



Combined Project Information Documents / Integrated Safeguards Datasheet (PID/ISDS)

Appraisal Stage | Date Prepared/Updated: 14-Nov-2018 | Report No: PIDISDSA25156



BASIC INFORMATION

A. Basic Project Data

Country Cameroon	Project ID P164117	Project Name Skills Development for Growth Project	Parent Project ID (if any)
Region AFRICA	Estimated Appraisal Date 14-Jan-2019	Estimated Board Date 07-Mar-2019	Practice Area (Lead) Education
Financing Instrument Investment Project Financing	Borrower(s) Cameroon Ministry of Economy, Planning and Regional Development (MINEPAT)	Implementing Agency MINEFOP	

Proposed Development Objective(s)

To improve the quality and relevance of and increase access to skills development programs in selected economic sectors

Components

Improving Quality and Relevance of Skills Development Programs and Strengthening Institutional Capacity of Skills Development System
 Expand Equitable Access to Skills Development Programs in Selected Economic Sectors
 Project Management, Coordination, Monitoring and Evaluation, and Technical Assistance

PROJECT FINANCING DATA (US\$, Millions)

SUMMARY

Total Project Cost	50.00
Total Financing	50.00
of which IBRD/IDA	50.00
Financing Gap	0.00

DETAILS

World Bank Group Financing



International Development Association (IDA)	50.00
IDA Credit	50.00

Environmental Assessment Category

B-Partial Assessment

Decision

The review did authorize the team to appraise and negotiate

Other Decision (as needed)

B. Introduction and Context

Country Context

1. **Cameroon is a lower middle-income country with a population of about 23 million and Gross Domestic Product (GDP) per capita of US\$1,033 in 2016.** Between 2006 and 2012, the country experienced modest annual average economic growth of 3.3 percent, which accelerated to 5.8 percent, on average, between 2013 and 2015. However, in 2016 growth slowed to 4.5 percent due to declining crude oil prices, a global slowing of commodities prices, and cross-border insecurity in the North and East regions of Cameroon. These growth trends will not allow Cameroon to achieve its objective of becoming a middle-income country, an aspiration formulated in the Growth and Employment Strategic Paper (*Document de Stratégie pour la Croissance and l'Emploi—DSCE*); nor is current growth necessarily sustainable. Cameroon's debt levels have increased markedly and in November 2015, a Debt Sustainability Analysis prepared by the International Monetary Fund and the World Bank put the country at high risk of debt distress.

2. **Growth is mainly driven by the service sector, along with exports of mainly unprocessed products and a narrow range of low-complexity goods.** Between 2010 and 2013, the service sector was the main contributor to growth, accounting for 2.3 percentage of GDP growth. It contributed 1.8 percent to GDP growth in 2015, and 2.3 percent in 2016.¹ The raw materials production and manufacturing sectors each contributed 0.9 percent between 2010 and 2013. Over the period 2010–2013, five export products accounted for 75 percent of export value: crude petroleum (39 percent), refined petroleum (11 percent), sawn and rough wood (10.5 percent), cocoa beans (8.3 percent), and bananas (4.9 percent). Other main exports are raw cotton, natural rubber, unwrought aluminum, and coffee.

3. **The country's economic structure is quite embryonic, characterized by young, small firms, a highly dominant tertiary sector, and geographic concentration.** According to the 2009 General Enterprise Census, there were nearly 94,000 active enterprises, 95 percent of which were very small production units. In addition, nearly 60 percent of these enterprises were concentrated in Yaoundé and Douala, the country's administrative capital and the largest port city, respectively. Companies were very young, with 81 percent created in the last 10 years. Moreover, 86.5 percent of companies listed were in the services sector, followed by the manufacturing

¹ National Accounts 2016, NIS-August 2017.



sector (13.1 percent) and the raw materials production sector (0.4 percent). Finally, in 2009, the tertiary sector created the most employment, with 68 percent of the employees, accounting for almost 262,000 jobs. The trade sector, however, had the largest number of employees.

4. **Cameroon's economic growth over the last decade has not been accompanied by a significant reduction in poverty and inequality.** Between 2001 and 2007, the incidence of poverty stagnated at 40 percent, and only marginally declined to 37.5 percent by 2014. However, due to population growth, the number of people classified as poor increased in absolute terms from 6.2 million in 2001 to 7.1 in 2007, and further to 8.1 million in 2014. The incidence of poverty in 2014 was higher in rural areas (56.8 percent) compared to urban areas (8.9 percent). There are also substantial regional differences in the incidence of poverty, with a relatively higher incidence of poverty concentrated in the regions of the Far North and the North, and a relatively low incidence in Douala and Yaoundé. Between 2007 and 2014, the Gini coefficient rose from 0.39 to 0.44, reflecting an increase in inequality. The country's Systematic Country Diagnostic,² undertaken in 2016, highlights that education and training are critical for boosting economic growth and reducing poverty over shorter and longer terms.

5. **Cameroon's economy is predominantly informal, generally uncompetitive, and rapidly urbanizing.** The majority of jobs (90 percent) were in the informal sector in 2013. The formal sector is largely located in Yaoundé and Douala and is highly concentrated, with less than 1 percent of registered firms generating 68 percent of total revenue of registered firms. In 2016–2017, the country was ranked low (119 of 138 countries) on the Global Competitiveness Index, largely as a consequence of poor infrastructure, weak education and training, and poor technological readiness. Almost one-half of the population (47 percent, or 11 million people) currently resides in rural areas. By 2030, the number of individuals living in rural areas is expected to increase by approximately 2 million, and the number of urban dwellers by 8 million.³

6. **The labor market is characterized by relatively high labor force participation, low average unemployment, but high underemployment and the predominance of the informal sector.** Labor force participation in Cameroon is relatively high at 72.1 percent and unemployment⁴ is low at 4 percent (2014). Labor force participation and employment are higher in rural areas than in urban areas as most rural populations are engaged in low-productivity subsistence agriculture. Underemployment is high and increased from 71.1 percent in 2007 to 79 percent in 2014.⁵

7. **Between 2012 and 2017, the Human Capital Index (HCI)⁶ value for Cameroon decreased from 0.41 to 0.39, which is slightly lower than an average for Sub-Saharan countries and for lower middle-countries in 2017.** One of the main factors contributing to this ranking is education. Children in Cameroon, who start at age 4, can expect to complete 9.1 years of preprimary, primary and secondary school by age 18. Students in

² World Bank. 2016. Cameroon - Priorities for ending poverty and boosting shared prosperity: systematic country diagnostic (English). Washington, D.C.: World Bank Group.

³ World Bank. 2016. Cameroon - Priorities for ending poverty and boosting shared prosperity: systematic country diagnostic (English). Washington, D.C.: World Bank Group.

⁴ Unemployment rate is defined as percent of labor force which was employed for at least one hour in the past week.

⁵ Cameroon Household Survey 2014 and Employment and Informal Sector Survey 2010.

⁶ The HCI measures the amount of human capital that a child born today can expect to attain by age 18. It conveys the productivity of the next generation of workers compared to a benchmark of complete education and full health. It is constructed for 157 countries. It is made up of five indicators: the probability of survival to age five, a child's expected years of schooling, harmonized test scores as a measure of quality of learning, adult survival rate (fraction of 15-year olds that will survive to age 60), and the proportion of children who are not stunted.



Cameroon score 379 on a scale where 625 represents advanced attainment and 300 represents minimum attainment. However, when years of schooling are adjusted for quality of learning, this is only equivalent to 5.5 years: a learning gap of 3.6 years. The HCI for girls is lower than that for girls on all HCI components.

8. **Youth (ages 15 to 34) account for 80 percent of the country's unemployed.** Youth unemployment is high and rising, particularly among the most educated. The unemployment rate among youth in urban areas is 11 percent, rising to 22 percent among the most educated.⁷ This may be because youth—particularly educated youth—are not willing to take jobs in the informal sector, as such jobs might not pay a sufficient, regular (or any) salary, or because of lack for job-relevant skills⁸ which required by the labor market. Furthermore, while less-educated workers tend to be absorbed by low-skilled informal markets, more-educated youth have a hard time finding jobs because of the small size of the formal labor market, and due to the fact that their knowledge and skills obtained in the education and training system tend to be more theoretical and with limited relevance to labor market needs. Another explanation of the observed mismatch is the limited availability of job-related information. As population growth continues to be strong, Cameroon has the potential to reap a significant demographic dividend if its youth are adequately skilled.

9. **The current skills level of the workforce, however, is insufficient to support Cameroon's ambition to transform its economy to middle-income status by 2035.** The labor force, in general, has a low level of education with nearly half of the working-age population (48 percent) having completed only primary education. In 2014, an estimated 18 percent of youth (and 30 percent of rural youth) were illiterate. Lack of a skilled labor force hinders firm productivity in Cameroon, and employers frequently cite the lack of skilled labor as a key challenge to firm growth, particularly in the chemical, metallurgical, infrastructure, public works, finance, and telecommunications industries.⁹ Often, international enterprises engaged in large infrastructure projects in Cameroon (such as hydroelectric dams and mining) outsource scientific and professional staff for both high-skilled and mid-level technical positions.

10. **Cameroon faces significant challenges, including border tensions, a massive influx of refugees, and a severe political crisis in anglophones areas.** These challenges, combined with a lack of jobs and high poverty rates in these regions, limit youth opportunities – often they can only engage in informal employment and underemployment, and are at a potential risk of radicalization and recruitment in armed groups.¹⁰ The situation is particularly severe in Lake Chad region, which is one the poorest in the world. This area, comprising parts of Cameroon, Chad, Nigeria and Niger faces high demographic growth and significant vulnerability to climate change, associated with socio-political tensions who turned to an endemic conflict since 2014 (Boko Haram crisis).¹¹

11. **Cameroon's presidential election was held in October 2018.** The incumbent president was declared winner of the presidential election with 71 percent of the votes, extending his 36-year rule over the country. Changes in the Government have been announced and are expected to take place in the near future.

⁷ The narrow unemployment rate among the labor force aged 15-64 averaged 3.3 in 2007 and 4.0 percent in 2014, and 4.5 and 5.8 percent among youth in 2007 and 2014, respectively. The broader measure of unemployment, which includes those who are inactive but would accept a job if offered one, averaged 3 percentage points higher.

⁸ Job-relevant skills are defined as a set of skills comprising of technical skills necessary for performing job-related tasks and socio-emotional skill, including ability to work in teams, reliability, communication skills, big-five socio-emotional skills (conscientiousness, openness, agreeableness, extraversion, and confidence).

⁹ MINPAT June 2014.

¹⁰ MINEPAT. 2018. "Recovery and Peace Consolidation Strategy for Northern and East Cameroon 2018-2022".

¹¹ AFD. 2018. The Lake Chad Region and Boko haram. Géraud Magrin and Marc-Antoine Pérouse de Montclos



Sectoral and Institutional Context

Overview of education and training system

12. **The education and training system in Cameroon is complex and consists of two parallel subsystems: francophone and anglophone.** Preschool is composed of two to three years of education (from the age of 3–4 years). Primary education, which is compulsory, is composed of six years of education, starting from the age of 6. Secondary education is divided in two levels: (1) lower secondary (four years of education in the francophone and five years in the anglophone subsystem, respectively); and (2) upper secondary (three years in the francophone subsystem and two years in the anglophone subsystem). Secondary education in the francophone subsystem is further divided into general and technical secondary education. Tertiary education is composed of universities and professional and post-secondary vocational training institutions. In 2015,¹² enrollment in education in Cameroon was as follows: primary education—4.4 million students (63.0 percent of total education enrollment); secondary education—2.2 million students (31.4 percent of total school enrollment); professional and vocational training—44,000 students (0.6 percent of total school enrollment), and higher education—350,000 students (5.0 percent of total school enrollment).

13. **The francophone and anglophone subsystems progress in parallel from preschool to the end of secondary school, with roughly 75 percent of students enrolled in the francophone subsystem and 25 percent in the anglophone subsystem.** While the subsystems coexist around the country, the majority of anglophone schools are in the two anglophone regions and the majority of francophone schools in the eight francophone regions. At the tertiary level, the two parallel sub-systems are consolidated into one system, although tertiary educational institutions adopt different academic cultures¹³ based on the language of instruction. Four ministries are directly responsible for the education sector: the Ministry of Basic Education (Ministère de de l'Éducation de Base - MINEDUB), the Ministry of Secondary Education (Ministère des Enseignements Secondaires- MINESEC), the Ministry of Professional and Vocational Training (Ministère de l'Emploi et de la Formation Professionnelle - MINEFOP), and the Ministry of Higher Education (Ministère de l'Enseignement Supérieur - MINESUP).

14. **The demand for job-relevant is growing in Cameroon as the country is trying to reach middle-income status as laid out in its guiding strategic document – Vision 2035.** Cameroon has made progress in increasing enrollment in primary and secondary education over the past decade, thereby increasing the supply of workers with foundational skills. However, in order to achieve the goals of *Vision 2035* and to become a middle-income country, the country needs to address the increasing demands for a labor force with job-specific skills, especially at the level of mid-level technicians. These types of skills are typically imparted at the technical and vocational education and training (TVET) level.

15. **In Cameroon, the TVET system includes a technical and vocational stream in secondary education, vocational training (outside secondary education), and higher technical education:**

- a. **Technical and vocational secondary education (or secondary TVET) is the responsibility of MINESEC.**
The technical and vocational stream covers lower (4 years) and upper-secondary secondary (3 years)

¹² Statistical Yearbook for Secondary Education (2015–2016), Employment and Vocational Training & Vocational Training and Guidance Department (2016) and Higher Education (2015).

¹³ For historical reasons, francophone systems are influenced by the French/francophone university model, and anglophone by the British/American model.



education and enrolled approximately 22 percent (477,192)¹⁴ of secondary students in 2015-16. More than half of all students in secondary TVET enroll in three areas – accounting and management, information science, and construction. Offering TVET courses requires workshops and equipment, for example mechanical, electrical trades or carpentry, however, these are in limited supply.

- b. **Vocational training (provided outside secondary education) is mainly offered by the MINEFOP.** In 2014,¹⁵ there were 850 public and private (fee-paying) training centers, which enrolled approximately 37,000 students. While MINEFOP is a major provider of vocational and professional training, multiple ministries are involved in delivery of these types of programs, for example, MINADER, MINPOSTEL, MINJEC and others. There are several types of training centers under MINEFOP, including *Section Artisanale Rurale/Section Ménagère (SAR/SM)*, *Centre de Formation Professionnelle (CFP)*, and *Centre de Formation Professionnelle d'Excellence (CFPE)*. SAR/SM typically provide the lowest level of skills for rural populations and have the weakest links with industry, while CFPs and CFPEs relationships with the labor market are stronger. The private sector plays a dominant role in the provision of this type of training, operating 76 percent of all centers and accounting for 63 percent of enrollment. While these centers provide a relatively wide variety of training, the courses offered are mostly tailored to social demand and non-capital-intensive trades, for example, accounting and management, business and secretarial studies, computer sciences, and others.
- c. **Higher technical education is under the purview of the MINESUP.** In 2015, approximately 350,000 students were enrolled in higher education institutions, of which only 6 percent were enrolled in technical fields (and 94 percent in traditional academic fields). The majority of students in technical fields were enrolled in institutions providing two-year, higher technical education degrees¹⁶ (BTS/HND/DUT/DSEP). In the entire country, there is only one Department of Engineering and Technology and one Department of Agriculture, both at the University of Buea.

Challenges facing Cameroon's skills development system

16. **Some of the key challenges facing Cameroon's skills development system include:** (a) poor quality and limited relevance of skills development programs, especially in the key economic sectors sectors;¹⁷ (b) limited access, especially to mid-level skills training programs in the key economic sectors; (c) weak management and governance, including poor sector coordination, planning, and monitoring and evaluation (M&E), and (d) inadequate resources and limited internal inefficiency. The skills development system is largely supply driven and not flexible enough to respond to emerging needs of the labor markets.

- a. **Poor quality and limited relevance of skills development programs, especially in the key economic sectors:** First, graduates of training programs have limited knowledge on use of new technologies and digital skills. According to the 2016 World Bank policy note on skills,¹⁸ most employers are not satisfied with the quality of graduates from the TVET system. Dissatisfaction with skills level is particularly acute for TVET graduates in the agriculture, wood, construction, and cotton/textile industries. Limited collaboration between TVET providers and employers limits the input of the

¹⁴ Statistical Yearbook 2015–2016 for Ministry of Secondary Education.

¹⁵ Statistical Yearbook 2014 for Employment and Vocational Training.

¹⁶ BTS= Advanced Technician Certificate; HND= High National Diploma; DUT= Diplôme d'Etude Technique; DSEP= Diplôme supérieur d'études professionnelles; IUT Institut Universitaire de Technologie.

¹⁷ Priority Sector are sectors identified by the Government as having the greatest potential to drive economic growth and employment

¹⁸ World Bank. 2016. "Cameroon: Skills for jobs and economic diversification.", World Bank, Washington, DC



private sector in the design of programs and constrains opportunities for practical training and job placement. For example, SAR/SM training centers focus on three traditional areas: masonry and carpentry for men, and home economics for women. CFPs and CFPEs offer more technical trades and have closer links to the industries (**Error! Reference source not found.**). Additionally, the majority of training programs both in MINEFOP and MINESEC employ a traditional syllabus-based approach that focuses on the trainees meeting the input requirement of the course and passing the exam. Only few follow competency-based approach, which uses competency-based training packages which are demand-based and designed to fit job requirements; they ultimately reflect the expectations of employers and increase the employability of graduates. As a result, students do not develop practical competencies required for by labor markets. Further, the quality of skills development programs is limited due to a lack of learning materials, poor infrastructure/facilities, and low qualifications and limited industry exposure of teaching staff. For example, at MINESEC schools 7 out of 10 private schools have electricity compared with 4 in out of 10 public schools. Only one third of all equipment in public training centers is functional. At MINEFOP, while SAR/SM provides skills training opportunities for populations across country, especially in rural areas, the infrastructure of these centers is weak, for example, only 39 percent have electricity, 4 percent are connected to the Internet, and 3 percent are equipped with libraries compared with 76, 56, and 45 percent, respectively, of private centers.

Box 1. Collaboration between industry and skills training providers

MINEFOP benefits from several partnerships in the area of skills development, essentially initiated by bilateral cooperation agencies. South Korea cooperation supported the construction and equipment of 3 *Centres Professionnels d'Excellence* (CFPE). This support also included interventions in the area of teacher training. The French Development Agency (AFD) interventions focus on the strengthening collaboration between private sector and training institutions. These programs are closely linked with the support to a collaboration agreement between MINEFOP and Employers Association (Groupement Inter-Patronal du Cameroun, (GICAM)), as primary professional association and include the following:

- Establishment of a training center for non-agriculture jobs in rural areas;
- Establishment of sectorial training centers in agro-business, industrial maintenance et transport/logistic; and
- Establishment of 6 training centers closely linked with local development needs (*Centres de Formation aux Métiers*).

Finally, during the last ten years, MINEFOP benefitted from other interventions supported by Canada, Turkey, and China, essentially related to the training of MINEFOP staff.

- b. **Limited access to skills development in key economic sectors, especially to mid-level skills training programs, with regional inequality and gender imbalances:** Training opportunities are limited in Cameroon further driving skills shortages, particularly in key growth sectors as defined by DSCE; even where they exist, the training provided is very basic. Approximately 66 percent of the working-age population has had no exposure to any kind of training, with 14 percent reporting some short-term and informal on-the-job training. While the main supply-side issues vary somewhat between public and private providers, there are a number of common constraints that characterize the system as



whole. These include: (i) limited supply of technical and professional education, particularly oriented towards the key economic sectors, combined with a bias towards the lowest levels of qualification, leaving large gaps in the supply of mid- and high-skilled level graduates; (ii) limited diversity in the training specializations offered; and (iii) a lack of continuity between levels of certification within the certification chain. Furthermore, access to training opportunities varies significantly by geographical location and gender. For example, at the level of MINESEC, the regions of Adamawa, North and Far North have significantly fewer secondary TVET opportunities. Boys are more likely (60 percent of total enrollment) than girls to enroll in the technical track of secondary education. Girls comprise a larger share of enrollment in private secondary TVET schools—44 percent versus 35 percent in public schools—and 65 percent of women in both public and private TVET are enrolled in the commercial track. Similarly, at the MINEFOP level, there are important geographic disparities with populations in Adamawa, Far North, and North regions having significantly less access to training opportunities, both public and private. Private training is concentrated in the Littoral, Center, South-West, and North-West - regions with better economic opportunities. However, South, East, Center, and South-West regions benefit disproportionately from public training. Furthermore, men are more likely to enroll in technical trades than women.

- c. **Weak management and governance, including poor sector coordination, planning, and M&E:** TVET programs in Cameroon are highly fragmented and lack effective coordination. The multiplicity of oversight and administrative bodies has complicated the development of occupational competency standards, qualification frameworks, and training requirements. For example, approximately 10 ministries are involved, in one way or another, in the area of skills development (including MINESEC, MINEFOP, MINESUP, MINADER, MINPMEESA, MINCOMMERCE, MINPOSTEL, MINJEC, MINTOUL, MINTP, MINSANTE, MINFOF, MINMIDT).¹⁹ This has hindered collaboration with industries and private sector enterprises. In the current structure, decision-making power, especially in terms of inputs to the skills development system, rests at the central level, and public education and training institutions, regardless of their type and level, have little autonomy. There are no mechanisms for quality assurance across all levels of the skills development system in Cameroon. Data collection is not systematic and available data is of poor quality and, as such, insufficient to inform policy decisions.
- d. **Inadequate resources and limited internal inefficiency:** Limited resources are allocated to the education and training sector, as a share of both the country's GDP and public resources. Funding is skewed toward servicing salaries, with very low allocations for other types of expenditure (such as training materials, equipment, and capital expenditures). Apart from school fees levied on students, educational institutions have no other means of generating additional resources. The internal efficiency of TVET institutions is low. For example, in the first cycle, only 42 percent of TVET students obtained the CAP compared with 58 percent in the general track (BEPC)²⁰ certification. The "*probatoire technique*"—the exit exam students take before receiving a baccalaureate degree—

¹⁹ Ministère de l'Agriculture et du Développement Rural (MINADER), Ministère des Petites et Moyennes Entreprises, de l'Économie Sociale et de l'Artisanat (MINPMEESA), Ministère du Commerce (MINCOMMERCE), Ministère des Postes et Télécommunication (MINPOSTEL), Ministère de la Jeunesse et de l'Éducation Civique (MINJEC), Ministère du Tourisme et des Loisirs (MINTOUL), Ministère de la Santé (MINSANTE), Ministère des Travaux Publics (MINTP), Ministère de la Forêt et de la Faune (MINFOF), Ministère des Mines de l'Industrie et du Développement Technologique (MINMIDT).

²⁰ The Brevet d'Études du Premier Cycle (BPEC)—certifies completion of lower secondary general education programs.



further eliminates two out of three students from progressing to obtain a *Brevet Technicien* (BT). As a result, in 2013, only 2,490 youth obtained an industrial BT.

17. **The Government of Cameroon is aware of these challenges facing the skills development system and has underscored the importance of strengthening the skills development system in national strategies.**

Currently, skills development priorities are incorporated in different strategies, including the Education Sector Strategy (ESS) (2013–2020) and the DSCE. However, the Government is also planning to develop a holistic skills development strategy to accompany the existing ESS (2013–2020) sector implementation plan. The first major step in this direction was adoption of the 2018 law on professional education that provides a revised legal framework for vocational training replacing former regulations from 1976. The 2018 law defines vocational training as delivering knowledge and skills aiming to supply the country with qualified workers, taking into account the qualitative and quantitative needs of the private sector and workers. Furthermore, the Government realizes the importance of and is committed to engaging private sector in the design and delivery of training programs in a coordinated manner.

18. **The proposed Cameroon Skills Development for Growth Project seeks to improve the quality and relevance of and increase access to skills development programs in selected economic sectors and to improve sector governance and management.** The interventions under this project are expected to directly address the constraints identified above. For the project, the Government has selected and prioritized the following economic sectors that are expected to contribute significantly to economic growth and employment in Cameroon:

- **Digital economy.** There is a large, untapped market for new entrants in Cameroon’s markets, particularly in information technology (IT) and information technology-enabled services (ITES). Structural change could be fostered by developing basic skills, assessment, and certification programs in internationally benchmarked ITES. The potential of social media could also be harnessed. IT skills can enhance competitiveness in a broad range of sectors, including e-government initiatives.²¹ Additionally, the demand for digital skills is growing across different sectors of economy where new technologies and processes are introduced. These skills become critical for improving competitiveness of economic sectors.
- **Agro-processing.** Cameroon has a good foundation for expanding agro-industry. The country’s one million small farms specialize in traditional agriculture, improved rainfed agriculture, intensive irrigated cultivation, pastoralism, and agro-pastoralism, producing many cereals and other foods. Medium- and large-size farms are more specialized and typically have professional managers, salaried employees, and more mechanization. There are about 20 large public and private agro-industries, and their outputs are often exported. They have salaried employees and depend on inputs from small and medium-size farms.²² It is also critical to harness new technologies and develop skilled labor which can use these technologies to ensure productivity growth in this sector.
- **Construction.** Construction has great potential for workforce value-added and economic growth. Developing workers’ skills in construction involves fostering a range of generalists and specialists.

²¹ World Bank. 2015. “Fostering Skills in Cameroon: Inclusive Workforce Development, Competitiveness and Growth.” World Bank, Washington, DC.

²² World Bank. 2015. “Fostering Skills in Cameroon: Inclusive Workforce Development, Competitiveness and Growth.” World Bank, Washington, DC.



Based on government projections for investment in infrastructure, for each of the four fiscal years from 2009 to 2012, the International Labour Organisation estimated that direct jobs would increase by 36,000 in Cameroon, with 47 percent in construction and 45 percent in roads construction and maintenance. That rhythm is set to continue during 2013–20.²³ Furthermore, use of digital technologies becomes increasingly important for the sector and requires availability of skilled labor which can use these technologies

- **Energy.** There is a significant demand for skills related to energy generation and maintenance. Several dams are currently under construction in Cameroon. Additionally, there is a large rural electrification project being undertaken by the Government with support from the World Bank. This creates demand for both high-skilled workers as well as mid-level technicians, which are capable to use new technologies

19. The proposed project will target training for both formal and informal employment, given that a lot of firms operating in selected economic sectors, especially in construction and agro-industry, are informal. The project will have a nation-wide coverage and tailor to local labor markets. Furthermore, the Government is committed under the project to encourage stronger participation of and coordination with the private sector in design and delivery of training programs to ensure that skills development programs/offers respond to the needs of labor markets.

20. **The proposed project will be closely coordinated with other relevant projects in the World Bank's portfolio in Cameroon** particularly with ongoing agriculture and energy projects. Further, synergies will be considered with the information, communication and technology (ICT) reform project (P161219) under preparation.

C. Proposed Development Objective(s)

Development Objective(s) (From PAD)

The objective of the project is to improve the quality and relevance of and increase access to skills development programs in selected economic sectors.

Selected economic sectors, in the context of this project, as identified by the Government based on the greatest potential to drive economic growth and employment, include: agro-processing, energy, digital economy, and construction. Additionally, the project will tailor to the needs of local labor markets through window 3 of the SDF.

Key Results

- Number of competency-based training packages developed, validated and available in selected economic sectors, by ministry;
- Number of partnerships with industry formed and functioning;²⁴ and

²³ World Bank. 2015. "Fostering Skills in Cameroon: Inclusive Workforce Development, Competitiveness and Growth." World Bank, Washington, DC.

²⁴ A partnership is defined as a mutually binding collaboration agreement between a TVET institution and a company or a private sector organization. The partnership will typically have the form of a Memorandum of Understanding (MoU). Examples of partnerships include acceptance of interns and apprentices, retraining of teaching staff, company staff serving as guest lecturers, and participation in school management. The functioning of the partnership will be checked under SDF M&E system as



- Number of trainees successfully completing short-term training programs under the SDF, by gender²⁵

D. Project Description

21. The proposed Cameroon Skills Development for Growth Project is a first-generation skills development project in Cameroon. The project supports strategic areas of the ESS in the area of skills development, specifically strategic areas 1, “Quality and Relevance”; strategic area 2, “Governance and Management”; and strategic area 3, “Access and Equity”. The total government skills development program cost for 2020–2024 is estimated at US\$727.5 million, including the International Development Agency (IDA) financing for the proposed project of US\$50 million. While the Cameroon ESS covers all education sub-sectors from early childhood development to higher education, the proposed project supports part of the ESS which relates to skills development, especially focusing on mid-level technicians, which defines program boundaries and its costs.

22. The project will consist of three components: Component 1, “Improving Quality and Relevance of Skills Development Programs and Strengthening Institutional Capacity of Skills Development System”; Component 2, “Expanding Equitable Access to Skills Development Programs in Selected Economic Sectors”; and Component 3, “Project Management, Coordination, Monitoring and Evaluation (M&E) and Technical Assistance.” The project coverage is nationwide.

23. Component 1 and 2 will be underpinned by three pillars which correspond to the Government’s strategic areas as defined in the ESS. Specifically, Component 1 will be supported by Pillar 1 “Improve quality and relevance of skills development programs in selected economic sectors” and Pillar 2 “Strengthen institutional capacity of skills development system”. Component 2 will be supported by Pillar 3 “Expand equitable access to skills development programs in selected economic sectors” through the establishment of a competitive Skills Development Fund (SDF). The SDF will have three windows designed to address needs of three target groups: window 1 for existing TVET institutions, window 2 for large, medium and small enterprises, and window 3 for associations of co-ops of micro-enterprises, farmers, or informal enterprises.

24. Component 1 of the project will adopt a results-based financing (RBF) approach featuring disbursement-linked indicators – with disbursements made against independently verified achievement of pre-agreed annual results. Once annual DLI targets (disbursement-linked results—DLRs) are achieved and verified, for related DLI disbursement to take place, the Government will provide evidence of sufficient actual expenditures under agreed Eligible Expenditure Programs (EEPs) (see annex 1). The DLIs reflect government priorities for reforms as outlined in strategic documents. Components 2 and 3 will follow the IPF guidelines using a traditional reimbursement model based on expenditure statements following the completion of activities. The IPF reimbursement model was selected for Component 2 as the SDF was not articulated in the overall sector strategy and implementation of the SDF, until its up and running, would be better suited under IPF reimbursement model. Under Component 3 the use of traditional investment project approach will enable realization of reforms supported under Component 1.

25. Table 1 presents correspondence between the Government strategic areas as defined in the ESS, project components, pillars and disbursement-linked indicators.

Table 1. Government Strategic Areas, Project Components and DLIs

participating training institutions will be required to report on progress of their institutional development plans including industry partnerships.

²⁵ Short term programs defined as 1-2-year programs of MINEFOP and training under window 2 and window 3.



Government Strategic Area	Project Components	Pillars	DLIs
Quality and relevance	Component 1 “Improving Quality and Relevance of Skills Development Programs and Strengthening Institutional Capacity of the Skills Development Sector”	Pillar 1” Improve quality and relevance of skills development programs in selected economic sectors”	DLI 1: CBT packages in selected economic sectors developed, validated, approved, and available at MINEFOP DLI 2: CBT packages in selected economic sectors developed, validated, approved, and available at MINESEC
			DLI 3: Teachers trained on use of the new CBT packages at MINEFOP DLI 4: Teachers trained on use of the new CBT packages at MINESEC
Governance and Management		Pillar 2”Strengthen institutional capacity of skills development sector”	DLI 5: Improved strategic planning and availability of information
			DLI 6: Improved monitoring of labor market outcomes of system graduates
Access and Equity	Component 2: “Expanding Equitable Access to skills development programs in selected economic sectors”	Pillar 3 “Expand equitable access to skills development programs in selected economic sectors”	N/A
	Component 3: “Project Management, Coordination, Monitoring and Evaluation (M&E) and Technical Assistance”		



E. Implementation

Institutional and Implementation Arrangements

26. **MINEFOP will be the main overseeing and implementing body of the project and will coordinate with other ministries involved in implementation of the project.** The implementation arrangements aim at building government capacity to effectively implement, coordinate and manage education/skills projects and are informed by lessons learned from past experience. They rely on the existing institutional setup and are mindful of the considerable technical and organizational constraints of the public and private institutions involved. As such, implementation arrangements have been tailored to each component so as to build on the competitive advantage of different actors within the operational context of each component. The project's operations manual will have the prescribed rules and procedures for project execution at all levels of implementation.

27. **The Steering Committee (SC)** is a high-level governing entity of the project, with a Minister MINEFOP as a president and a Minister of MINESEC as vice-president and with representatives of MINEPAT, representatives of other ministries and the private sector. The SC will be responsible for ensuring strategic oversight, facilitating collaboration and buy-in among the different players and endorsing major decisions of the project. It will meet twice a year: (i) at the beginning of the year to approve the annual budgeted work and procurement plans; and (ii) mid-year to assess implementation progress and make decisions relating to project implementation. The Project Coordination Unit (PCU) will act as a Secretariat to the SC with the coordinator of the PCU having the role of a Secretary to the Steering Committee.

28. **The Project Coordination Unit (PCU)** is an executing agency of the project and will coordinate the operational activities. The PCU will be headed by the coordinator, nominated by the government. The PCU will be responsible for achieving project objectives, coordinating technical, accounting and financial activities of the project and liaising with all of the actors implicated in implementation of the project and will report to the SC. In addition to the coordinator, the PCU will have M&E, environmental and social safeguard, and communications staff as well as a designated SDF team selected on a competitive basis with terms of reference and qualifications acceptable to the World Bank. It will manage a designated account established for Components 1, 2 and 3 and will be in charge of recruiting TA required to successfully implement project activities.

29. **Component 1. Improving Quality and Relevance of Skills Development Programs and Strengthening Skills Development System Management.** The technical implementation of this component will be coordinated by the PCU. The component will be implemented by the MINEFOP, MINESEC and other relevant ministries, as well as private and public TVET institutions.

30. **Pillar 1. Improve quality and relevance of skills development programs in selected economic sectors.** The activities related to the development of CBT packages and training of instructors and staff on these packages will be implemented by MINEFOP and MINESEC with the participation of private sector and other relevant stakeholders. These activities will be implemented using the existing mechanisms and processes. The PCU will be responsible for monitoring the activities, reporting and contracting additional expertise whenever needed. The PCU will be responsible for the fiduciary arrangements for this pillar.

31. **Pillar 2. Strengthen the governance and management of the skills development system.** The activities under this pillar will be coordinated by the PCU and implemented by MINEFOP in coordination with other Ministries and with support from specialized private entities (for example, tracer study will be contracted



out to the private company) and individual experts. The PCU will have both technical and fiduciary responsibility for the implementation of this pillar.

32. **Component 2. Expand equitable access to skills development programs in selected economic sectors.** The **SDF Grants Committee (GC)** will under the authority of the SC oversee the operations of the SDF. Accordingly, the SDF Grant Committee will ensure that the Fund becomes an efficient and credible instrument for strengthening the skills and the competency base of Cameroon youth and making the country's private sector more competitive. The members of the Committee are expected to undertake their responsibility with due care and integrity.

33. The **SDF Secretariat** is the unit responsible for day-to-day management of the SDF. The Secretariat will be headed by the Fund Manager and have a staff of 5-8 specialists. The Secretariat will be a separate unit within the PCU, but for certain specialized functions such as communication, IT, procurement and M&E it will share resources with the rest of the PCU. The SDF Secretariat will be responsible for all administration, supervision and logistics required to operate the SDF and secure implementation in line with the main principles laid down in the SDF Operational Manual, including the results framework for outcomes and outputs. The SDF Secretariat will submit quarterly progress reports and budgets to MINEPAT, the SDF Grants Committee, the World Bank, and the Steering Committee for approval.

34. The staff of the SDF Secretariat will either be hired through a management consultant to be identified through an international tender or contracted individually by MINEFOP. It is expected that the SDF Secretariat will need external expertise in a number of fields, especially development of the M&E and MIS systems and procedures.

35. **Component 3. Project Management, Coordination, Monitoring and Evaluation, and Technical Assistance.** The PCU will have both technical and fiduciary responsibility for the implementation of this component. This component will be implemented in part directly by the PCU and in part through close coordination with the concerned entities (for studies, capacity building activities, etc.) such as the MINEFOP, MINESEC and others, with support from specialized private entities and individual experts.

F. Project location and Salient physical characteristics relevant to the safeguard analysis (if known)

The proposed project is nationwide. It is envisioned that under the project selected training institutions will be rehabilitated and some equipment will be purchased; no new construction is envisaged under the project.

G. Environmental and Social Safeguards Specialists on the Team

Albert Francis Atangana Ze, Environmental Specialist
FNU Owono Owono, Social Specialist
Cyrille Valence Ngouana Kengne, Environmental Specialist



SAFEGUARD POLICIES THAT MIGHT APPLY

Safeguard Policies	Triggered?	Explanation (Optional)
Environmental Assessment OP/BP 4.01	Yes	The skills development project is expected to have positive effects on improving the supply and quality of skills required in the labor market. This project does not envision construction of new vocational training institutions/centers at this stage. However, certain activities such as the rehabilitation of training centers and strengthening of infrastructure / equipment in selected existing TVET institutions are likely to entail health and occupational safety risks. The project is therefore classified in category "B". Under this project, one Environmental safeguard operational policy is triggered: OP/BP 4.01 (Environmental Assessment). Negative environmental impacts, health and occupational safety risks may be associated with rehabilitation of training centers and strengthening of infrastructure / equipment in selected existing TVET institutions. The substantial rating reflects the challenges associated with the limited safeguards capacity of MINEFOP and weak consideration of health and occupational safety risks in the normal ESIA Instruments (ESIA, ESMF), due to the study focus being environmental and social impacts. MINEFOP does not have familiarity with Bank safeguards requirements. Since the exact location of most be TVET beneficiary institutions is still to be determined and rehabilitation activities still have to be developed, an Environmental and Social Management Framework (ESMF) will be prepared, consulted upon in-country and published in Cameroon, and in the Bank's Infoshop. The ESMF provides guidelines and procedures for the environmental and social screening process and the preparation and implementation of subsequent safeguards tools.
Performance Standards for Private Sector Activities OP/BP 4.03	No	The project is led by public sector, thus OP/BP 4.03 is not applicable.
Natural Habitats OP/BP 4.04	No	The project will not affect natural habitats.
Forests OP/BP 4.36	No	The project will not have any adverse impact on forests, nor engage in afforestation.
Pest Management OP 4.09	No	The project will not entail pest management.



Physical Cultural Resources OP/BP 4.11	No	The project does not foresee any negative impacts on physical Cultural Resources. In addition, activities will not take place around IPs sacred sites.
Indigenous Peoples OP/BP 4.10	Yes	Under this project, OP. 4.10 will be triggered to ensure that Indigenous Peoples fully have access to training centers that will be rehabilitated, given the regional disparities identified on the access of peoples (especially vulnerable groups) to high quality trainings. An Indigenous Peoples Planning Framework (IPPF) will be prepared during the project’s preparation phase and an Indigenous Peoples Plan (IPP) will be elaborated when the project’s footprint will be fully known.
Involuntary Resettlement OP/BP 4.12	No	In principle, there will be no land acquisition under this project.
Safety of Dams OP/BP 4.37	No	The project will not affect dams.
Projects on International Waterways OP/BP 7.50	No	The project will not be in international waterways.
Projects in Disputed Areas OP/BP 7.60	No	The project will not be in disputed areas.

KEY SAFEGUARD POLICY ISSUES AND THEIR MANAGEMENT

A. Summary of Key Safeguard Issues

1. Describe any safeguard issues and impacts associated with the proposed project. Identify and describe any potential large scale, significant and/or irreversible impacts:

The minor rehabilitation of infrastructures and construction of energy supply equipment among others envisaged in component 1 pillar 2 are likely to have minimal, site specific, and manageable impacts like noise and vibrations, fire and explosion risks, corporal risks (falls, cuts, muscular disorders, etc.).

The project is classified as Category B per the Bank’s policy on Environmental Assessment (OP/BP 4.01).

Given that the project location will be nation wide, but specific institutions will be selected during the project implementation, an Environmental and Social Management Framework (ESMF) was prepared to outline the potential negative impacts linked to the rehabilitation of TVET, provide mitigation measures to eliminate or minimize these impacts/risks, screening mechanisms to assess the impacts/risks of proposed activities, and the implementation arrangements for the mitigation measures.

Project’s activities will necessarily be inclusive and involve the most marginalized groups (women, people living with disabilities and indigenous peoples). OP 4.10 related to Indigenous Peoples is triggered to ensure that IPs will fully benefit from project’s activities. Specifically, activities such as the development of CBT packages, the elaboration of a National Strategy for Skills Development, and the establishment of a SDF have been designed with a consideration of specificities related to these groups. To ensure that Indigenous Peoples (IPs) are involved in the project’s activities, OP 4.10 is triggered. An Indigenous Peoples Planning Framework (IPPF) was developed during project’s preparation.



2. Describe any potential indirect and/or long term impacts due to anticipated future activities in the project area: The potential negative impacts of this project are likely to be small, site-specific and easily mitigated, thus no direct or indirect long term impacts are anticipated from the implementation of the project.

3. Describe any project alternatives (if relevant) considered to help avoid or minimize adverse impacts.
Not applicable.

4. Describe measures taken by the borrower to address safeguard policy issues. Provide an assessment of borrower capacity to plan and implement the measures described.

The borrower prepared an Environmental and Social Management Framework (ESMF) to ensure all project-financed activities will be implemented in compliance with safeguard requirement. The ESMF outlines detailed institutional arrangements and capacity building plans for relevant stakeholders. This includes plans for technical and institutional support, and training. The implementing agency will hire an environmental, health and safety (EHS) specialist to oversee the implementation of the safeguards instruments as well as compliance with safeguards policies triggered by the project. The specialist will act as a coordinator between all stakeholders involved in implementation the safeguards instruments. During implementation, Environmental and Social Management Plans (ESMPs) and/or Waste Management Plan (WMP) will be prepared as needed.

An IPPF was also prepared by the Borrower to ensure that Indigenous Peoples (IPs) will be involved in the project's activities. Indigenous Peoples Plans (IPPs) will be elaborated when specific project's footprints will be known during the implementation phase. Other gender potential issues or complaints that could occurred will be managed in the framework of the ESMPs to be developed and trough a sound grievance redress mechanism. A social expert will be hired to coordinate and monitor the implementation of all social instruments.

5. Identify the key stakeholders and describe the mechanisms for consultation and disclosure on safeguard policies, with an emphasis on potentially affected people.

The key stakeholders identified under the project: Unemployed youth targeted by the project; the Ministry of Professional Training and Employment, in charge of the project; Ministry of Environment; Ministry of Health; Local Governments; Private Sector (entreprises BTP, bureaux d'étude et consultants); the Ministry of Social Affairs, Local NGOs, students, local communities (indigenous peoples included).

The project promotes a participatory approach which started with the elaboration of the ESMF and will continue throughout implementation, maintenance, supervision and evaluation of the project activities. All stakeholders (Government, Agencies and Ministries, NGOs, private sector, communities, development partners, etc.) will be consulted regularly. The safeguards specialist within the project Unit will oversee the implementation of the safeguards instruments and coordinate the contribution of all key stakeholders. As institution-specific grants are implemented and the appropriate instruments prepared (ESMP, WMP), the project coordination unit make sure that adequate mitigation measures are taken into account in accordance with National laws and the Bank's safeguards policies and that the required consultations with key stakeholders and safeguards documents disclosures are carried out.

IPs will be extensively consulted when elaborating IPPs to ensure that their concerns, ideas and expectations a well taken into account.



B. Disclosure Requirements

Environmental Assessment/Audit/Management Plan/Other

Date of receipt by the Bank	Date of submission for disclosure	For category A projects, date of distributing the Executive Summary of the EA to the Executive Directors
09-Nov-2018	26-Nov-2018	

"In country" Disclosure

Indigenous Peoples Development Plan/Framework

Date of receipt by the Bank	Date of submission for disclosure
09-Nov-2018	26-Nov-2018

"In country" Disclosure

C. Compliance Monitoring Indicators at the Corporate Level (to be filled in when the ISDS is finalized by the project decision meeting)

OP/BP/GP 4.01 - Environment Assessment

Does the project require a stand-alone EA (including EMP) report?
NA

OP/BP 4.10 - Indigenous Peoples

Has a separate Indigenous Peoples Plan/Planning Framework (as appropriate) been prepared in consultation with affected Indigenous Peoples?
NA

The World Bank Policy on Disclosure of Information

Have relevant safeguard policies documents been sent to the World Bank for disclosure?
NA



Have relevant documents been disclosed in-country in a public place in a form and language that are understandable and accessible to project-affected groups and local NGOs?

NA

All Safeguard Policies

Have satisfactory calendar, budget and clear institutional responsibilities been prepared for the implementation of measures related to safeguard policies?

NA

Have costs related to safeguard policy measures been included in the project cost?

NA

Does the Monitoring and Evaluation system of the project include the monitoring of safeguard impacts and measures related to safeguard policies?

NA

Have satisfactory implementation arrangements been agreed with the borrower and the same been adequately reflected in the project legal documents?

NA

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