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Country programme outline for Cameroon (2008-2012)

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Introduction

1. The country programme for Cameroon is prepared as part of the United Nations Development Assistance Framework (UNDAF) for 2008-2012, which was developed in accordance with the Common Country Assessment (CCA). The preparation of the country programme also benefited from the lessons learned from the midterm review of the Country Cooperation Framework (CCF) (2003-2007), which was conducted in 2005. These three exercises were conducted under the aegis of the Ministry of Planning, Development Programming and Regional Development (MINPLAPDAT), the main government partner of the United Nations Development Programme (UNDP). Other ministries, donors and civil-society representatives also participated in the evaluation process and in all preparatory activities.

I. Situation analysis

2. Poverty reduction is a Government priority, as reflected in the Poverty Reduction Strategy Paper (PRSP) drawn up in 2003 and revised in 2005. The revised document is now being implemented. The Government has started preparing the next PRSP, which should come into effect in 2008. The most recent national statistics date back to 2001 and estimate the poverty rate at 40 per cent. These data and the report on the Millennium Development Goals (MDG), which should be published in 2007, will be updated upon completion of the ongoing household income and expenditure survey.

3. Despite the gains of the past decade, the levels of monetary and human poverty indicators show great gender disparities and continue to be of concern. The unemployment rate is low at 6 per cent, but underemployment, which is estimated at more than 75 per cent, remains a source of concern. In 2004, average annual per capita income was \$1,435 for women and \$2,921 for men. Urbanization is accompanied by an increase in urban poverty, estimated at 47 per cent in 2000. It is therefore imperative to strengthen the creation of income-generating activities and access to credit, which in 2000 benefited only 7 per cent of the potential market.

4. The primary school enrolment rate has improved, but very few pupils (64 per cent) manage to move beyond this level and the adult literacy rate is estimated at 68 per cent (60 per cent for women). The HIV/AIDS seroprevalence rate was stable at 5 per cent. Access to health care remains a real problem and life expectancy is still low at 45.7 years. Sanitation continues to be a top priority, with only 51 per cent of the population living in a healthy environment and 66 per cent having access to drinking water.

5. In 2005, the Government approved the national governance programme which identifies the following priorities: modernization of justice and public-service management; improved management of public finances and the business environment; combating corruption (according to Transparency International, the corruption perception index for Cameroon was 2.3/10 in 2006); and modernization of the electoral framework. Corruption problems are a major impediment to the country's development and inhibit donor confidence. Therefore, the elaboration of a national anti-corruption strategy is a decisive step forward. The Cameroonian people are somewhat unenthusiastic about elections in part because of the non-transparent process of voter registration and the lack of an independent electoral commission

(established but not operational). It is therefore necessary to carry out legislative reforms, operationalize Elections Cameroon (ELECAM) and raise public awareness of the need to participate in elections.

6. The weak national capacity for the prevention and management of natural and man-made crises is worrisome, even though a national strategy is being finalized. The Sudano-Sahelian zone is characterized by fragile ecosystems, high population density and considerable land pressure. It is subject to the adverse effects of drought exacerbated by deforestation and soil erosion. The National Plan against Desertification developed with UNDP support should be rapidly implemented. About 60 per cent of Cameroon's land area is covered by forests, but the annual reduction of forest cover (and hence biodiversity) is around 0.78 per cent, often resulting from illegal logging. The Government should also expand protected areas and educate local communities on the sustainable use of natural resources.

7. It seems highly unlikely that Cameroon would be able to achieve the Millennium Development Goals by 2015. However, despite the concerns mentioned above, Cameroon has made some positive strides in the past two years. A sector-wide approach (SWAP) was adopted by the Government and development partners in the education sector and it has served as a reference for other ministries, including those of health and rural development. The Government ratified the United Nations Convention against Corruption in February 2006 and organized a workshop on its implementation in December 2006. Cameroon reached the completion point of the Heavily Indebted Poor Country (HIPC) Initiative in April 2006.

8. In November 2006, the Prime Minister's Office set up a committee for the monitoring and evaluation of development partners in Cameroon. The Ministry of Finance is continuing to coordinate and monitor the Paris Declaration. In 2006, it participated in the survey on core data for 2005. Cameroon was selected as a pilot country for evaluating national procedures relating to Government contracts in 2007.

9. The Government must play a key role in coordinating the work of development partners. The committee for the coordination and monitoring of HIPC resources, which includes representatives of the Government, the donor community and civil society, is the focal point for the coordination of poverty-reduction actions. Coordination of the work of PRSP partners is less frequent and discussions are ongoing for its improvement. The Government coordinates the actions of donors on electoral reform, HIV/AIDS, education, avian influenza and environmental protection. With respect to donors, the 8+6 Group, comprising the ambassadors of the European Union, Japan, Canada, the United States of America and the representatives of the European Commission, the World Bank, the International Monetary Fund and the United Nations system, addresses the issues of governance and corruption. With regard to development organizations, the multi-donor committee serves as a forum for the exchange of information with sub-working groups on public finances, the private sector, governance/corruption and the PRSP.

10. To avoid duplicating the coordination efforts that are already being undertaken, the United Nations country team has established sub-working groups on operational issues and crisis management and is continuing to coordinate HIV/AIDS activities. UNDP collaborates with the Food and Agriculture Organization of the United Nations (FAO), the United Nations Children's Fund (UNICEF) and the

World Health Organization (WHO) in the fight against avian influenza and with all organizations combating HIV/AIDS.

II. Past cooperation and lessons learned

11. The Country Cooperation Framework (CCF) 2003-2007 was evaluated in December 2005. A draft of the midterm review was presented and examined during a workshop attended by representatives of the Government, the donor community, civil society and United Nations agencies. Based on the conclusions of this evaluation, the Government deems the programme outcomes to have been satisfactory.

12. The review showed that:

(a) The programme approach led to an alignment of UNDP interventions with national strategies. However, many overly ambitious programmes were not able to mobilize the resources needed for their implementation. Consequently, for any new programme to be approved, the requisite funds must first be secured, as has been the case for new projects approved since January 2006. The alternative is to undertake small pilot initiatives that could be replicated on a larger scale.

(b) UNDP programmes and projects did not put sufficient emphasis on local ownership and sustainability. Government counterpart funding is not always clear and a more detailed evaluation of post-execution sustainability seems necessary. Recent projects clearly show Government counterpart funding.

(c) Project execution by the United Nations Office for Project Services (UNOPS) was necessary when UNDP Cameroon did not have the appropriate resources but, with the support of the Services Centre, UNDP representation has acquired the requisite management capacities. Direct execution remains necessary for the time being given the high level of corruption in the country. The low rate of execution of projects financed from HIPC funds is indicative of the weakness of project management capacity.

13. Overall, the UNDP programme was in line with national priorities and PRSP. Since the programme had only recently got under way, all its effects were not yet visible. Most of the recommendations of this evaluation have already been reflected in the new programme for 2006-2007. In 2006, resource mobilization remained modest because, instead of launching a massive resource mobilization campaign, UNDP Cameroon preferred to improve its reputation and positioning through strategic partnerships.

III. Proposed programme

14. The Poverty Reduction Strategy Paper (PRSP) for the achievement of the Millennium Development Goals was revised in June 2005 and focused on the following seven areas: (i) promotion of a stable macro-economic framework; (ii) strengthening of growth through economic diversification; (iii) strengthening of the private sector; (iv) development of basic infrastructure, natural resources and environmental protection; (v) acceleration of regional integration within the context of the Central African Economic and Monetary Community (CEMAC);

(vi) strengthening of human resources and the social sector and integration of disadvantaged groups into the economy; and (vii) improvement of the institutional framework, administrative management and governance. The ongoing development of the next PRSP will require a revision of the 2008-2012 country programme to ensure that it dovetails perfectly with the second PRSP. UNDAF priorities are based on the revised PRSP and revolve around the following themes: support for growth; social development, including education, health and social protection; governance; crisis prevention and management; and environmental protection.

15. UNDP will provide support to UNDAF and will focus its assistance on the following three pillars: (i) democratic governance; (ii) poverty reduction and achievement of the Millennium Development Goals; (iii) energy and environment.

16. **Democratic governance:** Strengthening democratic governance under the national governance programme will focus more specifically on: (a) improving partnerships and the effectiveness of development assistance to Cameroon within the framework of the Paris Declaration and in support of the implementation of PRSP II; (b) contributing to more transparent management by supporting the Government in its efforts to combat corruption; (c) continuing to work on electoral reform; (d) capacity-building of the Human Rights Commission focusing on access to information and e-governance; and (e) supporting the Government's decentralization efforts through local government capacity-building for the implementation of development plans and combating HIV/AIDS at the municipal level.

17. **Poverty reduction and achievement of the Millennium Development Goals:** To achieve the first Millennium Development Goal, the poverty rate in Cameroon will have to be no more than 25.25 per cent by 2015. To this end, the strategy pursued will be aimed at promoting pro-poor and pro-grass-roots economic growth by (a) continuing the poverty-reduction subprogramme which fosters the financing of productive microprojects and capacity-building in the microfinance sector and (b) providing support to the Government for the development and monitoring of PRSP II through analyses conducted as part of the national human development report, the report on progress made towards achieving the Millennium Development Goals and exercises to evaluate the cost of this achievement.

18. Enhanced Government crisis prevention and management capacity for combating avian influenza and rehabilitating Lake Nyos.

19. **Energy and environment:** Environmental protection and efficient management of energy for a sustainable environment through: (a) strengthened capacity of the Government for monitoring the environment and meeting its commitments under international conventions; (b) the provision of assistance to the Government to finalize its regulatory framework; and (c) strengthened capacity of the Government, local governments and grass-roots communities for the implementation of the desertification plan.

20. Gender equality and HIV/AIDS will be integrated as cross-cutting issues into all the components of the country programme. In this regard, the inclusion of budget lines on gender equality, raising the awareness of women not just as voters, but also as candidates during elections, and HIV/AIDS will be taken into account in the decentralization component with the Alliance of Mayors.

21. UNDP has a comparative advantage in providing advice on the development of sectoral strategies and policies, but this must be matched by experience in the implementation of such policies. Consequently, this country programme allocates resources to pilot projects that could be replicated country-wide. It is with the same goal of optimizing outcomes with limited resources that UNDP proposes to participate in the joint integrated programme in the northern provinces, particularly in the Far North province.

IV. Programme management, monitoring and evaluation

22. The UNDP country programme in Cameroon will be reviewed annually with the Government, preferably jointly with UNICEF, the United Nations Population Fund (UNFPA) and the World Food Programme (WFP). UNDP will continue to evaluate the results of the country programme and project and programme evaluations will be incorporated into the respective workplans. A monitoring and evaluation plan will be developed for the country programme plan of action, thereby ensuring a more detailed monitoring of outcomes. For all projects and programmes, a workplan with follow-up indicators will be developed and revised quarterly. UNDP intends to make monitoring and evaluation more participatory by involving not only the Government, but also all partners and beneficiaries.

23. It is not easy to obtain reliable data in Cameroon, but UNDP and the United Nations system expect to provide support in this regard, particularly to the National Statistics Institute. The publication of national human development reports on a more regular basis as well as of reports on the achievement of the Millennium Development Goals will help in analysing the UNDP programme outcomes.

24. Although Cameroon has considerable human resources potential, the chances of success of a full national execution modality are limited by corruption, weak project management and evaluation systems and the absence of efficient national systems for the management of public finances, Government contracts and audits. Therefore, during the 2008-2012 period, UNDP will use a combination of direct and national execution modalities. It will also provide support for Government capacity-building to eventually allow for full national execution of the programme. The UNDP approach to ensure greater programme ownership and sustainability of outcomes is based on partner capacity-building within the Government and in civil society. This involves development of a solid capacity for project management (including financial) and monitoring/evaluation for the national counterpart and building civil-society capacity for project design, implementation, monitoring and communication. Building the capacity of the Government and other development partners for the achievement of the Millennium Development Goals, for example, also requires a greater partnership with donors.

25. Given its limited financial resources, UNDP is forced to adopt a partner mobilization strategy for programme funding and execution. UNDP intends to ensure that funding for all its projects is provided by at least itself, the Government and a third source of funding.

26. In 2007, UNDP will have completed the structural reorganization of its office and staff. The goal of this reorganization is to identify the minimum resources required for efficient management. This strategy will allow the office to operate

with a minimum permanent capacity and temporary assistance resources that may be shifted and adjusted as required subject to the financial resources available.

Results and resources framework for Cameroon (2008-2012)

<p>National priority: Improve governance to promote sustainable human development and achieve the MDGs</p> <p>UNDAF outcome: By 2012, public institutions and specific civil society structures are able to mainstream human rights, gender equity and equality concerns into their actions, and they are effectively working to improve governance</p>					
Component	Result and results indicators	Outputs	Output indicators	Role of partners	Indicative resources by goal (in thousands of US dollars)
Strengthening democratic governance	<p>1.1. Improved efficiency and transparency of State governance</p> <p>Indicator: Level of corruption reduced between 2007 and 2012 (perception index calculated by Transparency International)</p> <p>1.2. Rule of law and respect for human rights enhanced/Gender equity routinely taken into account in the elaboration and implementation of development policies, strategies and programmes</p> <p>Indicator 1: Increase in the percentage of the population that deems the elections organized between 2007 and 2012 fair and transparent</p> <p>Indicator 2: Improvement in the quality of information communicated to citizens by executive, legislative and judicial authorities and the media between 2007 and 2012</p> <p>Indicator 3: Increase in public resources actually allocated to gender equity and equality issues</p> <p>Indicator 4: Decrease in the number of complaints of violence and discrimination against women between 2007 and 2012</p> <p>1.3. Decentralization process strengthened</p>	<p>1.1.1. Normative framework for combating corruption adopted</p> <p>1.2.1. Normative framework and tools for improving the rule of law and promoting gender equality</p> <p>1.3.1. Support for the implementation of municipal action plans, including local plans for combating HIV/AIDS</p>	<p>1.1.1. Institutional and legal framework for combating corruption revised pursuant to the United Nations Convention against Corruption and adopted by the Government</p> <p>1.1.2. Operational structures for combating corruption</p> <p>1.1.3. New partnership for the effectiveness of official development assistance implemented by the Government</p> <p>1.2.1. Independent national electoral commission (Elections Cameroon) operational/Electoral code harmonized and updated. Computerized electoral rolls updated</p> <p>1.2.2. E-governance for stronger citizenship and enhanced service quality</p> <p>1.2.3. Laws for the protection and promotion of human rights promulgated, posted on the Internet and accessible to all</p> <p>1.2.4. National budget developed in taking into account HIV/AIDS and gender equality concerns</p>	<p>Government, Netherlands; France, United States of America; Canada; Germany; OECD; World Bank; European Commission; United Kingdom, UNODC</p> <p>Government; Transparency International; France; World Bank; Canada; Germany; European Commission; United Kingdom</p> <p>Government, target municipality; Alliance of Mayors and Municipal Leaders on HIV/AIDS in Africa (AMICALL), Cameroon chapter</p>	<p>(A) Core resources TRAC 1.1.1 = 2,295</p> <p>(B) Other resources Government: 275 Third party: 3,800 Thematic trust funds: 500</p>

	Indicator: Improvement in the perception of the quality of basic services provided by the municipality between 2007 and 2012		1.3.1. Municipal plan of action implemented in a pilot city/Municipal actors trained in optimum practices for the implementation of municipal plans of action 1.3.2. HIV/AIDS plan of action implemented		
<p>National priority: Strong, sustainable, broad-based and job-creating economic growth; social welfare of the population improved By 2012, the impact of crises on the Cameroonian people is considerably mitigated as a result of the implementation of the national contingency plan</p> <p>UNDAF outcome: By 2012, implementation and follow-up/evaluation of macroeconomic and sectoral policies and programmes to promote development and reduce poverty through the production and equitable sharing of wealth will be improved at the national and provincial levels. By 2012, social welfare programmes and policies reflective of human rights and gender equality concerns for the promotion of social welfare will be reformulated and strengthened, implemented, monitored and evaluated with a view to achieving the Millennium Development Goals by 2012; strengthened capacity of Cameroon to respond effectively to natural, health and human crises.</p>					
Achievement of MDGs and poverty reduction	<p>2.1. The level of achievement of the MDGs by 2015 is improving</p> <p>Indicator 1 Significant improvement in the income level and living conditions of target populations</p>	<p>2.1.1. Microprojects for strengthening the financial and structural capacities of low-income earners and vulnerable groups (disabled persons and women living with HIV/AIDS) carried out</p> <p>2.1.2. Access to credit facilitated for low-income earners and vulnerable groups (disabled persons and women living with HIV/AIDS)</p> <p>2.1.3. Joint project for the integrated development of the Far North</p> <p>2.1.4. Main tools for planning, follow-up/evaluation of poverty developed and updated/Support for the revision and follow-up/evaluation of PRSP II and achievement of the MDGs</p>	<p>2.1.1. Number of low-income earners and vulnerable persons trained and financed</p> <p>2.1.2.1. Number of micro-entrepreneurs granted</p> <p>2.1.3. Number of integrated development initiatives at the regional level</p> <p>2.1.4. PRSP revised and aligned with the MDGs, reports on the achievement of the MDGs and national human development report available and updated on a regular basis</p>	<p>Government; Care International; AGFUND, civil society; private sector</p> <p>WFP; FAO</p> <p>Government; Netherlands Development Organization (SNV); World Bank; IMF; France; Canada; European Commission</p> <p>Government; United States of America; European Commission; others.</p>	<p>(A) Core resources TRAC 1.1.1: 3,850</p> <p>(B) Other resources Government (HIPC Fund): 2,425 Third party: 700</p>

Prevention of and response to natural and man-made crises/catastrophes	2.2. Less vulnerable to crises Indicator 2 Crisis-response capacity enhanced	2.2.1. Early warning system operational; Rehabilitation of disaster-affected areas (Lake Nyos); capacity-building; strengthened technical capacity of national structures	2.2.1. Number of disaster-affected sites in the country secured and rehabilitated from a socio-economic standpoint 2.2.2. Strategy for combating avian influenza implemented		(A) Core resources TRAC 1.1.1: 100 (B) Other resources Government: 100 Third party: 5,500 AHI Facility: 500
National priority: Help guarantee environmental integrity for sustainable development in implementing the PRSP (pillar 4 in particular) and the MDGs (MDG 7 in particular)					
UNDAF outcome: Sustainable development of environmental goods and services and guaranteed sustainable production and consumption.					
Energy and environment for sustainable development	3.1. Efficient management and protection of environmental and energy resources in accordance with international conventions and the national environmental management plan (PNGE) Indicator 1: Fewer cases of violation of environmental rules and standards Indicator 2: Rate of replenishment of environmental resources	3.1.1. Data on the state of the environment available and accessible to all key actors 3.1.2. Full environmental regulatory framework revised, adopted and disseminated 3.1.3. Concerted and innovative strategies for the management of environmental priorities developed and implemented taking into account gender equality and HIV/AIDS concerns 3.1.4. Viable grass-roots community projects developed and implemented for the sustainable management of water, soil and alternative rural energy resources and biodiversity	3.1.1. (i) Environmental data base set up and available; (ii) Production of a report on the state of the environment every three years; (iii) Number of institutions referring to the national report on the state of the environment for their decisions/actions 3.1.2. Framework document and strategy documents validated for environmental management (water, soil, biodiversity and alternative energies) 3.1.3. At least 25 viable pilot grass-roots community microprojects implemented each year – Total amount of funds allocated for the implementation of initiatives – Number of persons who have generated income directly through microprojects – Number of sustainable resources management plans developed and implemented	UNEP; Government; GTZ; UNESCO; World Bank; GEF; UNEP; French cooperation; Centre for International Forestry Research (CIFOR); private sector	(A) Core resources TRAC 1.1.1: 1,700 (B) Other resources Government 200 GEF 1,500