencing with the first contact USAID has with an eventual trainee. "Follow-on" activities include sponsoring newsletters to participants in the U.S., job counseling for soon-to-return trainees, and promotion of alumni activities in the host country.

Some AID/W training specialists propose setting aside ten percent of the amount of training contained in a PIO/P to be used specifically for "follow-on." The proposed HRDA Financial Plan in this CTS includes \$50,000, or one percent of the roughly \$4.5 million LOP obligation proposed for HRDA in Cameroon, to be used to initiate "follow-on" activities. The Mission may want to devote additional funds in FY 1994 or FY 1995 if the alumni activities are successful.

5. *English language training*

A number of Missions in francophone Africa have difficulty recruiting entrepreneurs or other qualified participants for internships due to low levels of English competency. Although this problem is evident in Cameroon, it is being overcome without significant investment of USAID resources. Participants selected who qualify for training except for their knowledge of English, especially women and SME owners, can contribute to their skills development by enrolling in English language courses available in Cameroon. The cost for upgrading their English, often covered by a Mission, becomes a participant contribution to the total cost of training.

The English language situation should be closely monitored by USAID to ensure that the pool of qualified candidates among francophone Cameroonians with adequate English levels, or with a potential to reach appropriate fluency, remains adequate.

IV. MANAGEMENT AND MONITORING OF TRAINING

The Country Training Strategy proposes an ambitious portfolio of activities requiring strong USAID management. Missions which look to HRDA for development impact generally appreciate the amount of management support required to achieve the expected results from training and technical assistance.

A. Management Responsibility

The HRDA activities proposed for FY 1993-1995 will increase the management burden on the existing training staff due to the following elements:

- ◆ the number of in-country training actions will greatly increase - from eight programs between 1988 and 1993 to 43 over the next three years;
- ◆ the number of participants to select, process and monitor for third-country and U.S. short-term internships and training courses will increase from 29 per year between 1988 and 1992 to 43 per year over the next three years;
- ◆ the type of training offered, such as Observation and Study Tours to third countries and specialized internships, require far more staff work than programming for "off-the-shelf" U.S. training through OIT;
- ◆ arranging periodic U.S. technical assistance for training program design, implementation and for TOTs requires carefully-drafted Scopes of Work, individual contract actions, and liaison with local institutions;
- ◆ preparing SOWs for RFPs and following through on contract actions and monitoring local training requires professional staff backstopping;
- ◆ setting up new selection procedures and the PSAB will initially be time-consuming, although ultimately will help USAID with its management tasks; and,
- ◆ forming the new alumni group and helping design innovative activities increases staff responsibilities and leads to more interaction with a larger public.

The current staffing level of the "training office" includes a...

- ◆ Training Coordinator (PSC expatriate HRD specialist),
- ◆ FSN professional training assistant,
- ◆ FSN professional training assistant,
- ◆ FSN PTMS data expert, and
- ◆ FSN training clerk.

The staffing level is down by one FSN professional from 1992, and up by one computer/PTMS expert from before.

The current staff make-up is sufficient to support the management needs of the training activities proposed in this CTS, with the following conditions:

- ◆ an experienced HRD expert familiar with USAID training will continue to oversee HRDA until 1995;
- ◆ the Mission will not increase labor-intensive training activities (such as in-country training or observation tours) beyond what is proposed;
- ◆ the Mission retains its capacity to issue local and U.S. contracts without approval from REDSO (the number of in-country and third-country training activities will decline without USAID contracting authority on site);
- ◆ OE funds are available to fund in-country travel for non-project funded FSN professionals to monitor training courses and technical assistance; and,
- ◆ the HRDA project funds a local consultant to work for 4-6 months in organizing the alumni group, establishing a mailing list drawn from the Impact Study findings, beginning a newsletter and arranging the first series of activities; once set-up, the training staff can manage continued support of the alumni group (among the consultants to consider for this short-term position will be the Cameroonian sociologist hired to work on the Impact Study).

Although late in installing a computerized data gathering system, USAID/Cameroon now has a fully-operational PTMS which will be essential in expanding HRDA, monitoring its activities and extending the program to new audiences. The training office is staffed with two professionals with knowledge of traditional training procedures, although relatively new to in-country training and technical assistance. They will be asked to undertake new tasks, such as drafting SOWs, reviewing training proposals from local firms and institutions, speaking to associations about USAID training opportunities, and evaluating training undertaken by local institutions and groups. Their continued growth and commitment to HRDA will be necessary to ensure that the training meets USAID's expectations. The Mission should arrange for a one-week training mission to Burundi for the FSN responsible for in-country training and women's programs to learn about how the HRD training office there designs innovative training with women's groups, arranges rural programs with NGOs, and manages other aspects of USAID/Burundi's \$14 million program.

In light of the quantity and quality of training activities proposed over the next three years, and in view of previous vulnerability problems within the training office, this CTS recommends that the Mission continue the services of an experienced, expatriate HRD expert. This is even more important due to the expiration of the HRDA core contract with Labat-

Anderson, Inc. in May of 1993, leaving Missions without easy access to technical assistance supplied from Washington. There will be a gap until a follow-up contract to continue support services (TA, PTMS help, CTS and staff training) can be put in place. The percentage of total training cost devoted to project management over the LOP, assuming continuation of a PSC contract (whether off-shore or local hire) does not even equal 11 percent of anticipated total training costs.

In connection with the reorganization of the Mission offices to respond more closely to the new strategic objectives, USAID management should consider a new name for the training office. The section is known now as the "Participant Training Division," which implies that it handles the processing of trainees for overseas programs only. The Mission may wish to consider a change to reflect the scope of the office's activities. In feedback provided on the draft of this document, the title "Development Training Office" was suggested.

B. Recommendations

To summarize, the CTS recommends the following management changes:

- ◆ create a Private Sector Advisory Board to assist in recruitment, establishing selection criteria and priorities, and advise USAID on private-sector training needs;
- ◆ establish an HRDA Project Committee in USAID to coordinate input from the technical offices;
- ◆ continue the services of an HRDO/PSC until 1995 to ensure management oversight and support for new programs;
- ◆ change the name of the "training office" to Development Training Office to reflect correctly its scope of activities;
- ◆ arrange for a second "mini" evaluation of HRDA in mid-1994 to monitor project implementation and recommend modifications prior to the last year;
- ◆ arrange a one-week training trip to Burundi for the FSN responsible for in-country training coordination; and,
- ◆ hire a short-term consultant to help organize the alumni association and set up the structures for management support from the training office.

Annex A.
LIST OF PERSONS INTERVIEWED

U.S. Agency for International Development

Peter Benedict, Director
Ron Harvey, Deputy Director
Tom Crawford, Project Development Officer
Richard Greene, Chief, Health, Population & Nutrition Office
Graham Knight, Project Coordinator (Douala Free Trade Zone)
Elizabeth McDavid, Chief, Participant Training Division
John McMahon, Chief, Agriculture & Rural Development Office
Daniel Moore, Chief, Policy Reform Implementation Division
Kifle Negash, Chief, Economic Analysis & Policy Reform Implementation Office
Derek Singer, Chief, Education & Human Resources Development Office
Elzadia Washington, Agricultural Development Officer
Robert Gilles, Participant Program Clerk
Lyonga Woloko Jesco, Participant Program Clerk
Josephine Mbarga, Training Specialist
Emile Nzalli, Training Specialist

Private Companies and Training Institutions

AGRO-PME Yaoundé, Norbert Monkam, President
CREPOLY, Roger Tambat (plastic bags)
MAVEM-AFRIC, S.A., Sima Emmanuel (luggage, bags)
SATH-AFRIQUE, S.A., Pascal Talla (textiles)
INFOSYS, Suzanne Pangou (computer sales and training)
Institut Panafricain pour le Développement (IPD/AC), Oscar Cordeiro, Director
Kooch et Mure/Fondation de l'Entreprise (Coopers & Lybrand),
Célestin Mboukem, Manager (financial management, training)
TECHNIK, SA, Celestin NKOA ESSENGUE (automobile maintenance)

Donor Agencies and Projects

Centre de Creation d'Entreprises, Yaoundé, Paul-André Desrosiers,
PVO/NGO NRMS Project, Ndesso Atanga, Director
TADU Dairy Cooperative Training project (TADU)& Land-O-Lakes
Eileen Eichter-Carlson and Lawrence Shang
UNICEF, Aboubacar Saibou, Acting Director
Association Canadienne pour le Développement International, Laval Gobeil

Private Sector Support Organizations and Local Associations

American Businessmen Association, Graham Knight
Association des Femmes Juristes, Rachel-Claire Okani, President
Chambre de Commerce d'Industrie et des Mines du Cameroun,
Saidou Abdoulai Bobboy, Secretary-General
Syndicat des PME (SYMPEMEC), Marcel Sime, President (with group)
Ligue des Femmes Gestionnaire (LIFEG), Suzanne Pangou, President

Other

Jeffery Hill, Cultural Affairs Officer, USIS
Richard Petard, Economist, U.S. Embassy

Annex B.
REFERENCES

Balancing the State/Building a Nation: An Assessment of Democratic Governance in Cameroon, Leslie M. Fox, for USAID/Cameroon, January 1993.

Cameroon Agribusiness Sector: Constraints and Development Prospects, Winstell Research & Consulting (Douala), for USAID, November 1992.

Cameroon Agricultural Sector Overview, by David Shapiro, Eric Tollens and Peter Wyeth, USAID, December 1992.

Cameroon: MAPS Private Sector Diagnosis, J.E. Austin Associates (Washington, D.C.) and Input/Output Computer Services/Africa Informatics (Douala), for AID Bureau for Private Enterprise, March 1990.

Concept Paper: USAID/Cameroon, (draft), USAID internal document, December 1992.

Environment and Sustainable Development for Cameroon, Report of the Multi-Disciplinary and Multi-Institutional Mission on the Environment, for the Ministry of Environment and Forests, Government of the Republic of Cameroon, October 1992.

Etudes sur les Potentialités Nationales de Formation Professionnelle, Tome II: Identification des Institutions, Fonds National de l'Emploi, Août 1991.

Health Sector Assessment: USAID/Cameroon, October 1992.

Interim Evaluation of the Cameroon Human Resources Development Assistance (HRDA) Project, Harry J. Petrequin and Patricia Prunier, The Mitchell Group, Inc. for USAID, June 1992.

Mission Order for Participant Training in REDSO/WCA, (draft) October 1992.

Private Sector Training Needs Assessment: USAID/Cameroon, by Bill Piatt and Richard Everett, Labat-Anderson, Inc., May 1990.

Profile of Training Opportunities for Women, by Barbara Howald and Barbara Wyckoff-Baird, Development Alternatives, Inc. for USAID, January 1989.

Project Paper: Human Resources Development Assistance, AID, 1987.

Projet Recensement/Enquête de la PME Camerounaise: Rapport Final, Centre de Cooperation Cameroun-Canada and Centre de Recherche et d'Etudes en Economie et Sondage (CRETES), July 1992.

Training Provider Assessment - Cameroon, Summary Report, by Boadi, Lubanza, Manoncourt, and Sutherland, Labat-Anderson, Inc. for USAID, September 1992.