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## I. Analysis of the situation

1. Boasting a wealth of natural and human resources, Cameroon has the largest economy in the Economic Community of Central African States, with a 2010 gross domestic product (GDP) of almost \$22.5 trillion in current dollars. With a 2.6% rate of natural increase, its population was estimated at 20 million in 2010, 51% being women. Some 50% of the population was under 18 years of age, and almost as many lived in cities.<sup>1</sup>

2. In spite of its undeniable economic and natural potential, Cameroon has a per capita GDP of only \$1,143 and an average growth rate of 3% for the last three years—not enough to spark a sustainable virtuous circle or to allow the achievement of the Millennium Development Goals (MDGs). Its human development index (0.482 in 2011) puts Cameroon among the countries with the lowest human development indices. The poverty rate stagnated between 2001 (40.2%) and 2007 (39.9%). The unemployment rate of 4.4% masks the disproportionate importance of the informal economy—which employs 90% of the population—and chronic underemployment estimated at 76%.

3. In 2004, infant mortality remained at its 1998 level, or 144 deaths per 1,000 births, while maternal mortality rose from 430 to 669 per 100,000 live births between 1998 and 2004.

4. The change in these indicators reflects a social situation characterized by sharp economic and social disparities between different regions of the country and population groups, insufficient access to quality basic social services, unequal access to inputs and sources of funding, an inability for people to take full advantage of the opportunities offered by their environment, and the scanting of the role the private sector could play in the fight against poverty in a context of revival of the informal economy. Taken together, these problems make for low overall economic efficiency and their effects on the social situation are exacerbated by the absence of any strong social protection mechanism. Beyond their strictly social and economic aspects, such concerns actually mask significant problems of governance, forward-looking and strategic management at the State level, and a lack of robust redistribution mechanisms, among other factors.

5. In these areas, the Government of Cameroon has nonetheless made great efforts; after drawing up its Vision 2035, in 2009 it prepared a Growth and Employment Strategy Paper (GESP), a practical roadmap for achievement of the MDGs in Cameroon by 2020. The strategy's implementation is being hampered, however, by a capacity for operational planning, implementation and monitoring that is poor within the public service and poorer still in the decentralized communities.

6. In terms of democratic governance, real citizen participation in the management of public affairs is still problematic. Such is particularly the case, despite Cameroon's international commitments, of women, persons with disabilities and certain marginalized groups, who are kept at a remove from the centres of power. Thus, only 13.9% of MPs in the National Assembly are women, while barely 1.1% of high-level public offices<sup>2</sup> are held by women. Similarly, citizens' ignorance

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<sup>1</sup> 2005 General Census of Population and Housing.

<sup>2</sup> Governors, prefects and sub-prefects.

of their rights, together with the shortcomings of the judicial system, lead to corruption, red tape, electoral apathy and various infringements of individual rights that are preventing the country from making the most of its abilities and potential to significantly improve Cameroonians' living conditions.

7. In terms of environmental management, despite the Government's efforts to establish the requisite institutional framework and tools<sup>3</sup> to effectively manage the environment, significant challenges remain. In particular, ecosystems are subject to pressure from multiple interests competing for the same spaces (mining, agriculture, road infrastructure, poaching, conservation). Deforestation, poor planning capabilities and inadequate integration of environmental considerations into plans, difficulties in coordinating stakeholders, and a lack of available resources to enforce environmental protection rules are the major challenges facing conservation. If appropriate measures are not taken, the areas currently most at risk from the combined effects of climate change and the other factors described above will run even greater risk. That exacerbates extreme poverty and constitutes a critical constraint on the achievement of sustainable human development.

## II. Past cooperation and lessons learned

8. In the interests of good governance and improving the rule of law, Cameroon has, with UNDP support, established the following: (a) a national strategy to combat corruption, including an implementation plan; (b) a single electoral code and an enhanced elections authority having the tools it needs to play its role; and (c) local plans to combat HIV/AIDS, which are now being implemented in sixty decentralized communities. In the context of decentralization and the prevention of crises and natural and anthropogenic disasters, selected border communities in the east have obtained access to potable water and their livelihoods have been improved in a climate of social cohesion.

9. As Cameroon strives to eradicate poverty and achieve the MDGs, reports on the progress made thanks to UNDP technical and financial support have promoted better integration of the MDGs into the GESP and its monitoring arrangements. UNDP support for the establishment of community microprojects and micro-enterprises, support for management structures in rural communities, and MDG promotion in selected villages have helped boost the target groups' income above the poverty line.

10. Where effective management of environmental and energy resources is concerned, UNDP support has enabled technical guidelines to be developed so that environmental and climate change may be taken into account in development policies. Similarly, a national climate change adaptation plan (PANA) has been drawn up, together with a communications strategy. A national energy services programme, based on a pool of women's expertise at the local level, has been launched.

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<sup>3</sup> Second National Environmental Management Plan (PNGE II), National Action Plan to Combat Desertification (PAN/LCD), National Energy Action Plan for Poverty Reduction (PANERP), National Biodiversity Strategy and Action Plan (NBSAP), National Water and Soil Management Strategy, National Action Plan for Integrated Water Resource Management (PANGIRE), Framework Law on Environmental Management, Forest Law.

11. An analysis of past cooperation clearly shows that in order to increase the impact of its interventions, UNDP will now need to focus its efforts on key results driven by national priorities, ensure better integration of the various themes with the programme approach, and clearly define project exit strategies in order to sustain the gains achieved. In that context, it is essential to give more breathing room to capacity building in terms of planning and the mainstreaming of environment, gender, communications and results monitoring. In devising strategies for the economic and social empowerment of women, moreover, it is imperative to include actions to ensure buy-in by men.

### **III. Proposed programme**

12. Given the dynamic comparative advantages of the country office and the technical resources available at the level of the United Nations system, the proposed program is based on consultations with national counterparts as reflected in the United Nations Development Assistance Framework (UNDAF) (2013-2017) under the GESP<sup>4</sup> It will consist of three main components, namely: (a) Support for the economy and strategic State management; (b) Poverty eradication in the field and sustainable development; and (c) Support for governance and crisis and disaster prevention.

13. The component “Support for the economy and strategic State management” will contribute to the achievement of UNDAF Outcome 1. Its goal is to provide the Government and the private sector with the requisite guidance to achieve the GESP objectives. More specifically, the result sought is growth that takes into account vulnerable groups, particularly women, through the following major contributions: (a) support for the Government’s implementation of its growth and employment strategy (GES) through the strengthening of administrative capacity for operational planning, mainstreaming of cross-cutting dimensions (gender, environment, monitoring, etc.), and planning of sectoral strategy papers, in particular regarding social protection; (b) improved monitoring of the GES and MDGs through an enhancement of the existing monitoring system and the national statistical framework and through reporting on MDGs and the GES; (c) advancement of prospective analysis by considering the strategic directions and their effects on inclusive growth, achievement of the MDGs and human development, and by producing reports on human development and ad hoc economic studies; and (d) support for the declaration process for informal enterprises and promotion of increased private sector involvement in the fight against poverty, in particular through the “Growing Inclusive Markets”<sup>5</sup> (GIM) initiative and a dialogue between the Government and the corporate world on major policy choices.

14. The “Poverty eradication in the field and sustainable development” component will further the achievement of UNDAF Outcome 1. In that area, two main effects will be sought. First, the income of targeted communities and their access to clean water and education will be enhanced and, second, people’s resilience in the face of climate change will be bolstered. Under the first goal, UNDP support will consist in: (a) supporting the structuring of value chains according to local criteria and certified

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<sup>4</sup> It will be adjusted, if necessary, to reflect the resolutions arising from the Rio+20 Conference.

<sup>5</sup> The goal is to make the poor a factor in companies’ business plans, either as consumers or as input providers.

standards; and (b) taking measures to promote achievement of the MDGs at the municipal level. Achievement of the second goal will mean (a) supporting the establishment of the operational mechanisms of PANA, PANERP and R-PP,<sup>6</sup> and (b) making climate change a consideration in development policies by supporting the creation of a disaggregated environmental database to enable the Government to meet its international and regional commitments in the area of natural resource management.

15. Through the Governance and crisis prevention component, UNDP support will help further UNDAF Outcome 5. The goal is to help national institutions subject to obligations, and citizens having rights, to effectively play their role in achieving the GES objectives. Two major effects are sought, namely an improvement in the quality of public services delivered to users and an increase in vulnerable groups' participation in decision-making bodies.<sup>7</sup> Achieving the first effect will require: (a) support for government and civil society organizations in reforming the legal framework, establishing platforms for dialogue and strengthening the ability of different networks to make a real commitment to governance; (b) helping the selected administrative services to enhance their staff's capacities in planning, management and communications, development of diagnostic tools for quality and service standards; (c) support for the implementation of sectoral strategies through the enhancement of national institutions' and key players' capacities for planning, implementation, monitoring and communications. To achieve the second effect will require: (a) consolidating the electoral system by facilitating political dialogue, supporting the establishment of a credible voters' list, implementing the gender strategy and holding elections with greater participation and representation of women and vulnerable groups; and (b) strengthening social cohesion in targeted border areas by means of support for local communities' planning and regional development with a concern for the gender dimension, human rights, the fight against HIV/AIDS, and crisis and disaster prevention.

16. Beyond the above-mentioned components, each annual work plan will take into account the cross-cutting dimensions already referred to.

#### **IV. Programme management, monitoring and evaluation**

17. The programme will be implemented under the national implementation modality (NIM) under the general supervision of the Ministry of the Economy, Planning and Regional Development (MINEPAT). The emphasis will be on capacity building among partner structures in terms of results-based management, operational planning and monitoring, and outcomes. National and/or international experts will be recruited as required to bolster the enforcement structures. For sensitive projects, or at the request of donors or the Government, UNDP will employ the direct implementation modality (DIM). Subject to an agreement with the Government, civil society or United Nations system specialized agencies could also act as implementing partners. Whenever possible, priority will be given to joint programmes. Once the macro-evaluation now underway is completed, it will be possible to implement the Harmonized Approach to Cash Transfer (HACT).

<sup>6</sup> PANA: National Climate Change Adaptation Plan; PANERP: National Energy Action Plan for Poverty Reduction; R-PP: Readiness Preparation Proposal.

<sup>7</sup> In particular the National Assembly, local and regional authorities, and the Government.

18. Operational monitoring of activities will be the responsibility of programme enforcement units; outcomes monitoring will be done jointly by UNDP, project committees and the systems put in place at the UNDAF and GESP level, in particular by means of: (a) annual project reviews; (b) quarterly follow-up meetings with the Government and the implementing partners; (c) meetings of outcome groups, project committees and technical committees; and (d) field visits. Evaluations will be conducted according to the evaluation plan set out in the Appendix, under the GESP monitoring and evaluation framework, and in accordance with UNDP's Handbook on Planning, Monitoring and Evaluating.

19. At the country office level, overall responsibility for programme monitoring will be delegated to the Deputy Resident Representative. Under his supervision, the economic unit will be responsible for monitoring achievement of the objectives of component 1, while the other two components will be the responsibility of two units of the Programme section (Governance; Poverty and Sustainable Development).

20. Hence, it is indispensable for the economic unit to have a nationally recruited economist and a programme associate, and to deploy United Nations Volunteers or auxiliary administrators to the other units. The programme management unit will be structured in such a way as to provide the requisite administrative and financial assistance to national structures. Appointment of an internationally recruited operations manager would seem essential in order to better manage the fiduciary risk associated with practical application of the national implementation modality.

21. In fulfilling programme objectives, emphasis will be placed on partnerships and resource mobilization. Results monitoring and reporting will be enhanced for that purpose, in particular through the development of a resource mobilization strategy, deployment of a monitoring and evaluation specialist and the bolstering of the Communications section.

## Annex

## Results and resources framework

National priority or goal: Strong, sustainable and inclusive growth					
Outcomes 1, 2 and 5 of the UNDAF programme					
Outcome indicators: See attached table of UNDAF outcomes					
Contribution of government partner	Contributions of other partners	UNDP contributions	Indicators, baseline and targets for UNDP contributions	Indicative country programme outputs	Indicative resources by outcome (thousands of US\$)
<b>Component 1: State support for the economy and strategic management (Contribution to UNDAF Outcomes 1 and 2).</b>					
<p>Presentation and enactment by Parliament of social protection legislation.</p> <p>Identification of officials to benefit from the planned capacity building. Retention of the capacity building beneficiaries in their positions for a reasonable period of time. Strengthening the framework for dialogue with the private sector. Provision of financial contribution</p>	<p>The African Development Bank (AfDB), the World Bank, the United Nations Industrial Development Organization (UNIDO), the International Labour Office (ILO), the German Agency for International Cooperation (GIZ), the United Nations Educational, Scientific and Cultural Organization (UNESCO), the Japan International Cooperation Agency (JICA) and the French Development Agency are already involved in direct support for communities and macroeconomic structures</p> <p>The Cameroon Business Forum (CBF), the Cameroon Employers' Organization (GICAM) and non-governmental organizations (SIL, religious groups) have declared their willingness to join UNDP in combating poverty and achieving the MDGs.</p>	<p>UNDP will support the Government in GES implementation and monitoring through outputs 1.1 and 1.2.</p> <p>It will contribute to a prospective analysis with a view to achieving the development goals set in Vision 2035 and Rio+20 through the ad hoc studies and national development reports called for in output 1.2. It will contribute to the enhancement of the role of the private sector in poverty eradication through output 1.3</p>	<p><b>Indicator 1.1:</b> Adoption of a national social protection strategy <b>Baseline:</b> 0 document (2012) <b>Target:</b> Strategy in place</p> <p><b>Indicator 1.2:</b> Number of available reports mentioned in output 2 <b>Baseline:</b> Reports available in 2011 (2012 value) <b>Target:</b> MDGs, 2 reports; GES, 4 reports; national human development report, 2 reports</p> <p><b>Indicator 1.3:</b> (a) Number of companies participating in the GIM initiative <b>Baseline:</b> 0 (2012 value) <b>Target:</b> 2 a year</p> <p>(b) Number of decisions/actions taken in the fight against poverty. <b>Baseline:</b> 2011 (to be determined) <b>Target:</b> 3 a year</p>	<p><b>1.1.</b> The institutions charged with GES implementation have the required operational planning skills and are able to integrate the cross-cutting dimensions<sup>8</sup></p> <p><b>1.2.</b> National institutions are in a position to produce national reports on human development and GES monitoring and to undertake ad hoc economic studies</p> <p><b>1.3.</b> Dialogue between private sector players and the Government facilitates formal structuring of the economy and boosts the private sector's role in the fight against poverty</p>	<p>TRAC: 1,885</p> <p>Other resources: 1,250</p>

<sup>8</sup> Gender, population dynamics, environmental sustainability, performance monitoring and communications.

<b>Component 2: Grassroots poverty eradication and sustainable development (contribution to UNDAF Outcome 1)</b>					
<b>Contribution of government partner</b>	<b>Contributions of other partners</b>	<b>UNDP contributions</b>	<b>Indicators, baseline and targets for UNDP contributions</b>	<b>Indicative country programme outputs</b>	<b>Indicative resources by outcome (thousands of US\$)</b>
<p>Enhancement of local access to funding for green agriculture. Implementation of local development plans. Development of follow-up measures and climate change impact assessment in zones at risk; better stakeholder access to the Rural Energy Fund (FER) for PANERP implementation.</p> <p>Provision of financial contribution</p>	<p>AfDB, the World Bank, UNIDO, GIZ, UNESCO, JICA and the French Development Agency already support the key players in the value chains subject to certification. They are also working for the economic empowerment of local communities on an inclusive basis.</p> <p>The World Bank, the French Development Agency, GIZ, the Centre for International Forestry Research (CIFOR), and international organizations such as the World Wildlife Fund (WWF), the International Union for Conservation of Nature (IUCN) and the World Conservation Strategy (WCS) are providing support to the Government in terms of awareness, information, climate change data acquisition and development of planning tools</p>	<p>UNDP support will help improve people's living conditions in targeted areas through outputs 2.1 and 2.2. UNDP will also help enhance people's resilience in the face of climate change and sustainable management of forest ecosystems through output 2.3</p>	<p><b>Indicator 2.1:</b> Number of operational certification channels <b>Baseline:</b> 4 (2012 value) <b>Target:</b> 10</p> <p><b>Indicator 2.2:</b> School enrolment and access to potable water <b>Baseline:</b> (a): School enrolment: Meyomessi 73%; Maroua 62%. (b) Access to potable water: Meyomessi 54%; Maroua 0% <b>Target:</b> (a) School enrolment: Meyomessi 95%; Maroua 80%; (b) Access to potable water: Meyomessi 70%; Maroua 40%</p> <p><b>Indicator 2.3:</b> (a) Number of institutional arrangements and operational guidelines; (b) Rate of implementation of planned activities in the areas concerned <b>Baseline:</b> 0, 2012 value <b>Target:</b> 50% of institutional arrangements; rate of implementation of planned activities to be up 25% by 2017</p>	<p><b>2.1.</b> In at least 5 regions, communities and producers are organized into operational product channels that are subject to certification</p> <p><b>2.2.</b> Two reference communes have adopted operational tools for the achievement of the MDGs through the communities</p> <p><b>2.3.</b> The national and local institutions of the selected zones are competent to implement PANA, PANERP and R-PR and to sustainably manage forest ecosystems</p>	<p>TRAC: 2,639</p> <p>Other resources: 2,500</p>



Component 3: Governance and crisis and disaster prevention (Contribution to UNDAF Outcome 5)					
Contribution of government partner	Contributions of other partners	UNDP contributions	Indicators, baseline and targets for UNDP contributions	Indicative country programme outputs	Indicative resources by outcome (thousands of US\$)
<p>Adoption and submission to Parliament of bills on the electoral system, discrimination in favour of groups in vulnerable situations, the local civil service, and the financial means to be made available to regional and local authorities (CTDs). Adoption and entry into force of legislation governing the mainstreaming of gender equality, human rights and disaster risk management into CTDs' development plans. Provision of the necessary resources for the implementation of the above-mentioned measures.</p> <p>Provision of the Government's financial contribution to the conduct of the activities.</p>	<p>The World Bank, GIZ, the European Union and UN Women provide financial support to civil society organizations and to Elections Cameroon (ELECAM). The European Union, the World Bank, AfDB, Germany (GIZ), France, Canada and the United Kingdom financially support the key players in the fight against corruption. Transparency International and the Cameroon Human Rights Network mobilize the people, denounce abuses and engage in advocacy to influence policies and their implementation. GIZ, the European Union and the World Bank provide technical and financial support to local authorities. Civil society organizations mobilize the various categories of the citizenry and engage in advocacy</p>	<p>UNDP will contribute to improving the quality of services through capacity building at the selected services in terms of planning, management and communication. Tools for quality diagnosis and service standards will be developed for public services. The key institutions fighting corruption will be supported in their missions. UNDP will contribute to the renewal of the legal framework of civil society organizations and will support their platforms for dialogue. It will support: consolidation of the electoral system by facilitating political dialogue; establishment of a credible voters' list; the gender strategy; and elections</p>	<p><b>Indicator 3.1:</b> (a) Reform of the legal framework of civil society organizations; (b) % of users satisfied with the quality of public services at 3 selected ministries</p> <p><b>Baseline:</b> (a) Existing legal framework is obsolete; (b) 2013 value (to be determined at programme startup)</p> <p><b>Targets:</b> (a) A new legal framework; (b) 20% improvement</p> <p><b>Indicator 3.2:</b> % of main political stakeholders satisfied with the quality of the voters' list</p> <p><b>Baseline:</b> 0</p> <p><b>Target:</b> 10 political parties, 10 civil society organizations and 5 international election observer institutions</p> <p><b>Indicator 3.3:</b> Rate of increase in the number of women MPs</p> <p><b>Baseline:</b> 14% women</p> <p><b>Target:</b> 25% women</p> <p><b>Indicator 3.4:</b> Number of local authorities in border areas in a position to implement a local development plan taking into account gender, human rights, the fight against HIV/AIDS, and crisis and disaster prevention.</p> <p><b>Baseline:</b> 1</p> <p><b>Target:</b> 20 regional and local authorities</p>	<p><b>3.1.</b> Support is provided to national institutions and civil society actors so that users may enjoy quality services</p> <p><b>3.2</b> Electoral institutions (ELECAM, the Ministry of Justice, the Supreme Court, the Ministry of Territorial Administration and Decentralization), Parliament, political parties, civil society, the media and the citizenry are more likely to participate in the electoral process</p> <p><b>3.3</b> Citizens, and especially vulnerable groups and their concerns, are taken into account by decision-making bodies</p> <p><b>3.4</b> CTDs and national development actors are more likely to implement decentralization with respect for gender equality and human rights, to combat HIV/AIDS, and to manage crises and disasters</p>	<p>TRAC: 3,016</p> <p>Other resources: 1,250</p>