

DRAFT FINAL REPORT

MONITORING PROGRAM PERFORMANCE: USAID/CAMEROON

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ACRONYMS

ABS	-	Annual Budget Submission
DHS	-	Demographic and Health Survey
DI	-	Democratic Initiatives
GDP	-	Gross Domestic Product
NGO's	-	Non-Governmental Organizations
ORT	-	Oral Rehydration Therapy
POL	-	Policy
PRE	-	Private Enterprise Office
PPAP	-	Program Performance Assessment Plan
PPAS	-	Program Performance Assessment System
PVOs	-	Private Voluntary Organizations
USAID	-	United States Agency for International Development

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I. INTRODUCTION

A. Purpose and Scope of Work

The primary purpose of this report is to help USAID/Cameroon establish a Program Performance Information System (PPIS) for the key programmatic areas of its portfolio. The secondary purpose of this report is to provide preliminary feedback to the Mission on substantive issues that emerged during our review.

Once the performance information system is operationalized (which is usually completed during a subsequent PPIS TDY), USAID should be able to identify the information that it will need on a regular basis to assess the impact of its portfolio in its various program areas and in the achievement of program goals. This information will be used for the Mission's own management purposes and for reporting to AID/Washington and Congress.

B. Methodology and Process

The Program Planning Assistance (PPA) team included John Mason, Labat-Anderson on-site contractor in POL/CDIE/SDS, who participated in the PPIS exercise November 9-25 and David Mutchler, D/Director, REDSO/W, from November 15-21. Both served as facilitators of the work of the strategic objective (SO) and target of opportunity working groups. The working groups included Primary Health Care, Private Sector, and Natural Resources/Agriculture and the Democracy and Governance target of opportunity working group. Mason and Mutchler worked closely with Clinton Doggett, Program Officer (TDY), who served as contact officer during this exercise. The effort dovetailed with the Mission's development of its three year concept paper. Mutchler represented Africa Bureau policy and guidance and the Bureau perspective on PPA. Mason prepared the draft of this report.

The approach used in the strategic planning process was participatory, with the PPA team supporting and facilitating the SO working groups. A brief refresher was given to each SO working group on strategic planning principles. This was followed by use of the objective tree logical technique in reviewing, analyzing, and re-articulating each group's strategic objective, targets, and indicators. USDHs, FSNs, and PSCs participated in these working group sessions, of which there were several for each strategic objective. Prior to commencement of work with SO groups, introductory meetings were held with Mission management and office heads. These served the purpose of familiarizing them with the PPIS exercise, fixing the work plan and schedule, obtaining feedback on their expectations about the PPA, as well as getting their perspective on important USAID/Cameroon issues.

In addition to a series of meetings with each strategic objective working group, a midway progress meeting was held with Mission management. Finally, a Mission-wide report-out meeting was held at the conclusion of the TDY in which strategic working groups reported their progress in defining their program strategies and developing indicators to measure expected results.

C. Organization of the Report

The first part of Chapter II presents and explains the Mission's Program Goal and Sub-goals. Part two discusses the Mission's Strategic Objectives and how they relate to program goals, (somewhat more briefly) preliminary indicators for monitoring each Strategic Objective and Targets. For some Strategic Objectives, specific recommendations are made for further refinement of the objective, for developing performance indicators, or for developing related performance monitoring systems.

Chapter III very briefly discusses monitoring the performance of cross-cutting issues. Chapter IV outlines in general form the next steps for the further development and implementation of Program Performance Assessment System Monitoring.

Because of the brief period of time for this TDY (a total for the PPA team of only 12 person days), indicators development and data source location were treated preliminarily and must await a subsequent technical assistance TDY in designing its performance monitoring-evaluation-reporting plan. Significant progress was made by the Mission in articulating, defining, and re-articulating its program strategies, especially given the need to contextualize these in relation to the three scenarios which USAID has envisioned for Cameroon economy and society.

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II. GOALS AND SUB-GOALS, STRATEGIC OBJECTIVES, TARGETS AND PERFORMANCE INDICATORS

A. Program Goals and Sub-goals

USAID/Cameroon program goal: **SUSTAINABLE, BROAD-BASED, MARKET-LED ECONOMIC GROWTH**

This goal is fed by three sub-goals, expressed in the same language as the DFA strategic objective as follows:

USAID/Cameroon sub-goals: **IMPROVED MANAGEMENT OF THE CAMEROON ECONOMY**

STRENGTHENED COMPETITIVE MARKETS

STRENGTHENED POTENTIAL FOR LONG-TERM INCREASE IN PRODUCTIVITY

1) Rationale:

The upward linkage between the sub-goals and the program goal is based in part on the need to remove several constraints which presently hamper Cameroonian society from becoming more productive. It is also based on the need to strengthen competitiveness generally and the private sector in specific.

The first sub-goal, improved management of the economy, includes privatization of public-based economic functions and government relief of constraints on private sector development. This sub-goal is achieved through redefining and reducing the role of the public sector and in increasing democratic governance. Democratic governance, which denotes a greater transparency and accountability of government and the growth of conditions which lead to civic society, is integral to the three strategic objectives which define USAID/Cameroon's program, as well as its target of opportunity.

The second sub-goal, strengthened competitive markets, is reflected in the three underlying strategic objectives. In each of the health, trade, and natural resources management strategies an increase in competitiveness is a significant element. Similarly for the third sub-goal, strengthened productivity, the objectives are directly tied to increased efficiencies and effectiveness in production, whether of improved health services, private sector trade or natural resource use.

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2) Monitoring Program Goals and Sub-Goals

Some measures of impact of expected results at the higher-level of goal and sub-goals have been developed. For the goal of sustainable economic growth, the general measures of GDP and increases in foreign exchange earnings are proposed. These are standard measures available in government documents.

A preliminary proposal for indicators of the first sub-goal, **improved management of the economy**, includes the following measures:

- rate of privatization of public organizations;
- rate of change in economic policy reform issues;
- increase in value of marketed production;
- increase in ratio of the value of marketed output to total cost;
- increase in total employment by gender; and
- perception of government responsiveness and accountability.

Strengthened competitive markets, the second sub-goal, is very broad in scope and therefore susceptible to measurement in a number of different ways. A menu of possible indicators which can be refined in time might look like the following:

- increase in average real wages in the private sector;
- increase in market share of Cameroon exports by commodity and market;
- decrease in export/import transaction costs;
- value of private sector investment;
- increase in number of firms by market; and
- value of private sector exports as a % of total exports.

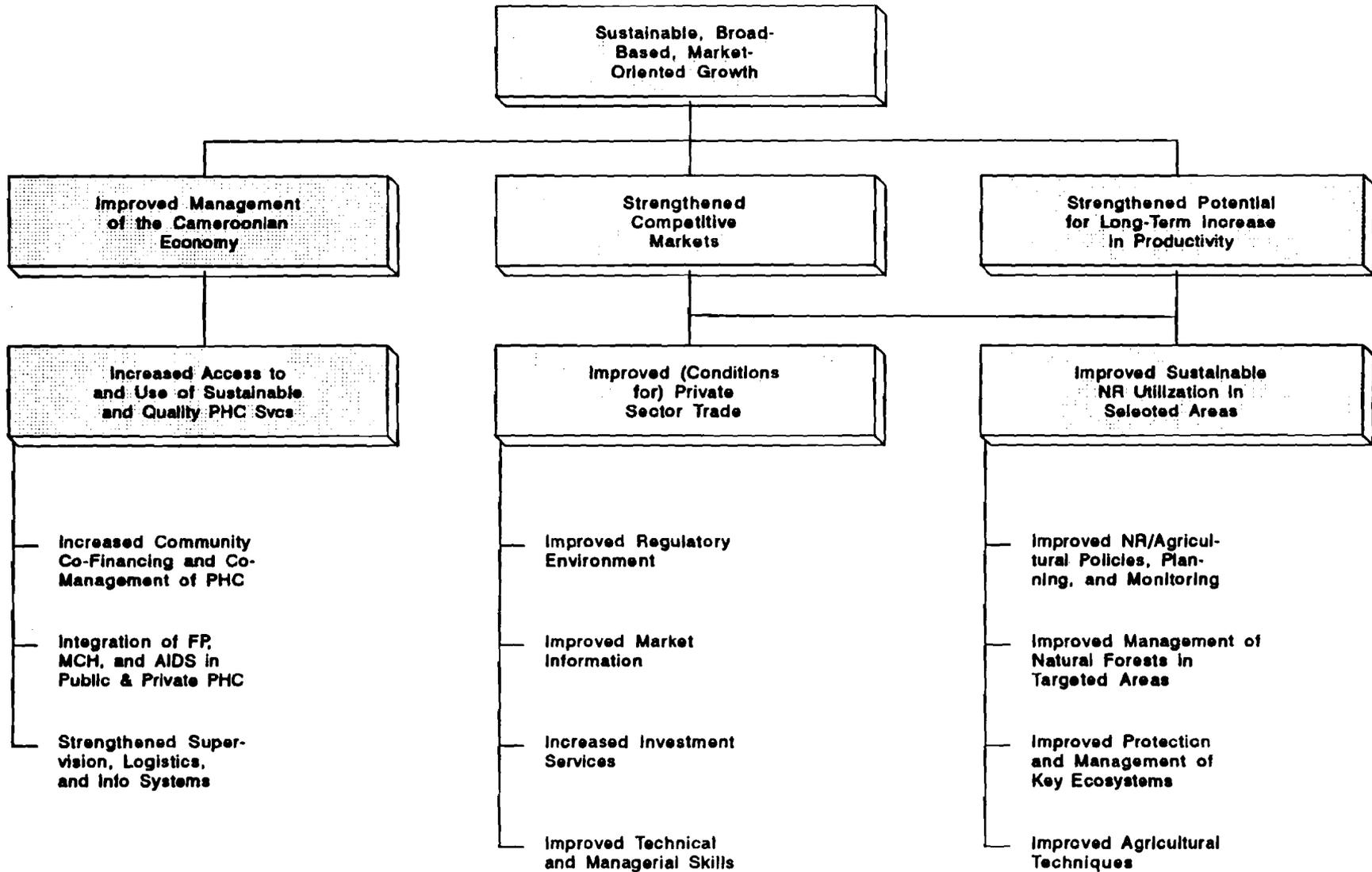
The third sub-goal, **strengthened productivity**, has both an economic and a social dimension, that is, it includes measures of general well-being. Such gauges of productivity or proxies thereof in the social and economic domains might consist of the following:

- quality of life (from the UNDP Quality of Life Index, which includes such measures as income and health status, among others);
- increase in value of marketed output as a % of total labor cost; and
- others (?)

It is underscored that, while measures at the goal and sub-goal level need to be tracked by the Mission, the results which they represent are not the Mission's responsibility.

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USAID/Cameroon Decision Tree



Target of Opportunity: Democracy and Governance **BEST AVAILABLE COPY**

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3) List of Strategic Objectives

USAID/Cameroon strategic objectives are three in number. They are:

- (a) **Increased Access to and Use of Sustainable and Quality Primary Health Care;**
- (b) **Improved Private Sector Trade; and**
- (c) **Improved Sustainable Natural Resource Utilization.**

One target of opportunity exists for the Mission -- **Democracy and Governance** -- which is also an important theme that cross cuts each of the above strategic objectives. Figure 1 of the Mission Objective Tree on the previous page depicts the logical links between higher-level goals, strategic objectives and targets.

4) USAID Strategic Scenarios for Cameroon

The declining state of the economy and the fragile political situation resulting from a continuing absence of transparency and accountability in government and of the basic elements of civil society in Cameroon are conditions the USAID lives with day-to-day. In response to these, the Mission has developed three scenarios or options that will shape its provision of foreign assistance, depending on the way the economy and society unfold over the next few years. Designated as "low," "medium," and "high," these options are detailed in the matrix in the following pages. The options framework is also applied to each strategic objective in their respective sections of the report.

Options for assistance are based on the decline or improvement of economic and political conditions. While each of the economic and political variables could change independently of one another, they are also at times intertwined to the point where it is very difficult to sort them out from one another. Nevertheless, it is possible to separate them into rough analytic divisions -- as the USAID has done for purposes of decision making -- according to the following scheme:

Option	LOW	<u>MEDIUM</u>	<u>HIGH</u>
Economic Conditions:	deteriorate	stabilize	improve
Political Conditions:	deteriorate	improve	rapidly improve

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The major implications of these options for the three strategic objectives are stated in the scenarios matrix on the following pages. Briefly, the scenarios for the three objectives are summarized in very general fashion as follows:

Primary Health Care: Little difference under any of the scenarios, given community co-financing, except private voluntary organizations are favored in low option

Private Sector: **Low:** almost exclusive focus on private vs. public sector mechanisms; **Medium:** some intervention in policy arena, commercialization of research and NRM; **High:** significant economic policy reform, including agricultural marketing privatization and liberalization

Agriculture/NRM: **Low:** pilot efforts in limited land areas; **Medium:** expanded areas, more cooperation with GRC; **High:** greatly expanded areas plus significant environmental policy reform

Democracy and Governance: **Low:** effort restricted to work with NGOs in sponsoring studies, etc; **Medium:** low option plus work with government, where elicited, on governance -- e.g., with legislature; **High:** medium option plus work with executive in key areas.

It is noted with respect to democracy and governance that its impact should permeate all USAID programs, if those programs are implemented with this theme in mind. That is, if the GRC comes to see that it is in its interest to make the governance of both its production and service sectors more transparent and accountable to the citizens, then it will more likely accept donor support in opening up the society and economy. It has been demonstrated in Cameroon that donors can play a stimulus role and can work quite effectively at the grassroots end of the development continuum. However, the other end of the continuum -- the powers that be -- must also be willing, even if reluctant, participants in the process and, ultimately, make themselves amenable to the political and economic liberalization process.

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Cameroon: Three Strategic Scenarios

	Low Option	Medium Option	High Option
Decision Criteria	<p><u>Economic conditions deteriorate:</u> Fiscal deficit unfinanced, precipitating crisis in external debt, GRC finance; loss of legitimacy compromises GRC regulatory and fiscal functions; exchange rate remains overvalued, with associated rising unemployment.</p> <p><u>Political conditions deteriorate:</u> No serious dialogue with opposition or inclusion in government; 1993 municipal elections not held or marred by serious irregularities; frequent incidence of serious human rights violations; widespread political protest</p>	<p><u>Economic conditions stabilize:</u> GRC meets fiscal shortfall completely, either through combination of payroll cuts and privatization or through devaluation; UDEAC fiscal/customs regime and Cameroon Labor Code implemented; arrears on debt (especially to IBRD) eliminated.</p> <p><u>Political conditions improve:</u> Constitutional reform leads to establishment of independent legal/judicial system; 1993 municipal elections held and judged by independent observers to be generally free of irregularities; few serious incidents of human rights violations</p>	<p><u>Economic conditions improve:</u> Budget deficit eliminated; currency devalued and appropriate wage and price controls established; progress in privatization is systematic rather than sporadic; reliable and accurate GRC macro-economic statistical database established and functioning.</p> <p><u>Political reform accelerates:</u> Dialogue results in inclusion of opposition party figures in government; constitution is reformed; legislative and judiciary branches win real influence</p>
Resource Levels	<p><u>DFA Status:</u> Other Programs <u>Funding:</u> \$16 million <u>Staffing:</u> USDH 12-14 FTE</p>	<p><u>DFA Status:</u> Watch List <u>Funding:</u> \$20 million <u>Staffing:</u> USDH 14 FTE</p>	<p><u>DFA Status:</u> Focus <u>Funding:</u> \$25 million <u>Staffing:</u> USDH 14-16 FTE</p>
Portfolio Implications	No use of NPA and no new policy reform initiatives	NPA may be used in earmark/target areas only	Up to 50% of programming can be used in earmark/target areas Use of NPA unrestricted
Strategic Objective 1: Health and Population	Current portfolio, but with increased funding for PVOs under National Family Health project in support of social marketing program	Current portfolio	Current portfolio, with National Family Health project expanded to include increased support to social marketing program
Strategic Objective 2: Natural Resource Management	FY 1993 environmental initiative limited to project assistance	Low option plus NPA	Expanded NPA

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	Low Option	Medium Option	High Option
Strategic Objective 3: Private Sector/Agribusiness	Pilot activities limited to project assistance, no policy element	Activities deepened and broadened to include policy element; current projects in agricultural research, education, and policy/planning modified to incorporate commercialization and NRM aspects	Medium option plus NPA
Target of Opportunity: Democracy and Governance	Grants to NGOs only (including human rights groups) for studies, publications, conferences, and training	Medium-sized project. Low option plus legislative institutional strengthening and helping GRC constitutional and human rights reform commissions, judiciary, cooperatives, etc.	Expanded project. Medium option plus strengthening executive branch in regulatory reform, free/fair elections, media, civic education, etc.

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B. Strategic Objective 1

INCREASED ACCESS TO AND USE OF SUSTAINABLE AND QUALITY PRIMARY HEALTH CARE

1) Rationale for Choosing Strategic Objective

The capability of the Government of the Republic of Cameroon (GRC) to provide primary health care nationwide has declined in the past several years. In response to this situation and in cooperation with the GRC, USAID, in concert with several other donors decided to embark on a financially sustainable, locally controlled health care system in targeted areas. This strategic objective is one of the critical ingredients contributing to a better managed economy, to political development and community autonomy, and to greater responsiveness and accountability of the government. Furthermore, given the support of several other donors in supporting the aims of this objective, as well as GRC's cooperation in achieving it, there is a critical mass of interested parties that underpin the expected results.

2) Strategy for Achieving this Objective

The strategy for achieving this strategic objective is three-pronged, including: first, community co-financing and co-management of primary health care (PHC) services in targeted areas; second, integration of family planning, maternal-child health, and AIDS control intervention into private and public health delivery systems; and third, strengthened supervision, logistics and information systems in targeted areas.

This strategic objective clearly contributes to a better-managed economy through policy reform which decentralizes or devolves health service functions and control to communities and through greater responsiveness, accountability and transparency of government. This process of devolution in the health sector offers an important example to other government services where a private-public partnership is possible, in that it introduces the elements of local responsibility, local cost recovery and, importantly, local control of a critical part of people's lives.

3) Performance Indicators and Data Sources

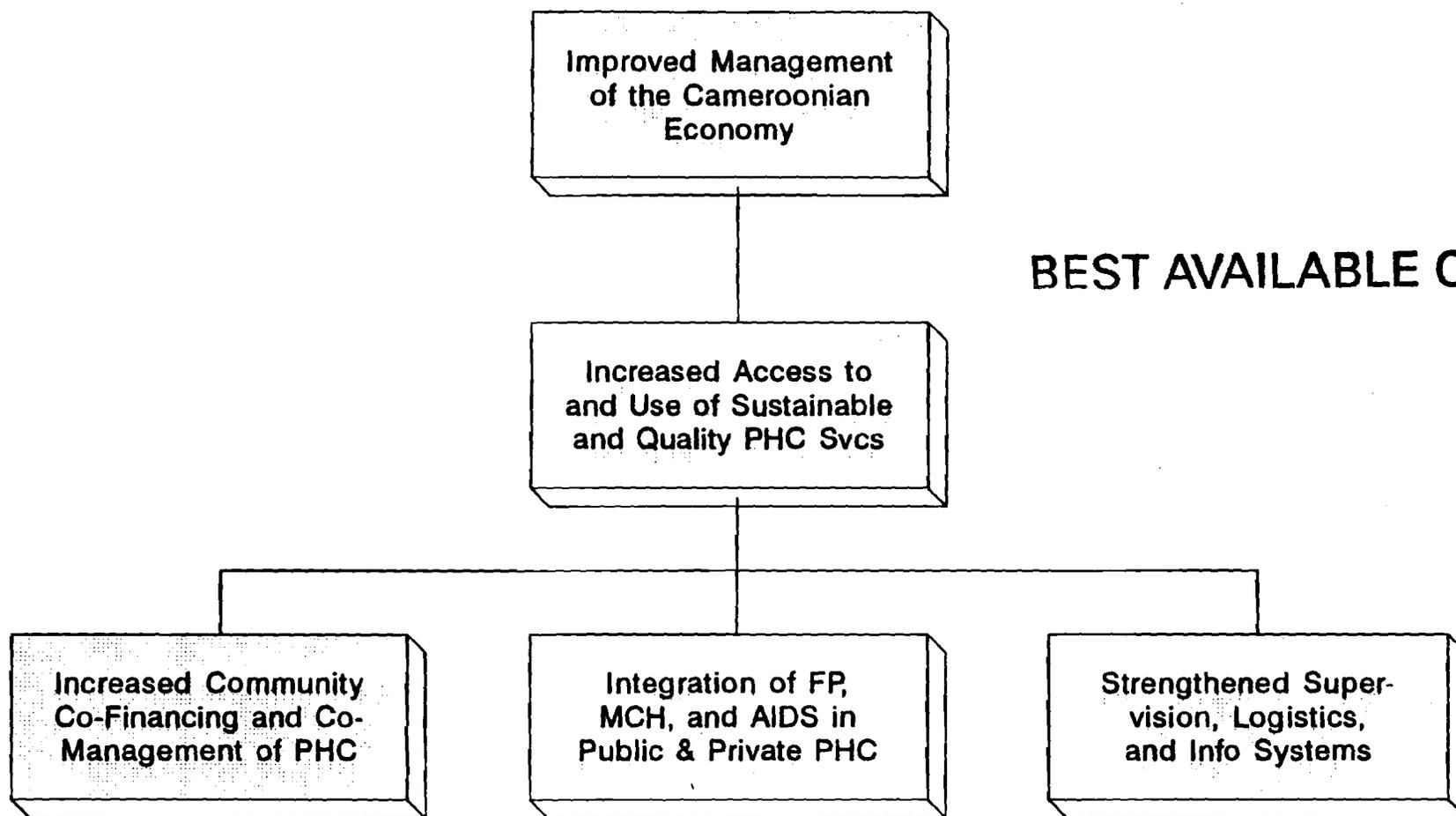
Program performance indicators for strategic objective 1 are presented in detail, including reference to data sources, in Table 2. As Table 2 shows, baseline data are available for each indicator, in addition to which the source of the data are also provided. Indicators for primary health care are available from project reports, Demographic Health Survey reports (completed every five years), social marketing surveys, among other sources indicated in the table. Health information reports from targeted area service centers include data on utilization of curative and preventative health care, reported morbidity and mortality, financial viability of the health center, supervision visits, drug stocks, and community participation.

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USAID/Cameroon Decision Tree

Strategic Objective 1

Health and Population



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Cross-Cutting Issue: Democracy and Governance

4) **Targets and Indicators**

The targets for the PHC strategic objective clearly and directly support the increased use and sustainability of primary health services. First, increased community involvement in managing and financing alongside government health care workers is an important and integral part of the PHC strategy. Second, the packaging of family planning, maternal child health, and AIDS control interventions into the unified public-private health delivery systems represents elements of both efficiency and effectiveness. These two elements, in turn, contribute to the overall objective of utilization and sustainability. Lastly, the management-organization target contributes in concert with the other targets to the sustainability of primary health care services.

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Health Strategic Objective: Alternative Scenarios

	Low Option	Medium Option	High Option
Strategic Objective 1: Increased access to and use of sustainable and quality primary health care (PHC)	Current portfolio (including MCH/CS II), but with increased funding for PVO under National Family Health in support of social marketing program	Current portfolio (including MCH/CS II)	Current portfolio (including MCH/CS II), but with increased funding for PVO under National Family Health in support of social marketing program
Indicators: 1. Percent of Population in targeted area with access to community co-financed and co-managed PHC services (i.e., within approximately 15 km.) 2. Utilization rate of targeted health facilities, as measured by new cases per year as a proportion of the population			
Target 1: Increased community financing and management of preventative and curative services.	Extend community co-financed and co-managed health services within three provinces	Same as low option	Same as low option
Indicators: 1. Percent of basic recurrent costs of PHC financed by cost recovery revenues in targeted areas (not including GRC salaries) 2. Percent of targeted health centers with catchment populations of greater than 4,000 having positive annual balance sheets			
Target 2: Integration of family planning, maternal-child health, and AIDS centers into public and private health delivery systems	Strengthen vaccination and maternal-child health services in three targeted provinces Expand family planning information and services nation-wide in order to achieve 15 percent contraceptive prevalence rate by 1997 Expand social marketing program, resulting in increased sales of condoms, pills, and ORT sachets	Strengthen vaccination and maternal-child health services in three targeted provinces Strengthen family planning information and services nation-wide in order to achieve 10 percent contraceptive prevalence rate by 1997 Strengthen social marketing program, resulting in increased sales of condoms.	Same as low option
Indicators: 1. Modern contraceptive prevalence rate 2. Couple years of protection from modern contraceptive use 3. Number of condoms sold by Cameroon Social Marketing (CSM) program 4. Vaccination coverage for measles and DPT III vaccines for children and tetanus toxoid for women of reproductive age in targeted area 5. Prevalence rate of long-acting and clinical family planning methods			

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<p>Target 3: Strengthened primary health care supervision, logistics, and information systems</p>	<p>Strengthen supervision, medical supply logistics, and health information systems in three provinces</p> <p>Improve coordination between public and private health facilities</p>	<p>Same as low option</p>	<p>Same as low option</p>
<p>Indicators:</p> <ol style="list-style-type: none"> 1. Percent of monthly health information reports received by prescribed deadline in targeted area 2. Percent of required supervision visits from district to health center levels conducted on schedule in targeted area 3. Percent of community co-financed and co-managed health facilities that report any of four major drugs out of stock during the year 			

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C. Strategic Objective 2 IMPROVED PRIVATE SECTOR TRADE

1) Rationale for Choosing Strategic Objective:

USAID is addressing private sector trade in order to support improved management, competitiveness, and productivity of the Cameroonian economy. In the above sense, the private sector strategy directly addresses the upward linkages to the sub-goals and the overall goal of broad-based, sustainable market growth. Integral to USAID's strategy is the removal of constraints to competitively-based markets. In addressing this constraint, the strategy is designed to improve the following critical areas: the regulatory environment, market information, investment conditions, and technical and managerial skills.

2) Strategy for Achieving this Objective

The private sector strategy is based on the need to remove constraints imposed by government on private sector activity in Cameroon as well as to nudge government out of business in which it is not competitive. It is particularly towards the agricultural sector and the forestry sector that marketing liberalization and privatization are directed. This strategy, of all three, is most heavily influenced by the options, since it is aimed at change in economic policy conditions, not all of which the Mission has any control over. For example, if such factors as the exchange rate and wage labor bill are not adapted to reflect economic realities or if the World Bank stand-by is not reinstated, then the scenario will most probably ebb and flow at the low option end of the continuum.

It has been proposed for the three year scenario that the three years might be broken down into three more or less distinct periods consisting of the following: a) an "incubator" period of research and analysis of the regulatory environment and market conditions; b) a management organization training period in which former and new participant trainees (Cameroonians trained in U.S.) pool their knowledge and skills in management, finance and technology in order to contribute to improved market information, management, and production; and c) application of a) and b) above to improving the regulatory environment.

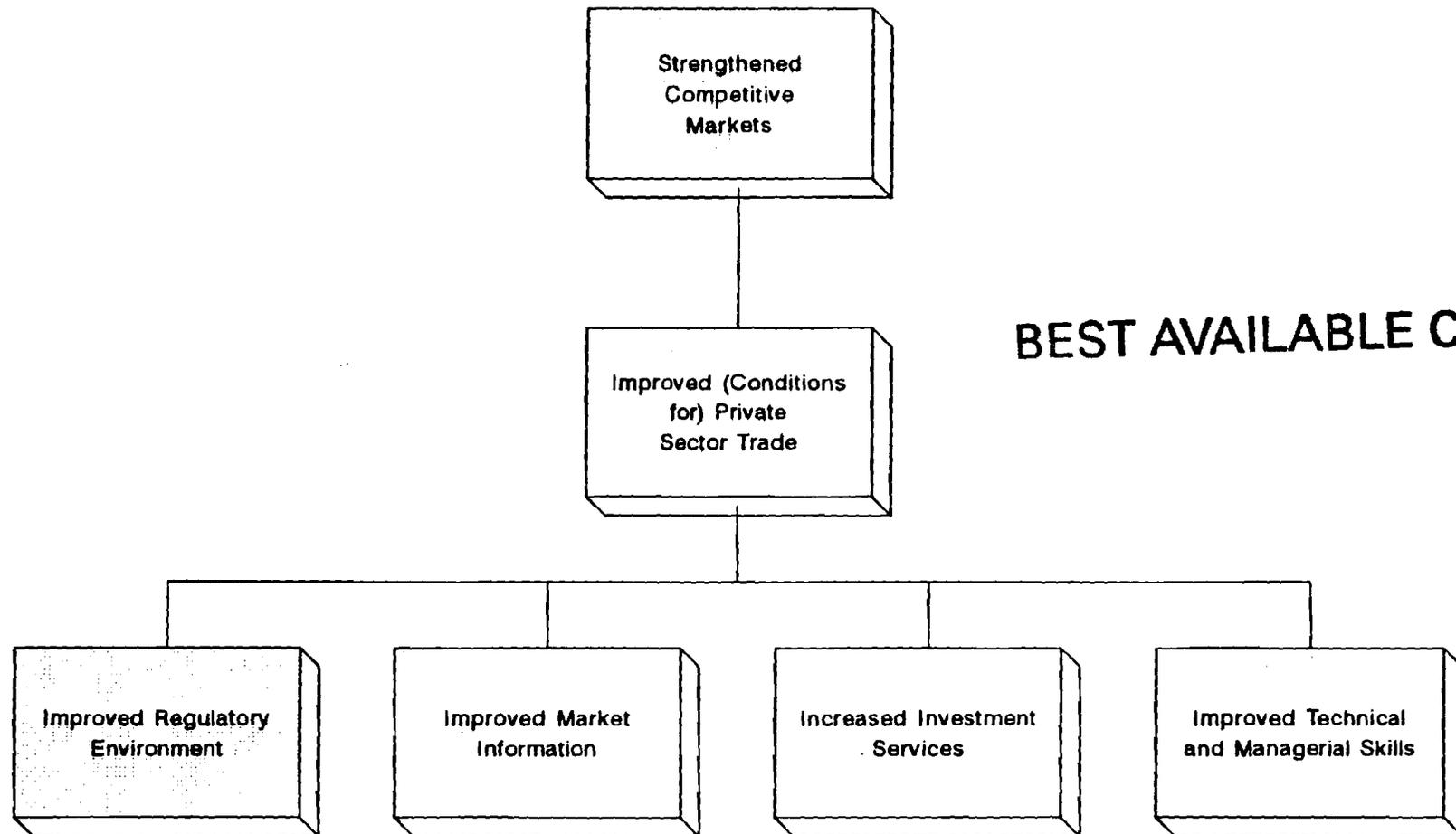
There are several issues surrounding the free trade zone concept -- which might have a role in the high option scenario of the private sector program. Regardless of the implications of U.S. section 599 for such a zone, the concept is politically and economically complex and equally controversial. This zone is clearly more important to international than either domestic or cross-border agro-business trade. Given the present status of world trade, much less Cameroonian trade, there is little evidence of interest from foreign investors. Thus, the free trade zone idea clearly needs to await signals which USAID does not control.

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USAID/Cameroon Decision Tree

Strategic Objective 2

Private Sector & Agribusiness



Cross-Cutting Issue: Democracy and Governance

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3) Performance Indicators and Data Sources

This particular strategic objective deals with some of the most uncertain and complex areas of Cameroon society -- the economy and the polity, both separately and in combination. For this reason the private sector working group has needed more time in which to unfold its strategy. It has therefore not made quite the same progress as the others in refining its indicators at either the strategic objective or target levels. Preliminary indicators occur in the alternative scenarios matrix on the next page.

4) Targets and Indicators

The private sector strategy has four targets which support it. These are as follows:

- a) improved regulatory environment;**
- b) improved market information;**
- c) improved conditions for investment; and**
- d) improved technical and managerial skills.**

These targets are directed at each of the three scenarios, as mentioned in the first chapter. Generally, for the low option scenario what is projected is almost an exclusive focus on private vs. public sector mechanisms which provide opportunities to allow the private sector to play on a slightly more level playing field than at present. Some, limited regulatory change is foreseen as part of this scenario. For the medium option scenario, greater intervention in the government policy arena aimed at privatization is planned than in the low option, along with some commercialization of the rich mine of agricultural and natural resources research. For the high option significant economic policy reform, including agricultural marketing privatization and liberalization, is envisioned.

Proposed indicators for the four private sector targets are presented in the alternative scenarios matrix on the following page. These are preliminary and will need to be refined by the private sector strategic working group over the next several weeks.

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Private Sector Strategic Objective: Alternative Scenarios

	Low Option	Medium Option	High Option
Strategic Objective 2: Improved Conditions for Private Sector Trade			
<p>Indicators:</p> <ol style="list-style-type: none"> 1. Percent of FOB price received by farmers 2. Volume of trade in non-traditional export crops 3. Number of new agribusiness entities registered 4. Number of men and women employed in agribusiness firms 5. Value of non-traditional crops exported 6. Number of different non-traditional crops exported 7. Number of agribusiness firms in Free Trade Zone 			
Target 2.1: Improved Regulatory Environment	Actively participate [?] and monitor application of revised laws; study potential for developing alternative dispute resolution system; expand trader licensing; end fertilizer bagging monopoly; privatize state-owned agribusiness; deregulate cocoa and robusta exports; conduct constraints analysis.	Assist in formulation of appropriate policies to alleviate constraints identified under low option; assist in development of alternative dispute resolution system; facilitate cross-border trade in UDEAC countries and Nigeria.	Expand medium options activities and expand role of trade associations.
<p>Indicators:</p> <ol style="list-style-type: none"> 1. Reduction in number of bureaucratic steps to open a new business or clear customs 2. Reduction in number of items subject to government price control 3. Reduction in number of trade barriers 4. Reduction in number of barriers to entry [Aren't these also "trade barriers" per indicator 3?] 5. Increase in number of privatized agro-industries 6. Reduction in number of parastatals involved in direct marketing of agricultural inputs and outputs 7. Elimination of monopoly in commodity price information dissemination 8. Elimination of monopoly in marketing of fertilizer bags 9. Expansion in number and role of trade associations 10. Decrease in GRC share in agro-industry 11. Lifting of barriers to fertilizer bag imports 			

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Target 2.2: Improved Market Information	Support dissemination of agricultural production and marketing information through trade and industry groups; sponsor consumption surveys to provide baseline data; disseminate publicity both externally and internally for Free Trade Zone; advocate relaxation of GRC monopoly on market information dissemination.	Further development of information for internal and external investors in agriculture and industry [???]; assist trade, industry, and other groups in effective dissemination of improved market information; assist in development of universal and consistent financial and business information indicators {???}; help identify potential products.	Same as medium option
Indicators: <ol style="list-style-type: none"> 1. Percent of companies having access to wire services 2. Number of daily broadcast minutes devoted to dissemination of prices and other market information 3. Number of commodity (?) markets covered by market news systems (international, regional, and domestic) 4. Increased diffusion of regulatory and policy changes (number of bulletins, seminars, broadcasting in French and English) [This is a target, not an indicator.] 5. Reduction in spatial price differences [This is a target, not an indicator] 6. Number of consumption surveys carried out [How does this indicate success against the target?] 			
Target 2.3: Increased Investment Services	Continue limited assistance to CamCCUL; manage local currency reflows from PRAMS I and FSSRP [Wouldn't we be doing this under any scenario?]; Support existing trade associations [how?]; provide short-term marketing credit for private exporters of coffee and cocoa.	Provide warehouse financing; Use debt swaps on a pilot basis; advocate financial sector (deposit insurance) reform; provide technical assistance for valuation, diversiture, etc. in support of GRC privatizations; investigate creation of capital and commodities markets [??????]	Support establishment of financial services in Free Trade Zone; pilot use of debt swaps; provide technical assistance for creation of a commodities market; increase support for privatization
Indicators: <ol style="list-style-type: none"> 1. Volume of credit union savings 2. Value of divestitures 3. Number of contract/leases [on what? for what? what kind? how track?] 4. Membership in voluntary private sector trade associations 5. Volume of short-, medium-, and long-term business lending 6. Level of internal debt 7. Volume of capital generated through warehouse financing 8. Value of debt swaps 9. Credit union membership (data gender disaggregated) 			
Target 2.4: Improved technical and managerial skills	Help strengthen cooperative management; promote Professional Development Center and University Center of Dschang	Activate Internation Executive Service Corps (IESC); offer privatization seminars.	Provide training in public management; provide training in legal and management techniques; Set up endowment for private foundation to conduct economic and business analysis.

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Indicators:

1. Number of trainees (gender disaggregated)
2. Number of seminars and workshops held
3. Placement rate [of whom? where?]
4. Number of registered participants [where?]
5. Time spent in training (gender disaggregated)

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D. Strategic Objective 3 IMPROVED SUSTAINABLE NATURAL RESOURCE UTILIZATION

1) Rationale for Choosing Strategic Objective

This strategic objective matches well the two major thrusts of the Agency environment and natural resources theme. These thrusts are: a) improved natural resource management and b) improved environmental quality. In this sense, mitigation, conservation and improvement of the environment are intermingled. The objective also fits well into the Africa Bureau Logical Framework of Environmental Activities, with its five levels ranging from the low level of actions that establish conditions to the high level of sustainable increases in productivity and income. The objective also reflects the concern that in achieving higher level goals, such as productivity and income, a key step is **promoting changes in people's practices in managing their environments and resources.**

Forests in Cameroon represent a key factor of the country's resource base and therefore must be guarded as a valuable source of biodiversity and utilized judiciously as a productive element of the national economy. USAID has chosen to support management of forests in part because of USAID's comparative advantage in NRM and in light of other donors support of certain aspects of the strategic objective.

2) Strategy for Achieving this Objective

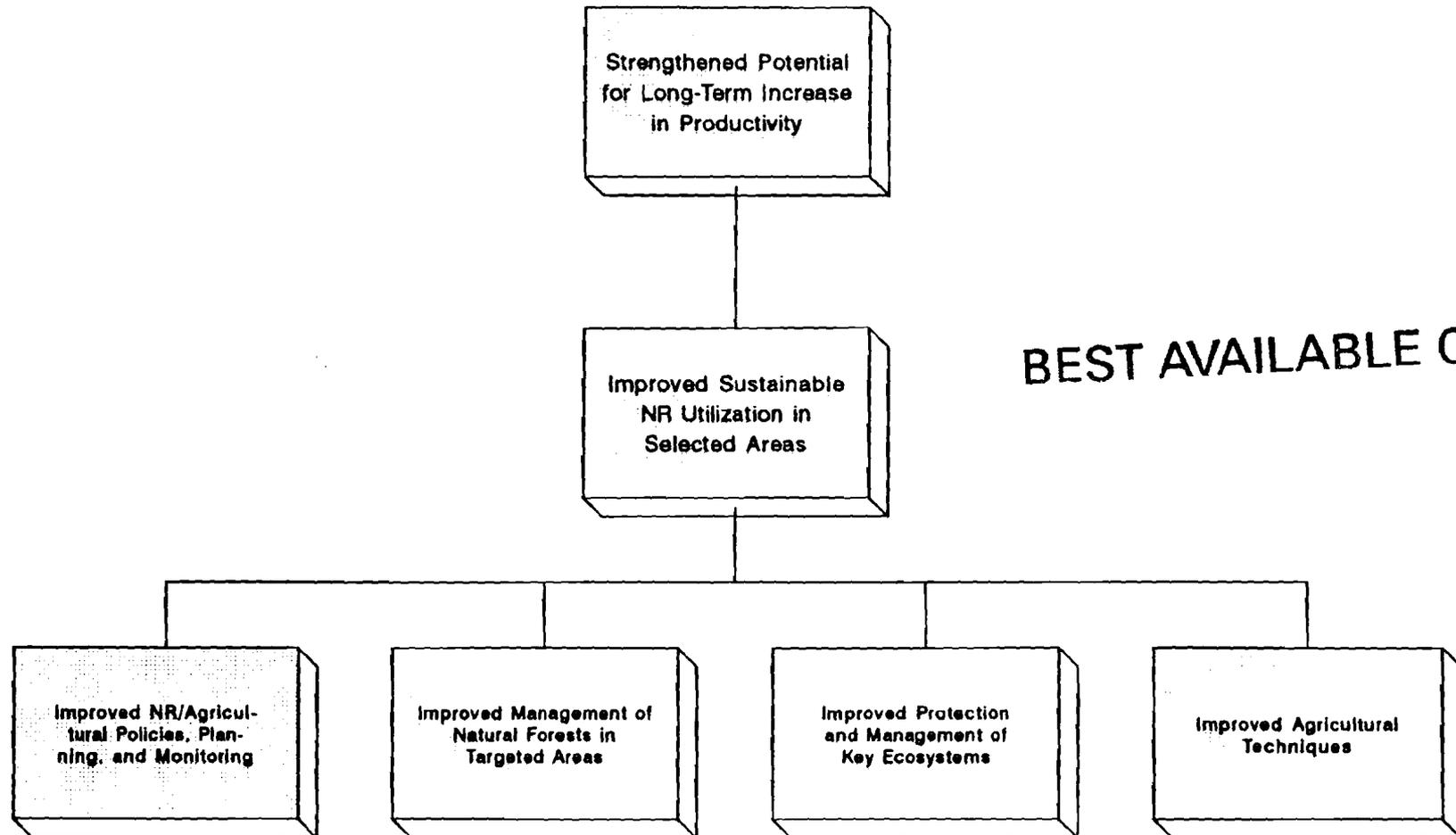
The strategy for achieving this strategic objective consists of four targets. These are: a) improved management of natural forests, b) improved agricultural and natural resources policies, planning, investments, and monitoring, c) improved protection and management of key ecosystems, and d) improved sustainable farming techniques. Through its strategies, the NRM strategy achieves a full spectrum of results, including policy change and implementation, behavioral change of individuals and institutions, changes in environmental conditions themselves and, ultimately, sustainable increases in productivity and income. Given the last-mentioned result, income and productivity, this strategy cross-cuts **with** the private sector strategy of increased trade. It is also cross-cut **by** democracy and governance, which is both a cross-cutting issue as well as a target of opportunity.

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USAID/Cameroon Decision Tree

Strategic Objective 3

Natural Resources and Agriculture



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Cross-Cutting Issue: Democracy and Governance

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3) Performance Indicators and Data Sources

Indicators for strategic objective 3 are a mix of conservation and production measures. They comprise such measures as reduction in deforestation rates, stabilized bio-diversity, and increased income from improved production systems. Also included are measures of public awareness and participation of NGOs supporting natural resources management. Data sources for indicators are not yet determined for this objective since the program has not yet been defined in detail. See Table 4 for a more complete list of proposed indicators.

4) Targets and Indicators

Measures at the level of targets reflect a variety of concerns relevant to improved use of natural resources, including the following targets and indicators:

- improved management of natural forests: hectares managed; land use adopters of sound management practices; reduction in harvesting
- improved policies and planning: approved codes, tax and fiscal policy
- improved protection and management of key ecosystems: hectares protected according to plan; number of participants practicing bio-diversity conservation

D. Target of Opportunity DEMOCRACY AND GOVERNANCE

Given the state of the Cameroon economy and polity sketched in earlier sections, there is a clear exigency for greater transparency and accountability in the government. On the societal side the rudimentary elements of civil society are absent. It is not by chance that these two elements are missing in Cameroon, since democratic governance (D/G) and civil society go hand-in-hand. It is this absence -- the lack of a compact or social contract between the governed and those who govern -- that the D/G target of opportunity and D/G as a cross-cutting issue must address.

Since the absence of D/G is at the heart of many of the economic constraints in Cameroon it is with good reason that USAID is undertaking an explicit activity to address those constraints. In fact, the present and planned portfolio in the three strategic areas the Mission supports significantly addresses issues of transparency and accountability. The aforementioned support is both in governance, that is, in the formal areas of GRC policy and regulations, and in the area of the private citizen, that is, the "governed."

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Agriculture and Natural Resources Strategic Objective: Alternative Scenarios

	Low Option	Medium Option	High Option
Strategic Objective 3: Improved Sustainable Natural Resource Utilization in Selected Areas	Pilot efforts related to all indicators	Expanded efforts on all indicators	Same as medium option but in expanded geographic area
<u>Indicators:</u> 1. Reduction in deforestation rate 2. Stabilized bio-diversity in x number of hectares 3. Increase in income per hectare from improved production systems for x number of farmers 4. Reduction in soil erosion in tons per hectare 5. Increase in public awareness of value of natural resources and importance of rational management of natural resources 6. Increase in number of NGOs promoting improved NRM initiatives and techniques			
Target 1: Improved management of natural forests	Support pilot community-based forestry management efforts in selected regions; Support pilot efforts of small to medium scale forest products industries and enterprises; Support market studies for forest products.	Expand community-based forestry management; Support studies on soils capability, land use, and bio-diversity for development of land use plans in forest areas; Support adaptive and applied research in forest management; Support adaptive research in the use of forest timber and non-timber products and byproducts; Support expanded forests products private sector industries and community enterprise development.	Same as medium option but in expanded geographic area
<u>Indicators:</u> 1. Percent and total number of hectares of natural forests managed according to officially approved management plans 2. Percent, number, and type of land users adopting management practices which increase the quantity and/or quality of vegetative cover 3. Percent reduction in harvesting and transformation losses 4. Increase in total value of forest products of "secondary importance species" exported			

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	Low Option	Medium Option	High Option
Target 2: Improved agricultural and natural resources policies, planning, investments, and monitoring	Support NGO/PVO policy advocacy and environmental awareness activities; Analyze conditions and incentives leading to improved natural resources management (NRM); Support rapid reconnaissance surveys of key ecological areas to identify areas with greatest importance; Develop an environmental information and monitoring system (EIS); Evaluate feasibility of establishment of an environmental endowment fund along with a foundation for its management.	Assist in design and implementation of a National Environmental Action Plan (NEAP); Support pilot activities and analysis related to land tenure; Support limited land use planning activities; Support agricultural inputs (seed, pesticides) policy development; Provide modest level of non-project assistance to support implementation of forestry legislation (forest sector development, park/reserve protection).	Provide substantial levels of non-project assistance to support implementation of forestry legislation, the NEAP, expanded land use planning, and land tenure legislation.
Indicators: 1. Forestry policy, code, tax and fiscal policy approved by GRC 2. National environmental action plan (NEAP) completed and approved by GRC 3. Studies and pilot efforts on conditions and incentives leading to improved natural resources management completed 4. Forest sector generated revenues reallocated to support forestry and bio-diversity protection and management 5. Environmental endowment fund developed, capitalized and operational; foundation established to manage endowment 6. Environmental information and monitoring system developed and operational			
Target 3: Improved protection and management of key ecosystems	Support the conduct of biological studies in pilot areas; Support buffer zone development in pilot areas.	Support integrated park/reserve protection/management and eco-tourism in selected areas.	Support integrated park/reserve protection/management in expanded areas.
Indicators: 1. Knowledge of ecosystems and levels and types of bio-diversity increased 2. Total number of hectares of key ecosystems protected and managed according to officially approved management plans 3. Percent, number, and type of land users participating in active management practices in support of bio-diversity conservation			

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	Low Option	Medium Option	High Option
Target 4: Improved sustainable farming techniques	Support adaptive food crop and natural resource management research, outreach and training; support the establishment of pilot small-medium scale seed/plant cutting production and dissemination; support private sector importation and distribution of fertilizer; support pilot activities in post-harvest processing.	Support the development of appropriate policies and strategies for agricultural inputs provision (seeds, pesticides); expand outreach activities by NGOs/PVOs; expand seed/plant cutting production and multiplication; Expand research and outreach efforts in the areas of soils, integrated pest management, watershed management.	Same as medium option but in expanded geographic area
Indicators: 1. Percent, number, and type of land users adopting new practices which will positively affect the physical environment used for agriculture 2. Percent of and total number of hectares covered by improved practices			

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USAID and other donor support for the new Cooperative Law (August 14, 1992) is a relevant example of linkage between the need and desire of individuals to provide goods and services privately and cooperatively to members and the recognition and responsiveness of the GRC to its citizens' aspirations. Through an intensive legislative process the GRC came around to liberalizing and privatizing the cooperative sector. The difference between then and now is that under the 1973 law, a cooperative was a development tool in the hands of the government to serve the public interest. Now, a cooperative is a private business organization managed, controlled and financed by and for its members. The above example could serve well as a model for a D/G target of opportunity as applied to the sectors USAID already supports or as a "stand-alone" activity.

One such activity that reflects this linkage or balanced approach of assisting private citizens while at the same time supporting the GRC in developing and implementing policy, law, or regulations is the draft proposal for an "Open Forum for Democracy in Governance." This would be a phased activity that brings citizens representing different interests together to openly debate or deliberate concerns about their country's economy and political condition -- in short, the destiny of Cameroon. The "Open Forum" would include seminars and workshops on critical political economy issues, offer competitive grants for studies in critical areas of reform, and provide in-country and overseas participant training grants for study by Cameroonians in such areas as governance, political economy, the workings of democratic institutions, and the elements of a civil society.

The proposed forum would be implemented by a mediating organization, a partnership of PVO/NGOs, U.S. and Cameroonian, so that formal U.S. Government involvement was perceived to be and would in fact be "non-interventionist." This approach has some appeal, variations of it having been carried out in other A.I.D.-supported countries. Rather than project any further into the future of Cameroon's political economy situation or of USAID's precise strategy, suffice it to say that a feasibility study for a D/G activity is to take place soon. This is an area of critical concern to the USG and others.

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MONITORING THE PERFORMANCE OF CROSS-CUTTING ISSUES

A. Cross-Cutting Issues

1. A Proposal for Strategic Objective Working Groups Re D/G as a Cross-Cutting Issue

D/G as a cross-cutting issue has taken its share of space in this report. One matter remains: in order to further identify the role D/G plays in cutting across the strategic objectives of each program, it is proposed that each working group detail in a page or less the precise places where governance is addressed. Specifically, what are the areas of either government policy or regulation or of local development or decentralization where the need for reform is being addressed? What areas of civil society -- including basic freedoms of expression, assembly, etc., as in the new Cooperative Law -- are directly addressed? The primary health care program offers a good example of how this might be done.

2. Gender

Gender shares some of the very same issues as D/G, namely the need to ensure that individual opportunity is not constrained by political, legal, religious, tribal-ethnic, racial, socio-economic status. The analogy is akin to creating a level playing field for the private sector. To operationalize gender as a salient ingredient of program planning means that some analysis should be carried out to assess any differential between men and women in terms of the equality of opportunity to contribute to and benefit from national socio-economic development. Where that differential clearly favors men, the situation can be addressed, but in terms of supporting women to be more productive, especially when it comes to private sector productivity.

Since such typical cross-cutting issues as environment and policy reform already have central places in USAID's program, there is no need to address them further.

3. Agribusiness

Because of the time constraint, the cross-cutting role of agribusiness in the private sector strategy and NRM/agriculture strategic objective was not formulated. This task remains to be done by the two working groups in concert. As is already well understood by both groups, the complexity and unpredictability of private sector trade makes incorporation of agribusiness as a cross-cutting issue difficult. As was the case in designing an appropriate and realistic private sector strategy, caution must be exerted in introducing the NRM component into the agribusiness area. Critical assumptions about "what else?" and "who else?" are necessary to justify expected results; manageable interest must be accounted for; and "how" the objective is to be realized has to be considered with great care.

NEXT STEPS IN IMPLEMENTING MONITORING AND EVALUATION SYSTEM

A. Further Development of Performance Monitoring

First, USAID/Cameroon should review the present report and make any final revisions to program goal, sub-goals, strategic objectives and targets, as it sees fit. Next, it should review and select the appropriate performance indicators for each of the program goal, sub-goals, strategic objectives, and targets program outputs. Where it feels additional indicators should be developed, that, too should be done.

After confirming the conceptualization and structure of the objective tree, the Mission should begin the implementation process in earnest. The following steps are suggested to guide the implementation strategy:

- Review and discuss the selected Strategic Objectives and their associated Performance indicators with appropriate government agencies, NGOs, PVOs and other cooperating agencies and contractors to ensure acceptability of targets and indicators and feasibility of reporting schedules.
- Identify data sources. In some cases, individual USAID projects will generate the necessary data; in other cases, national data may suffice. But for some indicators obtaining data will require additional work. If the data collection effort is very expensive, consideration should be given to alternative indicators. Once the cost of data collection has been determined, begin preparation for those indicators that require special studies.
- Begin establishing baseline data for each indicator. If no baseline exists, the first measurement of the indicator would constitute the baseline. If the indicator does not lend itself to measurement in some form on a regular basis, then the indicator should be eliminated.
- Establish quantified levels to be achieved annually (targets) for each strategic objective performance indicator, as this will serve as a guide to monitoring performance over the life of the Concept Paper as well as the period of the medium and high options.
- The data sets that each technical office will need to develop and maintain in order to report on the selected performance indicators need to be identified clearly by office and by strategic objective and target.
- The methodology and process for aggregating data upward from project and program sub-target to the strategic objectives should be defined and established. The collection, analysis and organization of the data needed for internal management and external reporting should be identified and reporting

formats, including sample tables, should be designed in advance to facilitate data presentation for ongoing management review and preparation of reports for AID/W.

- The methodology and process for gathering data on program and project outputs should, where applicable, identify gender-specific indicators. Gender-specific data should be updated periodically and should be part of the Mission's report.

USAID has various options available for carrying out the above tasks. Requisite Washington staff may be able to provide further assistance. Or USAID could employ a contractor to carry out the activities with, of course, the active participation of USAID itself. Or USAID could use its own staff and the services of contractors presently employed on various projects.

B. Assignment of Responsibilities

At present, it is not clear which individuals in the Mission have specific monitoring and reporting responsibilities for individual projects and non-project activities. It is suggested that USAID adopt (with revisions it deems appropriate) the strategic objectives and their supporting program targets as its principal vehicle for monitoring and reporting on its overall program.

At the program target level, monitoring tasks may be delegated to some extent to contractors, and cooperating agencies but project managers should be responsible for ensuring that it is done.

The development of a comprehensive data monitoring plan tied to reporting and decision making needs would appear to be an early priority. The mission may decide that additional human resources are needed to operate the system.

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ANNEXES

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Annex 1

LIST OF STRATEGIC OBJECTIVE WORKING GROUPS

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Annex 1

LIST OF STRATEGIC OBJECTIVE WORKING GROUPS

Private Sector/Agribusiness

Chair: EAPRI, Kifle Negash

Members: EAPRI, Dan Moore
EAPRI, Rostand Longang
ARD, John McMahon
PMPD, David Kaptouom
RCO, John May
CONT, Pat Jacobs

Agriculture and Natural Resources

Chair: ARD, John McMahon

Members: ARD, Elzadia Washington
EXO, Paul Guild
PMPD, David Kaptouom
EAPRI, Francois Vezina
ARD, Ambe Augustine Tanifum

Health

Chair: Derek Singer

Members: Richard Greene
Bess McDavid
Pat Jacobs
Jean Bangob
Thomas Crawford

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Annex 2

OBJECTIVE TREE TERMINOLOGY

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ANNEX 2 OBJECTIVE TREE TERMINOLOGY

PROGRAM: The entire range of development activities-- projects, non-project assistance, policy reform, and other activities -- aimed at achieving a strategic objective.

STRATEGIC OBJECTIVE: The highest level development result that a Mission (or other operating unit) feels is within its overall manageable interest -- that it can materially affect and for which it is willing to be held accountable.

PERFORMANCE INDICATORS: Dimensions or scales to measure program results against objectives.

PROGRAM ACTIVITIES: The inputs provided to produce targets that, in turn, contribute to achieving the Strategic Objective.

TARGETS: Represent lower than strategic objective outcomes that contribute to the achievement of one or more strategic objectives. A Mission's objective tree (or Program Logframe) can include several levels of targets, which reflect the results of various project, non-project, policy reform, or other development interventions.

TARGET INDICATORS: Criteria for determining or calibrating progress in the attainment of Targets.

PERFORMANCE STANDARDS: Degree or amount of expected change is an indicator over a designated time period.

PROGRAM GOALS AND SUBGOALS: The higher order and longer-term goals to which the Mission's programs contribute.

OTHER ACTIVITIES: Activities that fall outside a Mission's core strategic objectives, but which a Mission pursues for particular political, historical, or practical reasons, or as experimental efforts. The other activities generally represent a relatively small portion of a Mission's portfolio.

CROSS-CUTTING ISSUE: An issue of programmatic or policy concern that permeates an AID field Mission's portfolio and warrants unified planning and monitoring but which does not constitute a separate strategic objective.

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Annex 3

PROJECT PIPELINES

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BUREAU FOR AFRICA
OFFICE OF CENTRAL/COASTAL WEST AFRICA
FY 1993 CP

AS OF: 30 OCT 92

CAMEROON (631)		(\$000)		
PROJECT NUMBER	PROJECT TITLE	ACTUAL FY 1992	PROPOSED FY 1993 (FY 94 ABS)	REVISED FY1993
DFA				
631-0052	Nat'l Cereals Research Extension	0	2,000	2,000
631-0056	MCH/CS	3,700	0	0
631-0058	Tropical Roots & Tubers	3,177	0	0
631-0059	Ag Policy & Planning	1,100	1,800	1,800
631-0066	Ag Education II	2,623	1,800	1,800
631-0068	PRAMS I (NPA)	3,500	0	0
631-0081	Natural Resource Management	0	1,500	1,500
631-0082	PREPS (PA)	500	0	600 *
631-0083	PRAMS I (PA)	2,500	0	0
631-0084	National Family Health	3,350	2,550	2,550
631-0085	PRAMS II (PA)	0	1,000	875
631-0086	PRAMS II (NPA)	0	3,000	3,000
631-0090	MCH/CS II	0	5,000	5,000
631-0510	PD & S	350	350	350
	SUBTOTAL	20,800	19,000	19,475
OYB TRANSFERS/BUY-INS				
698-0463	HRDA	400	400	525
936-5554	Conservation of Biological Diversity	25	0	150 **
936-5556	Forest Resources Mgmt. II	75	0	0
936-5969	PRITECH II	250	300	0
936-5972	HIV/AIDS Prevention	250	300	600
936-0244	OICI II	2,200	0	0
	TOTAL TRANSFERS/BUY INS	3,200	1,000	1,275
	GRAND DFA TOTAL	24,000	20,000	20,750

* Reob of 517 DFA carry-over for pilot agribusiness initiatives - \$600,000
 ** Reob of 517 DFA carry-over for Korup research activities - 150,000
 Total 517 DFA carry-over available for FY 1993 - \$750,000

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USAID/Cameroon: Currently Active and Planned Projects

		ProAg	PACD	82	83	84	85	86	87	88	89	90	91	92	93	94	95	96	97	98	99	00
0023	N. Cameroon Seed Multiplication II	07/15/82	03/28/92																			
0031	Agricultural Education	07/15/82	03/31/92																			
0067	Health Constraints to Rural Prod	08/22/83	08/21/93																			
0510	Program Development & Support	01/10/85	09/30/95																			
0052	Nat'l Cereals Research & Extn II	02/23/85	02/22/95																			
0058	Tropical Roots & Tubers Research	08/29/86	12/31/94																			
0057	Credit Union Support	09/01/86	08/31/92																			
0056	Maternal Child Health	08/10/87	10/31/93																			
0602	FSSRP (631-0064)	09/29/87	09/30/92																			
0063	Fertilizer Sub-Sector Reform	09/29/87	09/30/94																			
0601	FSSRP (631-0064)	09/29/87	09/30/92																			
0059	Agricultural Policy & Planning	09/29/88	09/30/93																			
0072	Reform of Health Dev Systems	08/01/90	07/31/93																			
0074	Reform in Export Processing (NPA)	08/30/90	12/31/95																			
0068	Reform of Ag Mktg Sector (NPA)	08/30/90	09/30/94																			
0603	PRAMS I (631-0068)	08/30/90	09/30/94																			
0604	PREPS (631-0074)	08/30/90	12/31/95																			
0082	PREPS	08/30/90	12/31/95																			
0083	Reform of Ag Mktg Systems (TA)	08/31/90	09/30/94																			
0066	Agriculture Education II	04/29/91	05/01/97																			
0091	Cameroon River Blindness	08/15/91	09/30/93																			
0084	National Family Health	08/29/91	12/31/96																			
0081	Natural Resources Management	TBD	TBD																			
0086	PRAMS II	TBD	TBD																			
0090	Maternal-Child Health II	TBD	TBD																			

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USAID/Cameroon PO&B Report
Data as of 9/30/92

Number	Title	ProAg	PACD	LOF	Oblig	Expend	Pipe	Mort	Years Gone	Years Left	Total Years	IAE	AAE	Diff	% Var	PP
631-0052	NCRE Phase II	02/23/85	02/22/95	39,027	34,691	27,196	7,495	4,337	7.7	2.3	10.0	3,468	3,523	55	1.6	1.2
631-0056	Maternal Child Health	08/10/87	10/31/93	11,500	11,500	8,277	3,223	0	5.3	1.0	6.2	1,846	1,574	(272)	(14.7)	(12.4)
631-0057	Credit Union Dev II	09/01/86	08/31/92	3,200	3,157	3,030	127	43	6.2	(0.2)	6.0	526	489	(37)	(7.1)	(7.3)
631-0058	Tropic Roots & Tuber Research	08/29/86	12/31/94	9,239	9,239	7,737	1,502	0	6.2	2.1	8.3	1,107	1,246	139	12.6	9.4
631-0059	Agric Policy & Planning	09/29/88	09/30/93	12,000	9,200	7,313	1,887	2,800	4.1	0.9	5.0	1,838	1,775	(63)	(3.4)	(2.8)
631-0063	Fertilizer Subsector Reform (PA)	09/29/87	09/30/94	3,000	1,500	1,192	760	1,500	5.1	1.9	7.0	214	233	19	8.7	6.3
631-0064	Fertilizer Subsector Reform (NPA)	09/29/87	09/30/94	17,000	13,500	10,000	760	3,500	5.1	1.9	7.0	1,926	1,952	26	1.3	1.0
631-0066	Agric Education II	04/29/91	12/31/97	15,000	4,623	409	4,214	10,377	1.5	5.1	6.7	692	266	(426)	(61.6)	(14.2)
631-0067	Hlth Constraints to Rural Prod	08/22/83	08/21/93	8,133	8,133	7,938	195	(0)	9.2	0.8	10.0	813	860	47	5.8	5.4
631-0068	Reform of Ag Marketing I (NPA)	08/31/90	09/30/94	18,000	18,000	14,500	3,500	0	2.2	1.9	4.1	4,406	6,593	2,187	49.6	26.7
631-0072	Reform of Hlth Deliv Systems	08/01/90	07/31/93	2,600	2,600	1,829	771	0	2.3	0.7	3.0	867	802	(65)	(7.5)	(5.7)
631-0074	Reform of Export Processing (NPA)	08/30/90	12/31/95	3,100	3,100	1,300	1,800	0	2.2	3.1	5.3	581	590	10	1.7	0.7
631-0082	Reform of Export Processing (PA)	08/30/90	12/31/95	3,560	3,560	824	2,736	0	2.2	3.1	5.3	667	374	(293)	(43.9)	(18.1)
631-0083	Reform of Ag Marketing I (PA)	08/31/90	09/30/94	5,500	5,500	1,710	3,790	0	2.2	1.9	4.1	1,346	778	(569)	(42.2)	(22.7)
631-0084	National Family Health	08/29/91	12/31/96	8,050	5,500	609	4,891	2,550	1.2	4.1	5.3	1,029	506	(523)	(50.8)	(11.5)
631-0091	Cameroon River Blindness	08/15/91	09/30/93	423	423	137	287	0	1.2	0.9	2.1	199	110	(89)	(44.8)	(26.1)
631-0510	Prog Dev & Support	01/10/85	09/30/95	0	3,569	2,915	654	0	7.8	2.9	10.7	333	372	39	11.7	8.6
698-0421.31	African Child Survival	09/28/88	12/31/91	750	895	860	35	(145)	4.1	(0.9)	3.3	275	209	(66)	(24.1)	(30.4)
698-0438.31	Private Enterprise Fund	01/01/89	09/30/94	816	811	361	450	5	3.9	1.9	5.7	141	93	(48)	(33.8)	(22.7)
698-0462.31	Family Health Initiatives II	08/26/88	08/31/94	1,200	1,200	1,199	1	0	4.2	1.8	6.0	199	285	85	42.7	29.9
698-0463.31	Human Resources Development	08/26/88	09/30/95	1,200	1,900	1,283	617	(700)	4.2	2.9	7.1	268	305	37	13.8	8.2
698-0474.31	HIV/AIDS Prevention	05/20/88	09/30/93	450	700	700	0	(250)	4.5	0.9	5.4	130	156	26	19.8	16.5
698-0483.31	Health and Human Resources	09/15/92	01/31/93	25	25	0	25	0	0.2	0.2	0.4	66	0	(66)	(100.0)	(41.1)
698-0510.31	PD&S Local Cost Support	10/01/85	09/30/90	171	171	171	0	0	7.1	(2.1)	5.0	34	24	(10)	(29.7)	(42.3)
698-0541.31	Democracy & Human Rights	09/16/91	06/30/93	100	100	64	36	0	1.2	0.6	1.8	56	55	(1)	(0.9)	(0.6)
936-5600	Innovative Scientific Research	10/01/91	09/30/93	56	56	53	3	0	1.1	0.9	2.0	28	47	19	68.6	38.2
Total				164,100	143,652	101,605	39,759	24,017	102.3	40.7	143.0	23,055	23,217	161	0.7	0.5

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Annex 4
SCOPE OF WORK

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13 November 1992

Draft Scope of Work

USAID/Cameroon PRISM TDY -- Phase I

Purpose The Phase I PRISM TDY will support USAID/Cameroon in reviewing and, where necessary, refining its strategic objectives and program level targets. It will also support the Mission's development of appropriate targets of opportunity and cross-cutting issues reflected in its programs. In addition, the TDY will assist in reviewing and, where appropriate, selecting indicators that realistically measure program and strategic impact.

TDY Team and Approach The team includes David Mutchler, REDSO/W, and John Mason, POL/CDIE--Labat-Anderson. Mutchler will be in-country from 16-20 November and Mason from 11-23 November. They will use a participatory approach in assisting strategic objective working groups to review their objectives and indicators.

Expected Outcomes A Mission-wide strategic objective tree and its rationale -- agreed to by technical offices and management -- and a preliminary set of indicators to reasonably measure the impact of each strategic objective will result from the TDY. Further, initial identification of data sources and loci of responsibility for monitoring-evaluation-reporting functions will be provided. The results of the TDY will be presented in a draft PRISM Phase I report which will be left with the Mission on departure.

Proposed Timetable

- Wednesday 11 Nov. Review of Mission progress in development of strategic plan
- Thursday, 12 Nov. Preliminary meetings with EAPRI and ARD office heads to review strategic planning status; introductory meeting with Mission Director to discuss Mission strategy and broad lines of the PRISM TDY
- Friday, 13 Nov. Preliminary meetings with leader of human resources strategic objective and coordinator of democracy and governance target of opportunity; meeting with either or both private sector or NRM strategic objective working groups to review formulations to date
- Monday, 16 --
- Wednesday, 18 Nov. Meetings with strategic objective working groups to reach closure on strategies and preliminary indicators; joint meeting of private sector and NRM working groups; midway

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review meeting with USAID Director

Thursday, 19 --
Friday, 20 Nov.

Meetings with each working group to finalize preliminary selection of indicators and to identify data sources and management responsibilities

Monday, 23 Nov.

Report-out of working groups to Mission-wide audience; completion of draft PRISM Phase I report

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Annex 5

NOTES ON STRATEGIC OBJECTIVES

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Draft
11/14/92

**Notes to the PHC Strategic Objective Working Group
(from John Mason)**

PHC Strategic Objective -- Issues and Questions on the Strategic Objective (SO), Targets and Indicators

SO As It Presently Stands

Increase(d) access to sustainable, effective and efficient primary health care

Suggestion: How about economizing SO language and picking up the details of effectiveness and efficiency in targets and indicators? How does the following sound?:

"Increased access to sustainable PHC"

Question: do you not actually expect to increase coverage, not just access? If so, why not make your SO "increased use of PHC," which already subsumes access. This suggestion actually derives from the fact that your second indicator already expresses use.

Fleshing out SO indicators

For access indicator, how about:

Percentage of population living within five kilometers of a PHC clinic (?)

For use indicator, in addition to indicator measuring # of new cases, how about:

Average # of outpatient visits to PHC clinics per family per year (?)

Target # 1: Enhanced sustainability of PHC...

In order to economize language and express the results of this target, why not simply say:

"Increased community financing and management of PHC" (?)

Fleshing out target # 1 indicators:

Your indicators seem fine; how you determine what are "essential" recurrent costs might be problematic and not worth the measurement cost of making this distinction (unless, of course, you're already measuring it.) A slight economy of language for the recurrent costs indicator might be:

"Percentage of privately-based budget allocated to recurrent

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PHC costs" (?)

A refinement of the recurrent cost issue in the form of a couple of new indicators might be something like:

"Number of illnesses with cost effective treatment protocols adopted" (?)

or

"Percentage of recurrent cost for PHC centers covered by cost recovery methods" (?)

Target # 2: Increased effectiveness of PHC by integrating...

This target seems to be one of "packaging" an integrated PHC service, no? In that sense it is not just a question of integrating functions, but of making the PHC service more "effective" and "efficient." A possible economical way of saying this is as follows:

"Increased integration of services into PHC centers" (?)

Fleshing out indicators for target # 2:

Your indicators seem fine for the purpose. The effectiveness of the integrated "package" also seems to be picked up by "use" measures as well as the cost effectiveness measures used in gauging the first target. You might want to add a specific AIDS indicator to the ones already proposed, e.g.:

"Number of pregnant women, nonpregnant women, men (by suggested age) seropositive for HIV as a proportion of the total number of these groups whose blood has been screened."

This indicator presumes that screening is to be done -- is that correct?

Target # 3: Increased efficiency of PHC...

Since it seems sustainability subsumes efficiency (if it's not efficient, muchless effective, it won't be sustainable), which is already captured in the SO, so why not try the following definition of this target:

"Strengthened PHC services management" (?)

Fleshing out indicators for target # 3:

Should your first indicator -- health information reports -- also detail the following:

"number of outlets reporting on a regular basis on family planning, child survival and cost recovery" (?)

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In addition to supervision visits and drug stock reports, should you consider some training information (or does your program not cover this)? Nevertheless, it might be useful to include a few training indicators as measures of efficiency, e.g.:

"Number of health workers who have received in-service or pre-service training in family planning, child survival and AIDS."
(?)

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Draft
11/15/92
Mason

Questions and Issues on Private Sector Strategy

General Comments and Questions on the Strategic Objective (SO)

As recognized implicitly in the formulation of your strategy, attribution to USAID of results in private sector production and productivity would be difficult. This is the case for several reasons, a few obvious ones of which are: the macro level of such results in the context of the USAID level of donor assistance funds and the general political economy conditions of the country. Thus the selection of "Improved conditions for private sector investment and trade" seems to be an eminently sensible way to go. Your recognition especially of the critical importance of policy conditions appears to be right on the mark. Thus, the targets which underpin the strategy fit well into the overall package.

Some general concerns about the strategy are as follows:

--since the program depends on specific crops, don't these need to be selected up front?

--in the absence of the free enterprise zone at least for the near or foreseeable future, how will your program function?

--because the program seems so heavily dependent on policy reform (some of which falls into the realm of or at least cross cuts with governance and democracy), is the assumption that NPA would be adequate to leverage the intended results necessary and sufficient?

--while the major thrust of your SO is "improved conditions," the necessarily **qualitative** nature of at least some of the more significant expected results is not reflected in the indicators proposed on your SO tree. Maybe the qualitative aspect is reflected in or implied in a few of the indicators (e.g., value and volume of exports and product prices), but that doesn't come through loud and clear. Why not simply track some of the important if not critical qualitative benchmarks, e.g., elimination of specific trade barriers, removal of price controls, convergence toward market-determined exchange rate?

--in the above context, if the trade policy environment were monitored at the level of the SO, wouldn't you then be able to attribute such results as the removal to barriers to trade directly to USAID?

Further treatment of indicators for both the SO and targets will be discussed in a subsequent note, as will the options matrix you've completed.

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General Comments and Questions on Targets

A few comments on the targets are as follows:

--the "improved regulatory environment" target should probably be expanded to include "policy (and regulatory) environment," since you really are looking for important policy changes, no? Or is there a sensitivity to using the term "policy"?

--because implementation of laws already in place presents such a large constraint, shouldn't implementation be self-consciously monitored?

--couldn't the "improved market information" target be logically joined with the "improved investment services" target or is it seen as having such an importance in the program as to deserve its own, stand alone target?

--although the "improved skills" target doesn't fit under any of the other targets, it doesn't seem sufficiently "high" enough to require its own target; rather it seems more like an input, though I don't know enough about the project/program to warrant further opinion.

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MEMORANDUM

Date: November 18, 1992
To: Kifle Negash, EAPRI
From: John Mason and David Mutchler, PPA Team
Subject: Progress in Defining Private Sector Strategic Objective

The purpose of this memo is to review your working group's progress to date in defining a strategic objective which is achievable, in your manageable interest and, ultimately, one you feel comfortable with. We also want to propose another meeting with your group as soon as possible.

In our first meeting (Nov.12), Tony Doggett and John Mason met with you to discuss your portfolio and strategy in general terms. On Nov.16 Mason met with you and Edgar Ariza-Nino (prior to Edgar's field trip) to discuss also in general terms the expected results of your 3 year scenario and the 5-7 year strategy. Because of the time pressure, we did not address in that second meeting constraints which your program will address nor the kinds of measures you will track. In a third meeting (Nov. 17) we addressed the issues memo prepared by Mason, drafted to raise questions about certain, critical elements of your program. In that meeting the following issues were addressed:

- commodities to be selected and/or tracked
- donor coordination in the private sector
- scope of trade (internal, regional, int'l)
- relief of critical constraints (and need for a constraints analysis)
- traditional vs. non-traditional exports
- the role of an export/tax-free zone
- role of and sequencing of NPA
- importance of market management organization
- flexible, rolling design of private sector program
- link with NRM strategy, specifically forestry
- idea of focussing geographically vs. nationwide approach

On 18 Nov. we had our fourth meeting to review your objective tree. First, we broke out trade and investment separately and reviewed the constraints to achievement of each. We also looked at what is in your manageable interest as far as each is concerned. We also looked at the constraints to establishing the necessary and sufficient conditions for achieving them. For the investment objective, we identified the following constraints:

- regulatory/legal
- political instability
- banking
- general lack of competitiveness stemming from overvalued exchange rate, hi labor cost, low labor productivity, hi

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cost of transportation, lack of infrastructure

Political instability and overvalued exchange rates were considered beyond the scope of effective Mission action, making the choice of investment promotion as a strategic objective problematic. It was suggested that many of these constraints could be addressed perhaps by focusing investment promotion within the context of an EPZ regime.

Our review of trade promotion distinguished among three principal types of trade: regional, extra-regional, and domestic. Constraints identified for trade in general involved:

- transportation costs
- transaction costs, including formal/informal taxation, lack of market information, excessive government regulation, low value-added, lack of storage facilities and other infrastructure, unreliable supply of raw materials and other inputs, lack of credit and financial services, as well as similar competitiveness problems facing investment, low level of private investment

In addition, with respect to trade promotion, the lack of market organization and management was noted as an important constraint along with the lack of financial services.

Given the broad range of constraints, many of which the Mission can not adequately address, it was suggested that the Mission focus its efforts of trade promotion and development in specific geographic areas. Even with such a geographic focus, some of these constraints will still require national level of policy reform an/or resource allocation.

The time frame to be used in developing a strategy should encompass a) a 5-7 year period, roughly from FY'94 to year 2,000 as well as b) the shorter term, FY'94 through '96, with targets adjusted accordingly.

What we would like is for you to:

- review this list of constraints to a) trade and b) investment
- reformulate them if needed and add others as you see fit
- indicate how the Mission would address these under each of the 3 strategic scenarios (lo, medium, hi)

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For your reference we suggest you might want to consult the matrices devised for the PHC and NRM strategies so that your matrix is consistent with those both in format and level of specificity with respect to targets and indicators under each of the three scenarios (lo, medium hi).

Finally, we would like to have another working group session. We suggest substituting the joint PS/NRM meeting already scheduled for Thursday at 2:30 with the proposed private sector meeting.

Distrib.: PS Working Group

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11/15/92
Draft--Mason

Brief Notes on Strategic Objective # 3: NRM

General impressions

SO # 3 is stated in straightforward terms; a review of its targets suggests that it contains two thrusts: improved natural resource management and improved environmental quality. As a basis for devising performance indicators, SO 3 fits well into the Africa Bureau five-level logical framework. It is ambitious in that it seems to broach the five levels, from Level I: "actions that establish conditions" (e.g., institutional & policy change) all the way to Level V: "sustainable increases in productivity, income, and other national development goals." Your SO also reflects the concern that in achieving higher level goals, such as productivity and income, a key step is promoting changes in peoples' practices in managing their environments and resources.

Issues and Questions on SO 3

--On your options -- lo, med. hi -- it's not clear, for example, that you can still achieve, e.g., increased income (indicator # 3) under the lo option.

--Is this a national level SO, that is, are the results occurring nationwide or in specified, target areas?

--Can you easily sort out what USAID is doing from other donors (or government)?

--How much does unequal land ownership or common property ownership distort your measures (e.g., # of adopters) or are they mostly in hectares?

--Isn't your SO at least partly contingent on the passage of legislation stumpage fees? Isn't that a "critical assumption?" What if that doesn't happen? Shouldn't that be a specific target, unless it's implicit in target # 4, which I don't believe it is, which is critical to achieving the intended result expressed in your SO?

--What about the role of the French in forests? Is that a constraint? If so, what kinds of "critical assumptions" about their role need to be made if you are to achieve the intended result?

--Have you really thought through the full range efforts in the policy impact arena necessary to achieve your result? For example, have you considered in sufficient detail the following:

- actions that establish policy conditions
- conditions that contribute to increased efficiency?

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Indicators for the SO

Indicators for the SO are referred to by the numbers used in your options matrix.

--# 5 -- what is the measure of increased public awareness? Is it coverage through national media or something like that?

--# 6 -- though disaggregation for gender is appropriate, how do you intend to measure the "lessened workload of women"?

--# 7 -- why not just measure "partnership" rather than "effective partners," since getting at effectiveness may not be worth the effort unless there's a shortcut to it?

--# 8 -- if "capability" means simply that the GRC is carrying out EIAs, etc., then that's fine; if it means coming up with some measure of capability rather than just counting how many they've done, that might just pose more work than you've bargained for.

--General -- I'd suggest reducing, where you feel its advisable, the number of indicators. I've counted 38 indicators for your SO and 6 targets; that's a lot to account for, no?

Targets 1-6

These seem to be very well thought out, including most of the indicators.

On target # 4, does the wording of this imply that **implementation** by GRC is necessary to getting the right policies and planning? Also for this particular target, are you intending any training in order to support this seemingly highly important outcome? Although training may appear to be an input for most other purposes, here it is probably a reasonably critical outcome in need of monitoring and reporting on.

Otherwise, it seems that on your targets the picture has been carefully considered.

Final Considerations

This SO looks straightforward and thereby achievable **as it is stated**, though it appears to be a full 5-7 year effort at least for the full impact of the objective to be achieved. Do you intend the SO as a 5-7+ year effort, which would reflect the medium or high option time frame? Or, if it's a low option or approximately three year time frame, it would no longer be "strategic" and would thus consist of only some of the targets and the expected results of some of those would even probably have to be stated somewhat more "modestly," no?

Another concern is that the entire package looks very labor intensive and dependent on GRC and NGOs. I realize your

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project/program has not been designed yet, so much of this is somewhat conjectural. Nevertheless, if you intend to follow in broad terms the framework of the options matrix, I draw your attention to the above issues.

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