



**Executive Board of the
United Nations Development
Programme and of the
United Nations Population Fund**

Distr.: General
12 April 2002
English
Original: French

Annual session 2002

17-28 June 2002, Geneva

Item 13 of the provisional agenda

Country programming and related matters

Country programme outline for Cameroon (2003-2007)*

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* The collection and analysis of current data required to present the Executive Board with the most up-to-date information has delayed submission of the present document.

I. Situation analysis

1. The political context, marked by a heightened awareness of issues of governance and globalization, was characterized by: (a) the holding of democratic elections and the establishment of the National Elections Observatory; (b) implementation of the National Programme on Good Governance; (c) the inauguration of the Subregional Centre for Human Rights and Democracy in Central Africa; and (d) awareness of the challenges posed by globalization and the new technologies (the digital divide). However, some of the bodies provided for by the 1996 Constitution are yet to be established. Strong signals are expected in the area of governance, a sine qua non if the country is to achieve sustainable human development.

2. The economic context was characterized by the successful implementation of the first triennial economic programme (1997-2000), which has resulted in (a) positive economic growth of around 4.5 per cent a year since 1995 following a long period of recession (1985/1986 to 1993/1994); (b) access to the decision point of the Heavily Indebted Poor Country (HIPC) Initiative, which will allow significant savings to be made on external debt servicing; and (c) the development of a national poverty reduction strategy. However, the economy remains dependent on oil and timber exports, while major projects in the areas of industrialization and infrastructure are yet to be undertaken. The goal of halving poverty by 2015 requires an average annual economic growth rate of 6 to 7 per cent in the present conditions.

3. The worrying socio-economic situation is characterized by poverty and the spread of AIDS, as demonstrated by (a) a poverty rate estimated at between 50 and 52 per cent of the population, compared to 50.5 per cent in 1996, and an HIV/AIDS prevalence rate estimated at between 11 and 12 per cent by the 2001 country cooperation framework (CCF); (b) a human development index value of 0.506 in 1999, according to the *Human Development Report 2001*, which places Cameroon among the 40 lowest ranked countries in the world; (c) national socio-economic indicators and indicators for monitoring international development goals; (d) poor access to and poor basic services. Thus, recognizing that the multiplier effect of the rational use of HIPC resources, the fruits of economic growth and insufficient official development assistance might serve as a catalyst for sustainable human development, the Government has committed itself to development by pledging to pursue the Millennium development goals.

4. There is greater coordination of natural resources at the national and subregional levels as evidenced by: (a) the adoption of a national environmental management programme; and (b) the Yaoundé Declaration on the protection of the Congo Basin. However, the rate of deforestation is still too high and environmental management focuses too much on the export of insufficiently processed resources and not enough on the prevention of natural disasters.

5. The national context is marked by the strengthening of regional ties, which has led to: (a) participation in and sometimes the hosting of summits (Franco-African Summit, Summit of Central African Heads of State); (b) support for the governance of subregional and regional institutions; (c) the implementation of regional programmes (environmental information management). However, regional integration should do more to help to resolve transnational issues and should be

supported by the private sector to ensure the country's sustainable human development.

II. Past cooperation and lessons learned

6. The first CCF, which cost \$12 billion of which 89.3 per cent was financed from Cameroon's own resources, covered five areas of support that were part of national programmes covering gender, AIDS and disaster prevention. The independent evaluation report stressed that the support of the United Nations Development Programme (UNDP) had been particularly vital in achieving the following: (a) governance — the participatory development of the national governance programme and beginning to implement it; (b) monitoring of sustainable human development — preparation of two national human development reports on relevant themes (private sector and poverty); (c) poverty — support for the pilot project on poverty reduction in the far north, microcredit projects, the production of provincial socio-economic reports; (d) the environment — establishment of an institutional framework for the operation and implementation of the national programme, adaptation of the legal framework; the production, together with the Global Environment Facility (GEF), of a map of sites to be preserved, endorsement of the Regional Strategic Action Programme for the Environmental and Biodiversity Resources of the Ecosystems of the Congo Basin; with Africa 2000, income generation through the processing of agricultural products; (e) other outcomes — regular advocacy through national reports on human development, conferences (international symposium on Africa in the era of globalization); fruitful partnerships (International Monetary Fund (IMF), African Development Bank); representation of the United Nations (Advisory Committee on the management of HIPC resources, support for the establishment of the Subregional Centre for Human Rights and Democracy).

7. The report mentions some organizational, conceptual and technical constraints that have restricted the scope of UNDP support to the Government. However, through the annual programme review, UNDP identified together with the Government the following corrective actions for 2002 to be continued during the period 2003-2007: (a) using the programme approach to refocus the project portfolio on relevant high-performance projects that contribute to the strategic country programme objectives for 2003-2007; (b) reformulating the national execution support project to further strengthen national development management capacities (Government, civil society); (c) training staff in new technologies (Internet, subregional resource facilities) to enhance the quality of UNDP support; (d) improving the rate and quality of absorption of external aid; (e) developing a strategy for advocacy, UNDP visibility and resource mobilization through diversified or strengthened partnerships; (f) fostering better Government coordination of development assistance.

III. Proposed programme

8. The analysis of the national context and development priorities, based on the common country assessment and the United Nations Development Assistance Framework (UNDAF) prepared by the country team, the Government and civil

society, shows that in order for the Government's poverty eradication effort — which is a priority — to be effective, UNDP support must focus on: (a) promoting governance, new information and communication technologies and the sustainable management of the environment and natural resources; (b) producing national human development reports; (c) following up on the Millennium development goals on an annual basis; (d) supporting regional initiatives (New Partnership for African Development); (e) establishing partnerships and mobilizing resources (foreign investment).

9. Thus conceived, UNDP support for the Government is in line with coordinated international partner support for the achievement of the Millennium development goals, including through the implementation of the poverty reduction strategy and support for the two components of UNDAF, namely, (a) equitable growth and sustainable development and (b) food and environmental security.

10. Moreover, the systematic inclusion of HIV/AIDS and gender components in the proposed programme contributes to the implementation of national HIV/AIDS and gender strategies and policies and to stopping the rapid spread of HIV/AIDS, promoting the role of women in development and improving the economic and social situation of vulnerable groups (women, AIDS patients and at-risk young people) through new opportunities (microcredit, new information and communication technologies, entitlement and access to care).

11. UNDP support for the national governance programme will:

(a) Facilitate the implementation of the six sectoral plans by: (i) strengthening the coordination unit of the national programme; (ii) mobilizing all the development stakeholders through information, education and communication activities.

(b) Advise the Government with respect to: (i) laying the bases for sustainable and equitable growth through the strengthening of national capacities in strategic management (long-term vision, integration into the world economy) and policy formulation (modelling, strategic planning); (ii) promoting local governance through civics (rights and duties of citizens, local radio stations) and participatory management (training of elected officials, action plans on poverty reduction); (iii) strengthening the Government's partnership with members of civil society and the private sector through the establishment of federations and networks.

(c) Establish, for vulnerable groups, employment and income-generating activities that help to better structure civil society and the informal production sector.

12. Moreover, the aim of UNDP support for the HIPC Initiative is to (a) strengthen the national poverty reduction strategy by incorporating sustainable human development concepts therein; (b) support its implementation through advocacy, technical or human support and the mobilization of partners; (c) ensure, in cooperation with the World Bank, the monitoring of the priority activities plan until the completion point; (d) ensure the participation of national stakeholders in all the phases of the initiative through training and networking; (e) ensure, through UNDP as the representative of the United Nations agencies on the advisory committee for the monitoring and management of HIPC resources, that resources are used efficiently.

13. Therefore, the expected outcomes are: (a) an enhanced partnership among politicians, members of civil society and the private sector in respect of additional activities; (b) a more participatory and strategic management of development; (c) easier and more equitable access to better quality utilities and social services; (d) far better public and private moral standards.

14. UNDP support to the Government in respect of the use of new information and telecommunication technologies for the promotion of sustainable human development will:

(a) Facilitate: (i) the formulation and implementation of a national programme for the promotion and dissemination of new information and telecommunication technologies through technical support and the mobilization of partners (United Nations, civil society, national and international private sectors, Canada); (ii) the participation of Cameroon in international decision-making on new information and telecommunication technologies; (iii) the coordination of the Tokyo International Conference on African Development (TICAD II) through technical and human support.

(b) Advise the Government with respect to: (i) developing an enabling legal and institutional framework for new information and telecommunication technologies by providing technical and financial support; (ii) promoting the acquisition and popularization, at a lower cost, of technological equipment and skills in new information and telecommunication technologies in the systems of education and health and in society at large, through the mobilization of stakeholders and the establishment of access points to new information and telecommunication strategies; (iii) becoming a subregional hub for new information and communication technologies.

(c) Launching demonstration activities to: (i) strengthen national capacities for processing technical, commercial and legal information for the public and private sectors and for civil society; (ii) develop areas for pooling knowledge and information (computer clubs in schools); (iii) train young people in new professions (subregional and national Internet academies).

15. Therefore, the expected results are closing the technology gap and producing a modern society and economy; young people in the urban and rural areas, girls and boys, who are familiar with new information and communication technologies and have greater opportunities and easier, more equitable and cheaper access to national and international flows of economic, technical and cultural information.

16. UNDP assistance to the Government with respect to environmental as well as national and regional natural resources management will:

(a) Facilitate the implementation of the national management and environmental plan by: (i) strengthening the country's technical capacities (civil society, local governments); (ii) mobilizing national, regional and international partners; (iii) supporting the coordination of actions (steering committee, database).

(b) Advise the Government with respect to: (a) developing an enabling national and regional legal and institutional framework for the strategic management of natural resources through technical support (independence in energy); (ii) encouraging the population's involvement in management, monitoring and

evaluation through pilot projects; (iii) preventing and coping with natural disasters, such as volcanic eruptions and drought, through national capacity-building.

(c) Launching demonstration projects on the protection of the environment and income-generation (microcredits) for men and women in the rural and urban areas.

17. Therefore, the expected outcomes are better access by the people to public utilities (drinking water, access to measures to prevent disasters) and a more participatory management of natural, strategic and subregional natural resources designed to generate income (export of processed goods).

IV. Programme management, monitoring and evaluation

18. The programme will be managed in accordance with the Administrator's plans of action and will be based on the efforts of the Government, UNDP and other development partners to enhance national capacities for absorbing external aid and provide execution mechanisms for better promotion of sustainable human development.

19. To that end, the Government and UNDP have decided to work together:

(a) to enhance the impact of their cooperation by: (i) focusing UNDP assistance on a small number of areas of UNDP expertise and implementing in each of those areas a limited number of critical mass projects identified through the programme approach; (ii) using the high profile of UNDP staff to give advice on development policies and strategies; (iii) proposing appropriate execution modalities that encourage, through greater mobilization of national stakeholders, the implementation of activities that are complementary and additional to those of the Government; (iv) strengthening the technical development management capacities of all the national and local partners involved in a nationally executed enhanced support project; (iv) promoting the use by the latter of results-based management tools and new technologies (financial and programming software).

(b) to enhance the impact of development assistance by (i) mobilizing international partners to contribute together to increase the rate and absorption capacity of external aid as well as of resources from the HIPC Initiative through training and advice to enhance the efficiency of public expenditure; (ii) supporting the coordination of official development assistance by the Government.

20. In order to enable the Government and UNDP to monitor progress achieved in the area of poverty reduction and promotion of sustainable human development, it was jointly decided to (i) complete the socio-economic indicators prepared for the common country assessment and share them with the national partners; (ii) include in each project document a matrix on the intended impact and outcomes together with their follow-up indicators, their relationships with HIV/AIDS and gender and the strategic objectives of UNDP; (iii) periodically evaluate, through expanded meetings, external evaluations and impact assessments, the relevance of projects in the light of their initial objectives, the changing national context and their contribution to the strategic objectives of the Government and UNDP; (iv) produce every year, in collaboration with the country team and national partners, the follow-up report on poverty and the Millennium development goals.

21. Moreover, the Government and UNDP have set the realistic goal of mobilizing, during the 2003-2007 cooperation framework period, up to 60 per cent additional resources from national sources in order to strengthen UNDP assistance or allow other communities to benefit from it and establish quantifiable and sustainable poverty reduction outputs. In order to achieve that goal, the Government and UNDP will implement their common partnership and resource mobilization strategy, which calls for systematically searching for technical or financial partnerships, disseminating the progress achieved to the people, current or potential partners — whether present or not in Cameroon — through the media, electronic mail and the web sites; the strategy will be based on an efficient mechanism of regular consultations. The strategy targets local, national and regional development partners (universities, civil society, private sector, subregional entities) as well as international development partners (bilateral and multilateral cooperation agencies, private sector, centres of excellence, civil society, foundations) whether represented or not in Cameroon.

Results and resources framework for Cameroon (2003-2007)

<i>UNDAF objective 1</i>	<i>Equitable growth and sustainable development</i>			
<i>Strategic areas of support</i>	<i>Intended outcomes</i>	<i>Indicators of outcome or purpose</i>	<i>Outputs, including key output indicators, where needed</i>	<i>Resources by strategic areas of support/output or programme area</i>
Participation of citizens, civil society and the private sector in governance	<ul style="list-style-type: none"> • Civil society and the private sector recognized as government partners in complementary and additional development activities • Efficient use of financial resources (budget, external aid, HIPC) to combat poverty 	<ul style="list-style-type: none"> • Proportion of HIPC resources allocated to civil society projects • Number of civil society organizations involved in the implementation of government-financed development projects • Number of local development projects started by civil society 	<ul style="list-style-type: none"> • Local poverty reduction strategies defined: <ul style="list-style-type: none"> – Formulation for 18 towns – Implementation for at least 10 towns • Enhanced social dialogue and greater involvement of society: <ul style="list-style-type: none"> – Sixteen local radio stations operational in the country – More participatory local management in 10 towns • Enhanced monitoring of poverty: <ul style="list-style-type: none"> – National poverty reduction network • Participatory policies formulated: <ul style="list-style-type: none"> – National long-term forecast studies 	<p><i>Regular resources:</i> \$1,000,000</p> <p><i>Other resources:</i> Government cost-sharing: \$200,000 Funds/trust funds and third-party cost-sharing: \$640,000</p> <p>Total: \$1,840,000</p>

Strategic areas of support	Intended outcomes	Indicators of outcome or purpose	Outputs, including key output indicators, where needed	Resources by strategic areas of support/output or programme area
Building National capacity for the strategic management of human and economic development	<ul style="list-style-type: none"> • Enhanced implementation of the mandates and missions of ministries on the basis of recent and good quality statistical data • Progress towards the realization of the country's shared vision of the future 	<ul style="list-style-type: none"> • Increased budget execution rate • Increase in the rate and quality of absorption of external aid • Impact of public spending on the sectors targeted by the poverty reduction strategy paper and in terms of the millennium development goals (critical period until 2007) • Estimates of poverty by region, gender, rural and urban areas published every three years • Long-term vision reflected in medium and short-term (qualitative) policies 	<ul style="list-style-type: none"> • Aid coordination structure operational: <ul style="list-style-type: none"> – Allocation table published every year • Production of medium and short-term forecast bulletins: <ul style="list-style-type: none"> – One every three months • Production of regional socio-economic statistics for regional planning: <ul style="list-style-type: none"> – A bulletin every three months • Long-term shared vision document: <ul style="list-style-type: none"> – Long-term forecast studies implemented 	<p><i>Regular resources:</i> \$890,000</p> <p><i>Other resources:</i> Government cost-sharing: \$160,000 Funds/trust funds and third-party cost-sharing: \$660,000</p> <p>Total: \$1,710,000</p>

<i>UNDAF objective 1</i>		<i>Equitable growth and sustainable development</i>		
<i>Strategic areas of support</i>	<i>Intended outcomes</i>	<i>Indicators of outcome or purpose</i>	<i>Outputs, including key output indicators, where needed</i>	<i>Resources by strategic areas of support/output or programme area</i>
Subregional and international integration, the engine of economic growth	<ul style="list-style-type: none"> Enhanced national capacity to handle the opportunities and challenges of globalization (infrastructure, new information and communication technologies) The country is better integrated into the world economy 	<ul style="list-style-type: none"> Level of competitiveness of the Cameroonian private sector Share of growth due to the increase in regional/international trade Long-term vision reflected in medium- and short-term (qualitative) policies 	<ul style="list-style-type: none"> Integration policy and strategy formulated: <ul style="list-style-type: none"> Long-term forecast studies on the topic undertaken Policies on the promotion of integration formulated: <ul style="list-style-type: none"> Competitiveness factors identified Committee on competitiveness operational Enabling legislative and legal environment for domestic/ international private sector Enhanced access to information through new telecommunication and information technologies: <ul style="list-style-type: none"> Number of visits to the web site of the Chamber of Commerce's committee on competitiveness 	<p><i>Regular resources:</i> \$770,000</p> <p><i>Other resources:</i> Government cost-sharing: \$200,000 Funds/trust funds and third-party cost-sharing: \$400,000 Total: \$1, 370,000</p>

Strategic areas of support	Intended outcomes	Indicators of outcome or purpose	Outputs, including key output indicators, where needed	Resources by strategic areas of support/output or programme area
Promoting private entrepreneurship	<ul style="list-style-type: none"> A private sector that is the engine of growth 	<ul style="list-style-type: none"> Private sector growth in terms of number of jobs, enterprises, production, value added and exports Share of international direct financing Value of the output of Joint Initiative Groups (GIC) and Economic Interest Groupings (GIE) established 	<ul style="list-style-type: none"> A more structured private sector <ul style="list-style-type: none"> Number of GIC/GIE/networks, etc. Number of members (young people, women, etc.) Better access to information through new information and communication technologies <ul style="list-style-type: none"> Number of visits to the web site of the Chamber of Commerce's committee on competitiveness 	<p><i>Regular resources:</i> \$890,000</p> <p><i>Other resources:</i> Government cost-sharing: \$150,000 Funds/trust funds and third-party cost-sharing: \$600,000 Total: \$1,640,000</p>

<i>UNDAF objective 2</i>		<i>Environmental food security</i>		
<i>Strategic areas of support</i>	<i>Intended outcomes</i>	<i>Indicators of outcome or purpose</i>	<i>Outputs, including key output indicators, where needed</i>	<i>Resources by strategic areas of support/output or programme area</i>
Monitoring of regional and international commitments	<ul style="list-style-type: none"> Action-oriented common national strategy for the long-term management of natural resources Enhanced national and subregional management as a result of capacities and partnerships created at the local and national levels 	<ul style="list-style-type: none"> Decreased deforestation at the national and subregional levels Level of biodiversity stabilized at the national and subregional levels Biodiversity indicators 	<ul style="list-style-type: none"> National and subregional information system operational: <ul style="list-style-type: none"> Database created and operational National and subregional capacities strengthened <ul style="list-style-type: none"> Number of persons (women, civil servants, members of civil society) trained (strategic planning, database) 	<p><i>Regular resources:</i> \$1,000,000</p> <p><i>Other resources:</i> Government cost-sharing: \$200,000 Funds/trust funds and third-party cost-sharing: \$650,000 Total: \$1,850,000</p>

<i>Strategic areas of support</i>	<i>Intended outcomes</i>	<i>Indicators of outcome or purpose</i>	<i>Outputs, including key output indicators, where needed</i>	<i>Resources by strategic areas of support/output or programme area</i>
Access by local communities to improved and sustainable production techniques, microcredit and markets	Participation of local communities in the participatory management and development of resources and in partnerships in the provinces	<ul style="list-style-type: none"> • Levels of income of local communities resulting from the use of improved and sustainable farming techniques • Amount of microcredit granted to local communities by types of activity, gender, and area 	<p>Farmers trained in improved and sustainable production techniques in a structured environment</p> <ul style="list-style-type: none"> – Number of associations and economic interest groupings of GIEs, GICs established/assisted – Number of persons (women/men) trained <ul style="list-style-type: none"> • Easier access to microcredit <ul style="list-style-type: none"> – Amount of microcredit granted by type of project (grass roots, environmental protection, rural and urban areas) – Average amount of microcredit granted to women's GICs, GIEs 	<p><i>Regular resources:</i> \$1,366,000</p> <p><i>Other resources:</i> Government cost-sharing: \$100,000 Funds/trust funds and third-party cost-sharing: \$1,050,000 Total: \$2,516,000</p>

<i>UNDAF objective 2</i>		<i>Environmental food security</i>		
<i>Strategic areas of support</i>	<i>Intended outcomes</i>	<i>Indicators of outcome or purpose</i>	<i>Outputs, including key output indicators, where needed</i>	<i>Resources by strategic areas of support/output or programme area</i>
Provision of public goods	<ul style="list-style-type: none"> • More development opportunities for the people through easier access to public goods 		<ul style="list-style-type: none"> • National capacities for forecasting and addressing disasters mobilized and strengthened <ul style="list-style-type: none"> – Number of members of that network – Number of persons trained/made aware of the issue • National capacities for forecasting and addressing cross-border problems mobilized and strengthened <ul style="list-style-type: none"> – Number of members of that national network – Number of persons trained/made aware of the issue 	<p><i>Regular resources:</i> \$920,000</p> <p><i>Other resources:</i> Funds/trust funds and third-party cost-sharing: \$700,000</p> <p>Total: \$1,620,000</p>