

GEF Country Portfolio Evaluation: Cameroon (1992–2007)

MARCH 2009



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Le présent rapport est le septième d'une série d'examens de portefeuilles-pays (EPP) réalisés par le Bureau de l'évaluation du Fonds pour l'environnement mondial (FEM). Ces évaluations portent sur la totalité de l'aide du FEM au niveau d'un pays, tous programmes et Entités d'exécution confondus. Globalement, ces études visent à : 1) évaluer dans quelle mesure les activités financées par le FEM s'inscrivent dans le cadre des stratégies et priorités nationales et des grands défis écologiques au cœur de la mission de l'institution ; 2) évaluer le mode d'exécution et les résultats des activités financées par le FEM.

Les examens de portefeuilles-pays sont réalisés en totalité et de manière indépendante par le Bureau de l'évaluation, et, si possible en partenariat avec d'autres bureaux d'évaluation des Entités d'exécution du FEM, des administrations nationales et des organisations non gouvernementales.

La présente évaluation fait partie d'une série d'examens de portefeuilles-pays qui portent sur l'aide que le FEM apporte à l'Afrique subsaharienne. D'autres évaluations ont été réalisées au Bénin, à Madagascar et en Afrique du Sud. Plusieurs critères ont présidé au choix du Cameroun, notamment la taille de son portefeuille, son statut de réserve mondiale de biodiversité, la formule originale de l'aide budgétaire pour financer le Programme sectoriel forêts et environnement au moyen de l'aide budgétaire et le volume

important des ressources qui sont allouées à la préservation de sa biodiversité au titre du Dispositif d'allocation des ressources. La présente évaluation aurait dû être intégrée au Rapport de l'examen annuel de portefeuilles-pays présenté au Conseil du FEM en avril 2008. Mais, lors de la présentation du projet de rapport à Yaoundé en février 2008, les différents acteurs concernés ont émis de sérieuses réserves sur la qualité de la partie du rapport consacrée aux constatations sur la viabilité à long terme et les effets sociaux néfastes des projets de préservation de la biodiversité. Le Bureau de l'évaluation s'est engagé à reformuler le rapport en tant que de besoin, à revoir les constatations et à effectuer des enquêtes supplémentaires dans le sud-est du pays, afin d'élargir la portée des vérifications faites sur place et d'améliorer la qualité générale du rapport. Le document préliminaire a été de nouveau présenté au comité national de coordination des activités du FEM et à d'autres acteurs de la société civile et chercheurs lors d'un atelier qui a eu lieu à Limbé vers la fin du mois de juin 2008. C'est donc avec plaisir que nous notons que le travail supplémentaire réalisé a permis d'améliorer la qualité de l'évaluation dans son ensemble. Les travaux de Limbé étaient très enrichissants et, bien que des divergences d'interprétation subsistaient, les constatations présentées ci-après ont été, dans l'ensemble, bien reçues par le comité national de coordination des activités du FEM.

Nous sommes parvenus à la conclusion que le FEM contribuait de manière positive à la préservation de la biodiversité d'importance mondiale qu'abrite le pays, et en particulier au renforcement et à l'élargissement de son réseau d'aires protégées. Le FEM a plus particulièrement contribué au renforcement du régime de protection des forêts tropicales du Cameroun. Il a également permis au pays de commencer à s'attaquer à d'autres problèmes environnementaux, tels que la dégradation des sols, l'adaptation au changement climatique et la prévention des risques biotechnologiques. En outre, l'aide du FEM correspond bien au caractère mondial du mandat de l'institution ainsi qu'aux politiques et plans nationaux. Toutefois, malgré ces aspects positifs, nous avons relevé plusieurs problèmes, à commencer par des lacunes dans la gestion financière, notamment des cas de corruption, les problèmes récurrents de capacités au sein des administrations nationales et locales qui réduisent leur aptitude à œuvrer efficacement en faveur de la protection de l'environnement, ainsi que l'insuffisance des incitations socioéconomiques permettant d'assurer la protection à long

terme de l'environnement. Nous constatons que le Cameroun a désormais la possibilité de s'attaquer aux principaux problèmes environnementaux liés à la biodiversité des forêts et à la dégradation des sols par le biais du Programme sectoriel forêts et environnement (PSFE), du Programme de micro-financements et du Projet de gestion durable des écosystèmes agro-pastoraux et des sols.

La réponse du Gouvernement camerounais à l'évaluation figure en annexe au présent rapport. Nous souhaitons que cette évaluation incite le Gouvernement à renforcer davantage le secteur de l'environnement et sa collaboration avec le FEM à l'avenir. Les résultats de la présente évaluation seront intégrés dans le deuxième rapport de l'examen annuel de portefeuilles-pays qui sera présenté au Conseil du FEM en juin 2008.



Rob D. van den Berg
Directeur du Bureau de l'évaluation

Remerciements

Le présent rapport a été préparé sous la direction de Lee Alexander Risby, chargé d'évaluation au Bureau de l'évaluation du FEM, par une équipe constituée de quatre consultants : Kai Schmidt-Soltan, Paolo Cerutti, Julius Chupezi-Tieguhong et Joachim Nguieboouri.

L'administration camerounaise, en particulier Justin Nantchou du ministère de l'Environnement et de la Protection de la nature et point focal technique du FEM, a été très coopérative et a participé activement à la présente évaluation. Nous remercions aussi le Centre de recherche forestière internationale (CIFOR Cameroun) et la Banque mondiale pour le soutien logistique qu'ils nous ont fourni.

Une version préliminaire de ce document a été présentée à Yaoundé le 15 février 2008 aux différentes parties prenantes, à savoir les représentants du Gouvernement, les Entités d'exécution du FEM, les organisations non gouvernementales et d'autres acteurs de la société civile. Les avis recueillis lors de cet atelier nous ont amenés à entreprendre des études supplémentaires, notamment sur le terrain, qui ont débouché sur la version finale révisée présentée à Limbé le 24 juin 2008. Nous tenons tout particulièrement à exprimer notre reconnaissance à Sékou Touré, commissaire au règlement des conflits du FEM, qui a animé ce dernier atelier.

Le Bureau de l'évaluation assume l'entière responsabilité du contenu du présent document.

1. Principales conclusions et recommandations

1.1 Contexte

Le Cameroun fait partie du FEM depuis la phase pilote en 1992, époque à laquelle le Fonds a fourni un financement à l'appui de la préparation du Projet de préservation et de gestion de la biodiversité (GEF ID 85). Depuis lors, le Cameroun a pris part à neuf autres projets nationaux auxquels le FEM a contribué à hauteur de 25,25 millions de dollars au total. Comme l'illustre le tableau 1.1 ci-après, environ 71 % des ressources du FEM ont servi à financer des projets dans le domaine d'intervention « diversité biologique », 25 % dans le domaine d'intervention « dégradation des sols » et 1 % et 2 % respectivement dans les domaines « changements climatiques » et « polluants organiques persistants » (POP). Le Cameroun participe à 19 projets régionaux et mondiaux dans les domaines d'intervention « eaux internationales », « diversité biologique » et « changements climatiques ».

Tableau 1.1

Aide du FEM au Cameroun, par domaine d'intervention

Domaine d'intervention	Financement du FEM (USD M)	% du total
Diversité biologique	18,24	71,35
Changements climatiques	0,27	1,00
Dégradation des sols	6,35	25,00
POP	0,49	1,90
Activités intersectorielles	0,20	0,75
Total	25,55	100,00

Dans la logique du cadre de référence et de l'objet général des examens de portefeuilles-pays du FEM, les objectifs particuliers de l'évaluation de l'aide du FEM au Cameroun étaient les suivants :

- évaluer de façon indépendante la pertinence et l'efficacité de l'aide du FEM sous les angles suivants : dispositifs nationaux et mécanismes de décision dans le domaine de l'environnement ; mandat du FEM et effets positifs sur l'environnement mondial ; et politiques et procédures du FEM ;
- évaluer l'efficacité et les résultats des projets achevés et en cours dans chaque domaine d'intervention ;
- partager les réactions et les acquis avec : 1) le Conseil du FEM dans le cadre de son mécanisme de décision sur l'allocation des ressources et l'élaboration des politiques et des stratégies ; 2) le pays du point de vue de son association avec le FEM ; 3) et les Entités d'exécution et les organisations participant à l'élaboration et à la mise en œuvre des projets financés par le FEM.

Le Cameroun a été retenu notamment pour les raisons suivantes : la taille de son portefeuille lié à la biodiversité et axé sur la préservation des forêts, la formule originale de l'aide budgétaire pour financer les projets, l'importance des ressources affectées à la biodiversité dans le cadre du Dispositif d'allocation des ressources (DAR) ; et son statut de réserve mondiale de biodiversité.

1.2 Méthodologie

L'examen du portefeuille du Cameroun a été réalisé entre septembre 2007 et avril 2008 par une équipe du Bureau de l'évaluation du FEM et quatre consultants ayant une connaissance approfondie du secteur de l'environnement au Cameroun. La méthodologie incluait une série de composantes combinant des méthodes de collecte de données qualitatives et quantitatives et des outils normalisés d'analyse. Des documents de différentes sources (projets, gouvernement, société civile, Entités d'exécution du FEM, etc.) ont été utilisés pour jeter les bases de l'évaluation. La qualité de ces documents a été préalablement examinée. Pour l'analyse quantitative, des indicateurs ont servi à évaluer l'efficacité de l'aide du FEM, les projets étant pris comme unités d'analyse (délais et coûts de préparation et d'exécution des projets, par exemple). Nous avons utilisé des outils et protocoles types que nous avons adaptés au contexte du Cameroun. Un certain nombre de projets ont été sélectionnés pour des visites de site selon des critères d'achèvement, d'approches utilisées pour le projet ou pour ses composantes, d'accessibilité, de temps et de ressources limitées.

Notre évaluation porte essentiellement sur neuf projets « nationaux », c'est-à-dire exécutés sur le territoire camerounais, et 11 projets régionaux dont 5 sur les eaux internationales, auxquels le pays a participé. Ces projets ont été choisis parce qu'ils ont connu une forte adhésion au niveau du pays. L'évaluation complète de la pertinence des résultats globaux et de l'efficacité des projets régionaux par rapport à leurs coûts sort du cadre du présent examen de portefeuille-pays, qui n'analyse que les composantes camerounaises. Les projets nationaux et régionaux en cours de préparation ont été exclus de cette évaluation.

La réalisation des examens de portefeuilles-pays est limitée par plusieurs facteurs :

- L'examen du portefeuille-pays est un exercice difficile, car les projets du FEM ne s'organisent pas autour d'un programme national assorti d'objectifs, d'indicateurs et de cibles pour mesurer les résultats attendus ;
- Il est difficile d'isoler les résultats directement attribuables au FEM. Nous n'avons donc pas cherché à attribuer au FEM l'impact de certaines activités sur le développement, mais à examiner la contribution du Fonds aux résultats pris dans leur ensemble ;
- L'évaluation des résultats est axée, dans la mesure du possible, sur les effets et les impacts plutôt que sur les produits ;
- L'évaluation des impacts des initiatives financées par le FEM n'est pas un processus simple : de nombreux projets ne précisent pas clairement ou suffisamment les impacts ni même parfois les effets attendus. La présente évaluation se limitant à des sources de données secondaires, il n'a pas été possible de rassembler des données primaires pour compléter les rapports de projet ou mettre en évidence les impacts ou les effets des activités ;
- Les résultats dont il est fait état proviennent de diverses sources ; certains découlent d'une évaluation externe et d'autres sont tirés de rapports de projet et d'entrevues internes ;
- Nous avons fait beaucoup d'efforts pour rassembler un ensemble de données claires et fiables sur les projets et les documents qui y sont liés ; les données disponibles, notamment la liste des projets du portefeuille du FEM, sont divergentes, incomplètes et disparates ;
- Les avis des acteurs concernés sur une version préliminaire du présent rapport, donnés par écrit ou exprimés pendant l'atelier de consultation qui a eu lieu le 15 février 2008, ont été pris en compte lors de la finalisation des conclusions

et des recommandations, mais aussi des constatations, présentées aux chapitres 5, 6 et 7 sur lesquels elles se fondent.

1.3 Conclusions

Résultats et efficacité du portefeuille

Conclusion 1 : Le portefeuille du FEM est de nature à avoir un impact positif de portée mondiale sur la préservation de la biodiversité. Des effets salutaires sont visibles au niveau local, mais ils n'incitent pas encore suffisamment à préserver ce patrimoine.

L'aide du FEM a beaucoup contribué à la planification initiale, puis à l'élargissement et à la gestion du dispositif d'aires protégées du Cameroun, permettant notamment de renforcer la consultation des acteurs concernés et d'améliorer le recueil et la gestion des données dans le domaine de la préservation de la biodiversité. Elle a également permis de sensibiliser les populations locales à ces questions. Mais des progrès restent à faire, surtout pour ce qui est des forêts communautaires, outil de renforcement de la préservation de la biodiversité par les populations locales et de partage des avantages économiques et autres qui en résultent.

L'aide du FEM a plus particulièrement permis de mieux faire connaître l'importance de la préservation de la biodiversité et de jeter les bases de la création de 24 300 km² d'aires protégées, dont 5 parcs nationaux, 44 unités de gestion de proximité des ressources naturelles et 39 forêts communautaires. La formule des aires protégées a été transposée à l'échelle nationale et régionale et pourrait renforcer le régime de préservation d'un espace de 300 000 km². En outre, le PSFE financé par la Banque mondiale, les bailleurs d'aide bilatérale et le FEM est à même d'avoir des effets positifs durables sur l'état environnemental de la planète et d'inciter davantage à préserver la biodiversité tout

en promouvant le développement par des mesures visant à améliorer l'exploitation forestière.

Administré par la Banque mondiale, le Projet de préservation et de gestion de la biodiversité (GEF ID 85) a joué un rôle moteur, jetant les bases du PSFE, notamment en continuant à développer le dispositif d'aires protégées. S'agissant du Programme de microfinancements, les deux premiers projets financés au milieu des années 90 ont permis d'introduire l'apiculture et la domestication de plantes indigènes autres que les produits forestiers ligneux sur les hauts-plateaux de Bamenda. L'objectif était d'encourager la préservation des forêts et de permettre aux acteurs locaux d'adopter des méthodes d'exploitation éprouvées, qui ont depuis été transposées dans des centaines de villages. D'autre part, l'ONG associée à la culture de produits forestiers non ligneux (Heifer International) a diffusé les enseignements tirés de cette expérience à travers l'ensemble de son réseau.

Les projets financés par le FEM dans le domaine de la préservation de la biodiversité qui étaient achevés ont permis de créer diverses incitations à l'échelle locale, telles que la possibilité d'exploiter légalement des ressources comme le bois d'œuvre et l'écorce de *Prunus africana*, la chasse commerciale (dans les parcs des savanes du Nord), la chasse de subsistance (à Campo Ma'an et à Lobéké, par exemple), l'écotourisme à petite échelle, et d'autres activités, telles que la récolte et la production de miel. Il s'agissait d'essayer de trouver une formule qui limiterait l'accès aux ressources tout en proposant des mesures de compensation pour fournir des moyens de subsistance. Toutefois, plusieurs de ces mécanismes, tels que les forêts communautaires et l'écotourisme, ne fonctionnent pas de manière efficace, n'étant pas encore à même d'inciter suffisamment les populations concernées à soutenir la préservation de la biodiversité. En outre, nous avons relevé des risques importants de

déplacement d'activités économiques. Ces risques tiennent à l'application plus stricte de la législation environnementale, une évolution qui s'explique par le renforcement de la capacité à gérer le dispositif d'aires protégées.

Conclusion 2 : Le FEM aide le Cameroun à s'attaquer à d'autres problèmes environnementaux, en particulier dans les domaines d'intervention « eaux internationales » et « dégradation des sols ».

Dans le domaine des eaux internationales, les financements du FEM ont permis de resserrer la coordination intergouvernementale dans le golfe de Guinée, le bassin du lac Tchad et le bassin du Niger, de renforcer les capacités de divers acteurs, et de dresser bon nombre d'états des lieux à partir desquels vont être préparés des plans d'action stratégiques. Les populations rurales accueillent favorablement les activités pilotes menées sur les sites témoins, même si la pertinence de certains microprojets de protection des eaux internationales n'est pas clairement établie. En outre, on ne peut affirmer à ce stade que tous les microprojets sont viables à long terme ou qu'ils peuvent être transposés à plus grande échelle, les populations locales s'identifiant peu à ces initiatives.

L'aide du FEM à l'appui de la lutte contre la dégradation des sols devrait permettre la définition et la diffusion de méthodes éprouvées de gestion durable des sols, le renforcement des capacités à l'échelon local et l'émergence d'un régime foncier plus efficace au plan des coûts et des résultats. Le Cameroun pourrait ainsi se doter d'un outil efficace de lutte contre la dégradation des sols et la désertification, mais la mise en œuvre sur le terrain n'a pas encore démarré.

Dans le domaine des changements climatiques, les financements du FEM ont joué un rôle de catalyseur en donnant accès à des données témoins

nouvelles sur les lisières des forêts et en finançant les projets « Solutions de rechange à l'agriculture sur brûlis » (GEF ID 277 et 390), administrés par le Programme des Nations Unies pour le développement (PNUD), qui ont conduit les décideurs à repenser les ressorts de l'utilisation des terres à l'interface forêt-agriculture en milieu tropical humide. L'aide du FEM a permis au Cameroun de communiquer toutes les informations requises par l'ensemble des conventions ouvrant droit aux financements de l'institution. Certaines des activités habilitantes menées à cette fin, dans le domaine des polluants organiques persistants (POP), par exemple, sont en cours et les rapports auxquels elles doivent donner lieu n'ont pas encore été déposés.

Conclusion 3 : La faible viabilité financière, institutionnelle et socioéconomique met en danger les résultats du portefeuille du FEM au Cameroun.

Nous avons constaté que la gestion financière est perfectible et que la viabilité financière demande un effort plus suivi de renforcement des capacités. Les problèmes de gestion financière sont souvent liés à des capacités insuffisantes et à un manque de contrôle, comme le montrent les rapports de plusieurs projets financés par le FEM et du fonds fiduciaire *Cameroon Mountains Conservation Foundation*. Quelques mesures ont déjà été prises pour remédier à cette situation. Ainsi, le PSFE comporte aujourd'hui un système de suivi et de gestion financière qui atténue le risque financier, et le Programme de microfinancements a été relancé en mettant davantage l'accent sur la viabilité financière et la justification comptable.

Les investissements réalisés dans le renforcement des capacités au début du Projet de préservation et de gestion de la biodiversité et les activités habilitantes menées depuis lors privilégient en général l'échelon national. En revanche, à l'échelon régional et local, nous avons constaté que les

capacités du ministère de l'Environnement et de la Protection de la nature (MINEP) et du ministère des Forêts et de la Faune (MINFOF) sont faibles, le premier étant encore moins bien armé que le second. Les services compétents n'avaient donc guère la possibilité d'appuyer les initiatives importantes, comme les forêts communautaires à l'intérieur et à la périphérie des aires protégées. Ce constat confirme les conclusions de la Banque mondiale dans son audit technique du Projet de préservation et de gestion de la biodiversité (Banque mondiale 2003a). L'aide des bailleurs de fonds et les financements publics n'ayant pas pris le relais, nous avons aussi constaté une dégradation de certains des résultats que ce projet avait permis d'obtenir en renforçant les capacités, au Jardin botanique de Limbé, par exemple. Cette situation met en évidence le lien qui existe entre la viabilité institutionnelle et la viabilité financière.

La viabilité socioéconomique de la préservation de la biodiversité pose des problèmes qui n'ont pas encore été examinés sous tous les angles. Jusqu'ici, les effets positifs locaux et/ou les incitations qui accompagnent les actions de préservation de la biodiversité et de protection de l'environnement ne sont généralement pas d'un niveau suffisant pour encourager la majorité des populations riveraines des aires protégées à adhérer à cet effort. Il existe aujourd'hui de nombreuses possibilités encore inexploitées, telles que le développement du tourisme et le renforcement des moyens d'action des populations locales pour leur permettre de gérer et exploiter efficacement les ressources forestières, contribuant par là même au recul de la pauvreté et à l'amélioration de l'état environnemental de la planète. Par ailleurs, les mesures visant à améliorer la gestion du dispositif d'aires protégées et à le développer comportent un risque élevé de retombées socioéconomiques négatives.

Du côté positif, le Programme sectoriel forêts et environnement, objet d'une aide budgétaire

multipartite à long terme, permet de mobiliser les pouvoirs publics, la société civile, le secteur privé et les populations locales pour s'atteler au problème de la gouvernance de l'environnement et de l'insuffisance des investissements dans le secteur, et de remédier ainsi au manque de viabilité financière, institutionnelle et socioéconomique. Cela étant, il est encore trop tôt pour évaluer les résultats d'un programme qui n'a toujours pas atteint sa vitesse de croisière.

Pertinence de l'aide du FEM

Conclusion 4 : L'aide du FEM correspond bien aux objectifs environnementaux du Cameroun au plan national et international.

Depuis le début des années 90, le Cameroun a adopté un ensemble de lois et politiques environnementales pour mieux protéger sa riche biodiversité. Ainsi, l'élaboration des politiques de préservation des forêts tire parti des expériences du pays en matière de gestion communautaire et de la participation des différentes parties prenantes à l'effort de préservation. C'est dans ce contexte qu'ont été préparés les projets du FEM dans le domaine de la préservation de la biodiversité, continuant à promouvoir l'élaboration de politiques et de stratégies dans des secteurs, tels que la prévention des risques biotechnologiques, l'adaptation au changement climatique et la dégradation des sols, répondant aux besoins du pays et l'aidant à s'acquitter des obligations qui lui incombent au titre des conventions internationales sur l'environnement.

Financé par le FEM, la Banque mondiale — par son Don à l'appui de la politique de développement des secteurs forêt et environnement (GEF ID 1063) — et par d'autres bailleurs d'aide bilatérale, le PSFE renforce la préservation des ressources forestières, mais favorise aussi leur exploitation durable. Il pourrait aussi servir de modèle à l'harmonisation

de l'aide environnementale des bailleurs de fonds dans les autres pays du bassin du Congo. Administré par la Banque mondiale, le Projet de gestion durable des écosystèmes agropastoraux et des sols, rattaché au Programme national de développement participatif du Cameroun (PNDP) (GEF ID 2549) exploite les synergies existant entre les incitations qui résultent de la création de moyens de subsistance locaux, le développement de proximité et la gestion plus efficace de l'environnement, dans le droit fil des priorités nationales et de l'accent mis au plan international sur le développement d'initiative locale.

Conclusion 5 : Le portefeuille du FEM cadre bien avec les priorités nationales et internationales, mais l'identification et la préparation des projets relèvent d'initiatives extérieures, et l'adhésion plus active du pays aux actions menées reste problématique.

En général, les idées de projets n'émanent pas des acteurs nationaux. Les promoteurs des projets sont généralement des Entités d'exécution du FEM et des organisations non gouvernementales internationales. Le gouvernement joue un rôle plus passif, recevant pour approbation des idées et propositions qui lui conviennent. Dans le cas du PSFE, plus la mise en œuvre du projet progresse, plus les autorités se l'approprient.

Le processus d'élaboration et d'application des lois, stratégies et plans d'action nationaux reposant largement sur des expériences, un appui technique et une aide financière externes, l'appropriation du programme de réformes par les autorités gagnerait à se renforcer pendant la programmation des activités dans le cadre du DAR et au-delà.

Efficacité par rapport aux coûts

Conclusion 6 : Les conclusions de l'Évaluation conjointe du cycle des activités et des modes

d'intervention du FEM trouvent confirmation au Cameroun : la complexité et l'inefficacité du cycle des activités du FEM sont des obstacles à l'élaboration des projets.

La majorité des acteurs au Cameroun — pouvoirs publics, Entités d'exécution et ONG — ont critiqué le cycle des activités du FEM, appliqué aux anciens projets. Ils ont notamment relevé les lenteurs de l'instruction des demandes, les coûts de transaction élevés en termes de ressources financières et humaines, et le manque de précisions et d'informations sur les raisons des retards. Le délai moyen d'instruction d'un projet national de grande envergure était de 3,6 ans, et la durée de son exécution de 5,2 ans, soit 1,5 an de plus que prévu. On estime à environ 1 million de dollars le coût de la préparation d'un projet de grande envergure, soit près de trois fois le plafond officiel dans le cycle d'activité précédent. Ces problèmes confirment les conclusions de la récente Évaluation conjointe du cycle des activités et des modes d'intervention du FEM (GEF EO 2007b).

Conclusion 7 : Les mécanismes de gestion du savoir et de prise en compte des enseignements tirés des projets sont faibles et restent perfectibles.

Les projets du FEM, comme celui sur la préservation et la gestion de la biodiversité, et le Projet régional d'appui à l'environnement et à l'information de la Banque mondiale (GEF ID 47) ont permis de créer une masse de connaissances qui ont été bien gérées pendant l'exécution des activités. Toutefois, l'examen de la situation à l'issue des projets révèle quelques faiblesses, comme par exemple le manque de structures d'appui institutionnel et financier pour continuer à développer et diffuser les connaissances¹. Nous avons également observé que des mécanismes importants comme le Centre d'échange d'informations sur la biodiversité ne fonctionnent pas actuellement

faute de financements de l'État et/ou des bailleurs de fonds. Cet aspect pose la question plus large de la viabilité à long terme des institutions et de l'accès à un financement public de la gestion du savoir au service de celle de l'environnement.

Le partage des acquis porte en général davantage sur les bons résultats que sur les enseignements à tirer des échecs. Nous avons constaté une certaine réticence à faire face aux problèmes et à tirer les enseignements des échecs, comme dans le cas des forêts communautaires et de la Cameroon Mountains Conservation Foundation. Comme on le verra plus loin, le point focal technique manque de ressources pour participer dans de bonnes conditions à l'élaboration des projets, aux activités de suivi et de supervision et au transfert des connaissances, ce qui n'incite pas le pays à reprendre à son compte les enseignements tirés de l'expérience.

1.4 Recommandations

À l'adresse du Conseil du FEM

Recommandation n°1 : Le FEM doit continuer de suivre les résultats de l'aide budgétaire au Programme sectoriel forêts et environnement pour déterminer si cette formule peut être appliquée dans d'autres pays.

Le PSFE n'est pas encore suffisamment monté en puissance pour donner une idée claire des résultats obtenus. Nous considérons qu'il propose une solution pouvant avoir des effets plus positifs que l'approche-projet classique, à horizon plus immédiat. Il permet en effet de renforcer les capacités financières, institutionnelles et individuelles, de favoriser des changements de comportement ayant un effet d'entraînement et de promouvoir une harmonisation durable de l'aide des bailleurs de fonds avec davantage de souplesse.

Le Bureau de l'évaluation du FEM continuera de suivre l'évolution de ce programme dont il rendra

compte à l'occasion du quatrième bilan global du FEM en 2009.

Recommandation n°2 : Le FEM doit se doter d'une stratégie pour améliorer la capacité à faire face aux problèmes environnementaux à caractère mondial en Afrique subsaharienne.

Cette stratégie pourrait comporter plusieurs volets, à savoir :

- Renforcer le mécanisme des points focaux du FEM pour qu'il fonctionne de façon plus efficace, favorise une adhésion plus active des pays aux projets réalisés et aide à promouvoir une approche coordonnée des financements multipartites. Le FEM doit s'employer plus activement à favoriser un fonctionnement adéquat et efficace du mécanisme des points focaux.
- Faciliter la création de partenariats pour mobiliser davantage de ressources à l'appui de la mise en œuvre des conventions internationales dans lesquelles le FEM joue un rôle.
- Favoriser l'intégration, la coordination et la concertation efficaces et stratégiques des acteurs nationaux dans le secteur de l'environnement, en mettant notamment l'accent sur la participation des points focaux pour les conventions internationales.
- Réduire les coûts de transaction pour les pays bénéficiaires en appliquant leurs procédures lorsque celles-ci satisfont aux critères du FEM (ou de ses Entités d'exécution).
- Examiner l'efficacité du mécanisme actuel des points focaux et réfléchir à un autre mode de fonctionnement plus adapté aux pays africains.

Recommandation n°3 : Le FEM doit envisager de promouvoir davantage la formule des fonds fiduciaires pour pérenniser les effets positifs de son action sur l'environnement mondial.

Le manque de viabilité financière des résultats des projets ponctuels est un problème courant. Dans

les années 90, le FEM a soutenu la formule des fonds fiduciaires pour garantir la viabilité à long terme des aires protégées, après l'achèvement des projets. L'évaluation récente de l'impact du fonds fiduciaire de Bwindi-Mgahinga a confirmé l'efficacité de cette formule pour renforcer durablement les capacités de gestion, financer des dépenses de fonctionnement et inciter les populations locales à préserver la biodiversité. Le Conseil devrait envisager de privilégier à nouveau les fonds fiduciaires afin de pérenniser les acquis écologiques à caractère mondial.

À l'adresse du Gouvernement camerounais

Recommandation n°4 : La question du respect des politiques et des règles relatives à la protection de l'environnement est à examiner d'urgence.

L'autoévaluation des capacités nationales à renforcer peut être le point de départ d'une réflexion des autorités camerounaises sur la façon dont elles pourraient accroître les crédits budgétaires alloués au secteur de l'environnement et s'attaquer à quelques-uns des problèmes environnementaux clés du pays, comme la dégradation des sols et l'adaptation au changement climatique. Le principal défi à relever est celui du respect des textes législatifs et réglementaires en vigueur, notamment ceux relatifs au dispositif national d'aires protégées. Les autorités se préparent à définir et appliquer des politiques anticorruption et à améliorer l'efficacité et la gestion des administrations publiques. Ces mesures pourront mettre à profit les premiers enseignements tirés du Programme sectoriel forêts et environnement, et le redémarrage du Programme de microfinancements.

Recommandation n°5 : Il faut proposer des compensations et des incitations sous forme de moyens de subsistance en contrepartie du coût

social que la création d'aires protégées fait supporter aux populations locales.

Le Gouvernement camerounais doit continuer de travailler avec les Entités d'exécution du FEM et ses autres partenaires pour faire en sorte que la question de la viabilité sociale des aires protégées soit plus systématiquement prise en compte. Dans le contexte des écosystèmes de la forêt tropicale du Cameroun, cela passe par une amélioration du régime des concessions forestières aux communautés villageoises et un meilleur accès aux produits forestiers non ligneux, pour montrer que la préservation de la biodiversité peut avoir des effets positifs pour les populations locales.

En outre, le Cameroun a un potentiel écotouristique important et sous-exploité. Appuyée par les mécanismes voulus de participation et d'incitation (fiscale par exemple) au profit du secteur privé et des acteurs locaux et par l'amélioration des politiques (visa et droits de douane) et infrastructures nationales (liaisons aériennes et routières), la mise en valeur de ce potentiel peut créer des emplois et des concessions forestières pour les populations locales, ce qui élargirait leurs moyens de subsistance et les inciterait à préserver la biodiversité à l'intérieur et à la périphérie de nombreuses aires protégées. À cet égard, le Cameroun gagnerait à s'inspirer des expériences des pays de l'Afrique orientale et australe².

À l'adresse des Entités d'exécution du FEM

Recommandation n°6 : Les Entités d'exécution du FEM doivent resserrer leur collaboration avec les autorités camerounaises et les autres acteurs concernés pour que le pays s'identifie davantage aux actions menées.

Le manque d'appropriation des projets par le pays est l'un de nos principaux constats. Cette appropriation peut être améliorée par :

Un appui apporté au point focal technique et aux membres du comité national de coordination des activités du FEM pour renforcer leur rôle en les associant à la conception des projets et aux missions de supervision et de suivi, et en institutionnalisant l'échange d'informations.

Un appui aux idées de projets et de programmes émanant des autorités camerounaises dans le cadre du DAR.

Recommandation n°7 : Les Entités d'exécution du FEM doivent réfléchir à la possibilité de conduire des audits réguliers de la gestion financière des projets et envisager de prendre des mesures de renforcement des capacités pour l'améliorer.

À en juger par le portefeuille du Cameroun et les enseignements se dégageant des projets qui le composent, la gestion financière et l'administration des opérations sont des domaines dans lesquels des gains d'efficacité peuvent être réalisés au plan des coûts et des résultats. Les Entités d'exécution du FEM ont un rôle clé à jouer en :

- aidant à renforcer les capacités des acteurs concernés pour améliorer la gestion financière et à faire ressortir son impact sur le rapport coût-efficacité des opérations et la viabilité des résultats obtenus.
- intégrant la gouvernance dans le secteur de l'environnement à l'effort national de lutte contre la corruption et de réforme de la fonction publique.
- fournissant les ressources nécessaires pour conduire périodiquement des audits qui permettront de s'assurer du bon équilibre dépenses-résultats et pour rendre publiques les conclusions de ces exercices.

1.5 Questions émergentes concernant le DAR

Le Bureau de l'évaluation réalisant actuellement un examen à mi-parcours du DAR, il n'a pas été jugé indiqué de formuler des conclusions et des recommandations finales à ce sujet. Le DAR reste cependant une question d'actualité au Cameroun. Nous récapitulons ci-après les principaux points soulevés pendant l'évaluation :

Les indices du DAR reflètent globalement la capacité du Cameroun à contribuer à l'amélioration de l'état environnemental de la planète au plan de la préservation de la biodiversité. Les indices de résultat prennent également en compte les difficultés liées à la gouvernance et à la transparence dans le secteur de l'environnement.

Les quelques acteurs qui connaissent suffisamment le DAR voient dans ce dispositif une étape positive vers une adhésion et une participation plus actives à la définition, à l'élaboration et à la mise en œuvre des projets reflétant aussi bien les priorités du pays que les priorités mondiales du FEM. Toutefois les entretiens récents avec le Secrétariat du FEM sur la programmation des ressources du DAR ont été jugés unilatéraux, et les autorités camerounaises et les acteurs de la société civile ont estimé que le mécanisme utilisé, la téléconférence, n'était pas un moyen efficace de communiquer l'information de façon détaillée et transparente.

Notes

1. Ces constatations confirment celles de la Banque mondiale (2004).
2. Voir FEM (2006), *The Nature and Role of Local Benefits in Global Environmental Programs*. Bureau de l'évaluation du FEM. Washington ; et IFC (2006), *Eco-lodges: Exploring Opportunities for Sustainable Business*. IFC. Washington.

Foreword

This report is the seventh in a series of country portfolio evaluations produced by the Evaluation Office of the Global Environment Facility (GEF). Using the country as the unit of analysis, these evaluations examine the totality of GEF support across all GEF Agencies and programs. The overall objectives for undertaking such studies are (1) to evaluate how GEF-supported activities fit into the national strategies and priorities as well as within the global environmental mandate of the GEF, and (2) to provide an assessment of the results of GEF-supported activities and how these activities are implemented.

Country portfolio evaluations are conducted fully and independently by the Evaluation Office and, when possible, in partnership with other evaluation offices of GEF Agencies, governments, and nongovernmental organizations.

This assessment was part of a series of country portfolio evaluations examining GEF support in Sub-Saharan Africa. Other evaluations took place in Benin, Madagascar, and South Africa. Cameroon was selected based on its large portfolio, its importance as a global biodiversity hotspot, its unique budgetary support approach through its Forestry and Environment Sector Program, and its large allocation for biodiversity under the Resource Allocation Framework. It was originally intended to include this evaluation in the *Annual Country Portfolio Evaluations Report* which was presented

to the GEF Council in April 2008. However, at the draft report presentation held in Yaoundé in February 2008, there were significant concerns raised by stakeholders regarding the quality of the report relating to findings on sustainability and negative social impacts of biodiversity conservation projects. The Evaluation Office agreed to reformulate the report where needed and to revisit findings and conduct additional fieldwork in the southeast of Cameroon to increase the coverage of project site verification and improve the overall quality of the report. The revised draft was presented to the GEF National Committee and other civil society and academic stakeholders at a workshop held in Limbe in late June 2008. I am pleased to report that the extra work conducted improved the overall quality of the evaluation. The discussions held in Limbe were very productive, and, although some differences of interpretation remained, the findings outlined below were broadly welcomed by the National Committee.

The evaluation found that GEF support has contributed positively to the conservation of Cameroon's globally important biodiversity, in particular to strengthening and expanding its protected area system. Most notably, the GEF contributed to an increase in the protected status of Cameroon's tropical forests. The GEF has also enabled Cameroon to begin to address other environmental concerns such as land degradation, climate

change adaptation, and biosafety. Financing has also been consistent with its global mandate and Cameroon's national policies and plans. Despite these steps forward, the evaluation found several challenges, such as weak financial management, including incidences of corruption; continuing capacity constraints within the government's national and local institutions which reduce their ability to act as effective stewards of the environment; and inadequate socioeconomic incentives to support environmental sustainability. The evaluation recognizes that Cameroon has an opportunity to address the most significant environmental weaknesses in forest biodiversity and land degradation through the Forest and Environment Sector Program, the Small Grants Programme, and

the Sustainable Agro-Pastoral and Land Management project.

The response of the government of Cameroon to the evaluation has been added as an annex to this report. I hope that the evaluation will be an inspiration for the government of Cameroon to further strengthen its environment sector and future engagement with the GEF. The results of this evaluation will be incorporated into the second *Annual Country Portfolio Evaluations Report*, to be presented to the GEF Council in June 2008.



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Acknowledgments

This report was prepared by a team led by Lee Alexander Risby, Evaluation Officer of the GEF Evaluation Office, and consisting of four consultants: Kai Schmidt-Soltau, Paolo Cerutti, Julius Chupezi-Tieguhong, and Joachim Nguieboouri.

Members of the government of Cameroon—in particular, Justin Nantchou of the Ministry of the Environment and Nature Protection, who serves as the GEF operational focal point—provided full cooperation and actively participated in this evaluation. The team is also grateful for the logistical support provided by the Center for International Forestry Research (CIFOR) and the World Bank.

A preliminary document was initially presented in Yaoundé, Cameroon, on February 15, 2008, to national stakeholders, including representatives of the national government, GEF Agencies, nongovernmental organizations, and other civil society partners. Comments received on this draft led to further work undertaken, including fieldwork; this in turn led to a revised final draft which was presented to stakeholders in Limbe, Cameroon, on June 24, 2008. Special recognition should be given to Sekou Touré, the conflict resolution commissioner of the GEF, who chaired the final workshop.

The Evaluation Office is fully responsible for the contents of the report.

Abbreviations

ADIE	Association for Environment and Development Information (Association pour le Développement de l'Information Environnementale)	NBSAP	National Biodiversity Strategy and Action Plan
CBD	Convention on Biological Diversity	NCSA	National Capacity Self-Assessment
CPE	country portfolio evaluation	NGO	nongovernmental organization
DSDSR	Strategy Document for the Development of the Rural Sector	ODA	official development assistance
DFID	Department for International Development	PCB	polychlorinated biphenyl
FESP	Forest and Environment Sector Program	PNDP	National Program for Participatory Development (Programme National de Développement Participatif)
FFEM	French GEF (Fonds Français pour l'Environnement Mondial)	POP	persistent organic pollutant
FSP	full-size project	PRSP	<i>Poverty Reduction Strategy Paper</i>
GDP	gross domestic product	RAF	Resource Allocation Framework
GEF	Global Environment Facility	REIMP	Regional Environment and Information Project
GTZ	German Organization for Technical Cooperation (Gesellschaft für Technische Zusammenarbeit)	SGP	Small Grants Programme
IUCN	International Union for the Conservation of Nature	UNCCD	United Nations Convention to Combat Desertification
MINEF	Ministry of the Environment and Forestry	UNDP	United Nations Development Programme
MINEP	Ministry of the Environment and Nature Protection	UNEP	United Nations Environment Programme
MINFOF	Ministry of Forests and Fauna	UNFCCC	United Nations Convention on Climate Change
MSP	medium-size project	UNOPS	United Nations Office for Project Services
		WWF	World Wide Fund for Nature

1. Main Conclusions and Recommendations

1.1. Background

Cameroon's participation in the Global Environment Facility (GEF) started in the GEF pilot phase in 1992 with the preparation of the World Bank–implemented Biodiversity Conservation and Management project (GEF ID 85). Since then, Cameroon has been involved in an additional nine national projects (valued at a total of \$25.55 million). As table 1.1 shows, about 71 percent of the GEF funding has gone to support projects in the biodiversity focal area, 25 percent to land degradation, and 1 percent and 2 percent, respectively, to climate change and persistent organic pollutants (POPs). There are 19 regional and global GEF projects in which Cameroon participates, addressing international waters, biodiversity, and climate change.

Table 1.1

GEF National Projects in Cameroon by Focal Area and Funding

Focal area	Support (million \$)	% of total
Biodiversity	18.24	71.35
Climate change	0.27	1.00
Land degradation	6.35	25.00
POPs	0.49	1.90
Multifocal	0.20	0.75
Total	25.55	100.00

Based on the overall purpose of the GEF country portfolio evaluations (CPEs) and their terms of reference, the evaluation of GEF support to Cameroon had the following specific objectives:

- Independently evaluate the relevance and efficiency of GEF support in the country from several points of view: national environmental frameworks and decision-making processes, the GEF mandate and achievement of global environmental benefits, and GEF policies and procedures
- Assess the effectiveness and results of completed and ongoing projects in each relevant focal area
- Provide feedback and knowledge sharing to (1) the GEF Council in its decision-making process to allocate resources and develop policies and strategies, (2) the country on its participation in the GEF, and (3) the different agencies and organizations involved in the preparation and implementation of GEF support

Cameroon was selected for evaluation based on, among other factors, its significant biodiversity portfolio relating to forest conservation, its unique budgetary support approach,¹ its allocation for biodiversity under the GEF Resource Allocation Framework (RAF), and its importance as a global biodiversity hotspot.

1.2 Evaluation Methodology

The Cameroon CPE was conducted between September 2007 and April 2008 by an evaluation team comprised of staff from the GEF Evaluation Office and four consultants who possessed extensive knowledge of the Cameroon environmental sector. The methodology included a series of components making use of a combination of qualitative and quantitative data collection methods and standardized analytical tools. Several sources of information from different levels (project, government, civil society, GEF Agencies, and so on) were the basis for the evaluation. The quality of these documents was reviewed before they were included. The quantitative analysis used indicators to assess the efficiency of GEF support using projects as the unit of analysis (time and cost of preparing and implementing projects, and so forth). The evaluation team used standardized tools and protocols for the CPEs and adapted these to the Cameroonian context. Projects were selected for visits based on whether they had been completed or were near completion, project and/or project component approaches, accessibility, and time/resource constraints.

The main focus of the evaluation is the nine national projects implemented within the boundaries of Cameroon. An additional 11 regional projects, including 5 in the international waters focal area, in which Cameroon participates were reviewed; these were selected because they had significant in-country involvement. A full assessment of the regional projects' aggregate results, relevance, and efficiency was beyond the scope of this CPE, given that only the Cameroon components were assessed. National and regional project proposals under preparation were not part of the evaluation.

Several limitations were taken into account while conducting the evaluation:

- CPEs are challenging, as the GEF does not operate by establishing country programs that specify expected achievement through programmatic objectives, indicators, and targets.
- Attribution is another area of complexity. The evaluation does not attempt to provide a direct attribution of development and even environmental results to the GEF, but assesses the contribution of GEF support to overall achievements.
- The assessment of results is focused, where possible, at the level of outcomes and impact, rather than outputs.
- Evaluating the impacts of GEF-funded initiatives is not straightforward. Many projects do not clearly or appropriately specify the expected impact and sometimes even the outcomes of projects. As this evaluation was restricted to secondary sources, there was no scope to conduct primary research to supplement project reports or identify impact and outcomes.
- Results reported come from various sources: some have been established through external evaluation, and others are drawn from internal project reports and interviews.
- The evaluation team has struggled to establish a clear and reliable set of data on projects and project documentation. The available data, including the list of projects in the GEF portfolio, contained inconsistencies, gaps, and discrepancies.

Stakeholder comments on a draft of this report, made in writing and at a consultation workshop held on February 15, 2008, have been taken into account in finalizing the conclusions and recommendations as well as the findings, presented in chapters 5, 6, and 7, on which these are based.

1.3 Conclusions

Results and Effectiveness of the Portfolio

Conclusion 1: The GEF portfolio has the potential to generate global environmental benefits in biodiversity conservation. Although local benefits are visible, these are not yet able to provide substantial incentives to support conservation activities.

GEF support was instrumental in the initial planning, expansion, and management of the Cameroon protected area system, including providing for improved stakeholder consultation and knowledge generation and management in the biodiversity conservation sector. With GEF support, local communities were sensitized on biodiversity conservation issues; however, there is still ground for improvement, particularly in relation to community forestry as a tool for enhancing community conservation and ensuring the sharing of the economic and noneconomic benefits of conservation.

Notably, GEF support provided the foundation for enhanced recognition of biodiversity conservation and the creation of 24,300 square kilometers of protected areas, including 5 national parks, 44 community-based natural resource management units, and 39 community forests. This protected area approach has been replicated at the national and regional levels and could enhance the conservation status of a 300,000-square-kilometer area. Additionally, the Forest and Environment Sector Program (FESP) supported by the World Bank, bilateral donors, and the GEF has the potential to secure and sustain global environmental benefits as well as enhance development incentives for conservation through improvements in the logging industry.

The Biodiversity Conservation and Management project played a catalytic role in terms of laying the foundation for the FESP, including further development of the protected area system. In the

case of the Small Grants Programme (SGP), two of the first projects funded in the mid-1990s introduced apiculture and the domestication of indigenous nontimber forest products in the Bamenda Highlands to enhance incentives for forest conservation and enable local actors to establish best practices which have since been replicated in hundreds of communities. Furthermore, lessons from the nontimber forest products experience have been shared by the nongovernmental organization (NGO) involved—Heifer International—across its network.

Completed biodiversity conservation projects supported by the GEF have put in place various local incentives, including community forest management, with opportunities for legal extraction of resources such as timber and *Prunus* bark; commercial hunting (in the northern savannah parks) and subsistence hunting (for example, in Campo-Ma'an and Lobéké); small-scale ecotourism opportunities; and other activities such as honey collection and production. In doing so, GEF-supported projects have attempted to deliver an approach that balances restricting access to resources and compensatory measures for livelihoods. However, many of the incentives, such as community forestry and ecotourism, are not working effectively and are thus not yet able to provide sufficient incentives to support biodiversity conservation. Furthermore, the evaluation identified the potential for significant economic displacement risks associated with enhanced enforcement of environmental laws as capacities to manage the protected area system are improved.

Conclusion 2: The GEF is enabling Cameroon to address other environmental issues, particularly in the international waters and land degradation focal areas.

GEF financing for international waters has enhanced intergovernmental coordination in the

Gulf of Guinea, Lake Chad Basin, and Niger River Basin; enhanced the capacity of various actors; and produced a good number of baseline assessments while strategic action plans are pending. The implementation of pilot activities in demonstration sites are welcomed by rural populations, but the relevance of some of the microprojects for the protection of international waters is unclear. Furthermore, it is presently uncertain whether all microprojects are sustainable or can be scaled up, as local ownership is weak.

GEF support to combat land degradation should result in the identification and dissemination of best practices on sustainable land management, local-level capacity enhancement, and a more effective and efficient land tenure system. This might provide Cameroon with an effective tool to combat land degradation and desertification, but field-level implementation has not yet begun.

GEF financing for climate change played a catalytic role in terms of generating new knowledge on forest margin benchmarks and, through its Alternatives to Slash and Burn initiatives (GEF ID 277 and 390) implemented by the United Nations Development Programme (UNDP), transformed the way decision makers think about the factors shaping land use at forest-agriculture interfaces in the humid tropics. GEF support enabled Cameroon to fulfill all its reporting requirements from all conventions that are eligible for GEF financing; some of these enabling activities, such as that for POPs, are ongoing and the reports still pending.

Conclusion 3: The results of the GEF portfolio in Cameroon are at risk because of weak financial, institutional, and socioeconomic sustainability.

The evaluation found room for improved financial management and a need to promote more assiduous capacity development to ensure financial sustainability. Problems in financial management

are often linked to insufficient management capacity and oversight; this is reported by several GEF-funded projects and the Cameroon Mountains Conservation Foundation trust fund. Some improvements have already been implemented: for example, the FESP has in place a monitoring and financial management system that mitigates financial risk, and the SGP was relaunched with enhanced emphasis on financial sustainability and accountability.

The initial investments in capacity development through the Biodiversity Conservation and Management project and enabling activities have tended to focus on national-level institutions. In contrast, the evaluation found that the capacities of the Ministry of the Environment and Nature Protection (MINEP) and the Ministry of Forests and Fauna (MINFOF) at the regional and local levels were weak, with MINEP notably more underresourced than MINFOF. Consequently, little opportunity existed for staff to support important initiatives, such as community forestry in and around protected areas. This finding confirms those from the World Bank's technical audit of the Biodiversity Conservation and Management project (World Bank 2003a)². Furthermore, the evaluation noted that some of the capacity development achieved under the Biodiversity Conservation and Management project has been eroded due to lack of follow-on donor support and government funding (as with, for example, the National Herbarium at Limbe), illustrating the link between institutional and financial sustainability.

The socioeconomic sustainability issues relating to biodiversity conservation have yet to be comprehensively addressed. At present, the level of local benefits and/or incentives for communities to support conservation and environmental protection is generally not sufficient to provide conservation incentives to the majority of the

populations surrounding protected areas. Many untapped opportunities exist, particularly with regard to tourism and empowerment of communities to effectively manage and benefit from forest resources, which could contribute to poverty reduction and global environmental benefits. Furthermore, the potential for negative socioeconomic trade-offs vis-à-vis improvement in management and expansion of the protected area system is high.

On the positive side, the FESP, which is based on a multidonor, long-term budgetary support approach, provides the opportunity for the government of Cameroon, civil society, the private sector, and communities to together engage in an effort to address environmental governance and underinvestment in the sector—and, by so doing, address financial, institutional, and socioeconomic sustainability. It is too early to assess the results of this initiative, since the program has only recently been implemented.

Relevance of GEF Support

Conclusion 4: GEF support is relevant to Cameroon's national and international environmental agenda.

Since the early 1990s, Cameroon has developed a set of national environmental laws and policies to improve protection of its significant biodiversity. For example, the country's development of forestry conservation policies has drawn on its experiences relating to community forest management and stakeholder involvement in conservation. GEF biodiversity projects have been developed within this framework; they have continued to advance policy and strategic development in areas such as biosafety, climate change adaptation, and land degradation that has responded to national needs as well as helped Cameroon fulfill its obligations to international environmental conventions.

Cameroon's FESP, which is supported by the GEF and the World Bank—specifically through the Forest and Environment Development Policy Grant (GEF ID 1063)—as well as by other bilateral donors, is further advancing both conservation and sustainable resource extraction of forest resources, and has the potential to serve as a model for donor-harmonized environmental assistance in other countries in the Congo Basin. The Sustainable Agro-Pastoral and Land Management Promotion under Cameroon's National Program for Participatory Development (PNDP) project implemented by the World Bank (GEF ID 2549) builds relevant synergies among local livelihood incentives, community development, and improved environmental management, thus reflecting national priorities and international emphasis on community-driven development.

Conclusion 5: Although the GEF portfolio is relevant for national and international priorities, project identification and preparation are externally driven, and enhancing country ownership is challenging.

Project concepts tend not to originate from in-country stakeholders. Rather, project proponents have tended to be GEF Agencies and international NGOs; the government has taken a more passive role, receiving ideas and proposals for approval, albeit ones with which it agrees. In the case of the FESP, government ownership is increasing as implementation continues.

Because the process of elaborating and implementing national laws, strategies, and action plans has drawn heavily on external experiences, technical support, and financial assistance, government ownership of the reform agenda provides opportunities for enhancement during Resource Allocation Framework (RAF) programming and beyond.

Efficiency

Conclusion 6: The findings of the Joint Evaluation of the GEF Activity Cycle and Modalities were confirmed in Cameroon: the complexity and inefficiency of the GEF Activity Cycle have presented barriers to project development.

The majority of stakeholders in Cameroon—including the government, GEF Agencies, and NGOs—expressed negative views of the GEF Activity Cycle in relation to previous projects, in terms of long periods taken for processing, associated high transaction costs in terms of financial and human resource inputs, and a lack of clarity and information relating to delays. National full-size projects (FSPs) took an average of 3.6 years to move from project entry to implementation and an average of 5.2 years for implementation; that is, they took 1.5 years longer than planned. The costs of project preparation are estimated at around \$1 million for FSPs, which is about three times the amount officially available under the previous Activity Cycle. These issues confirm the findings of the recent Joint Evaluation of the GEF Activity Cycle and Modalities (GEF EO 2007b).

Conclusion 7: Knowledge management and lesson learning are weak, and there are opportunities for enhancement.

GEF projects such as the Biodiversity Conservation and Management project and the World Bank-implemented Regional Environment and Information Project (REIMP) (GEF ID 47) have generated a considerable body of knowledge, which has been well managed in the course of project implementation. However, the ex post situation has revealed some weaknesses, such as a lack of institutional and financial support structures to continue knowledge generation and dissemination.³ The evaluation also observed that important mechanisms, such as the Clearing-House Mechanism of the Convention on Biological Diversity (CBD), currently do not

function because of a lack of government and/or donor funding. This touches on a larger issue relating to sustainability of institutions and availability of government funding for knowledge management to inform environmental management.

The sharing of experiences has tended to emphasize success more than an effort to learn lessons from failure. The evaluation found that there is some reticence to confront and learn from problems and failures, such as with community forestry and the Cameroon Mountains Conservation Foundation. The GEF operational focal point lacks the resources to be adequately involved in project development, monitoring, supervision, and knowledge sharing, thus decreasing country ownership of lessons learned.

1.4 Recommendations

Recommendations to the GEF Council

Recommendation 1: The GEF should continue to monitor the results of the FESP budgetary support approach to see whether this approach could be followed in other countries.

The FESP is still not sufficiently mature to enable clear judgment on its results. The evaluation recognizes that the program offers a potentially beneficial alternative to the short time horizons of traditional project-based approaches in terms of providing greater flexibility for financial, institutional, and individual capacity development; catalytic changes in behavior; and harmonization of donor efforts in the long term.

The GEF Evaluation Office will continue to monitor the progress of the FESP and will report on this modality in the GEF *Fourth Overall Performance Study* in 2009.

Recommendation 2: The GEF should develop a strategy to improve capacities to address global environmental issues in Sub-Saharan Africa.

Development of such a strategy could include several elements:

- Strengthen the GEF focal point mechanism to function effectively, improve country ownership, and help develop a coordinated approach for partnership funding. The GEF must play a more active role in enabling proper and effective functionality of the focal point mechanism.
- Facilitate the creation of partnerships to increase the mobilization of resources for implementing the global conventions related to the GEF.
- Facilitate effective and strategic integration, coordination, and dialogue among environmental actors at the country level, particularly with regard to the participation of global convention focal points.
- Reduce transaction costs for the recipient countries by adopting country-based procedures when these meet GEF (or GEF Agency) requirements.
- Review the effectiveness of the current focal point mechanism and consider an alternative mode of operation more suitable for African countries.

Recommendation 3: The GEF should consider further supporting trust funds as an approach to improving the sustainability of global environmental benefits.

Weaknesses in financial sustainability are a common issue associated with project-based interventions. In the 1990s, the GEF supported trust funds as an approach to secure sustainability for protected areas beyond the life of projects. The recent impact evaluation of the Bwindi-Mgahinga Trust Fund (GEF EO 2009) confirmed the effectiveness of this approach for the augmentation and maintenance of management capacities, recurring costs, and provision of incentives for local communities.

The Council should consider placing a renewed emphasis on trust funds to sustain global environmental gains.

Recommendations to the Government of Cameroon

Recommendation 4: Compliance with environmental policies and regulations requires urgent attention.

The National Capacity Self-Assessment (NCSA) provides a starting point for the government of Cameroon to consider in terms of providing increased budgetary resources to the environmental sector to address some of the country's key environmental problems such as land degradation and climate change adaptation. The main challenge to be faced is that of compliance with the environmental laws and regulations that have been put in place, especially in the country's system of protected areas. The government is taking steps to develop and implement anticorruption policies as well as to improve the effectiveness and management of public agencies. The emerging experiences regarding the FESP and the relaunching of the SGP provide inspiration for new interventions.

Recommendation 5: Local communities need to be provided with appropriate livelihood incentives and compensation to offset the social costs of protected areas.

The government of Cameroon should continue to work with the GEF Agencies and other partners to ensure that social sustainability of protected areas is addressed more assiduously. In the tropical forest ecosystems of Cameroon, this means that the government will need to take further action to improve community forestry concession systems and access to nontimber forest products to ensure that benefits of conservation can be demonstrated to communities.

In addition, Cameroon has significant underexploited ecotourism potential, which—with appropriate involvement and incentive structures for the private sector and community stakeholders (for example, tax incentives) and national policy (visa and customs changes) and infrastructure improvements (air and road links)—could provide increased livelihood benefits and incentives for conservation in and around many of the protected areas, through employment and community concessions. In this regard, Cameroon could learn from experiences in East and Southern Africa.⁴

Recommendations to the GEF Agencies

Recommendation 6: The GEF Agencies need to work more closely with the government of Cameroon and other stakeholders to enhance country ownership.

Weak country ownership is a significant finding of the evaluation. Ownership could be strengthened in the following ways:

- Provide assistance to the GEF operational focal point and members of the GEF National Committee to strengthen their roles through involvement in project design, supervision/monitoring missions, and formalized sharing of information.
- Support the government of Cameroon-led project and program concepts under the RAF in order to build ownership.

Recommendation 7: The GEF Agencies should consider regular auditing of and capacity enhancement measures to improve the financial management of projects.

The Cameroon portfolio and associated project experiences demonstrate that financial management and administration is an area that presents opportunities for improvement in efficiency and effectiveness. The GEF Agencies have a key role to play in terms of the following:

- Providing capacity development for stakeholders to improve financial management and demonstrate its relationship to efficiency, effectiveness, and sustainability of outcomes
- Linking environmental governance to ongoing national efforts to combat corruption and civil service reforms
- Providing resources for regular auditing to ensure an appropriate balance is struck between expenditures and results and to make audit results public

1.5 Emerging Issues Relating to the RAF

Because the GEF Evaluation Office is presently conducting a review of the RAF at its midterm point of implementation, it was not considered appropriate to make final conclusions and recommendations regarding the RAF in this CPE. Nevertheless, the RAF is a current issue for Cameroon. The following paragraphs summarize the main points raised during this evaluation:

- The RAF indexes broadly reflect Cameroon's potential to deliver global environmental benefits related to biodiversity conservation. The performance indexes also reflect the challenges related to environmental governance and transparency.
- The RAF was received by the few stakeholders who were sufficiently aware of it as a positive step toward enhanced ownership and participation in the identification, elaboration, and implementation of projects that reflect both national and GEF global priorities. However, recent discussions with the GEF Secretariat on RAF programming were perceived as one-sided, and government of Cameroon and civil society stakeholders commented that the process used for discussions (teleconferencing) was not an effective means for the detailed and transparent conveyance of information.

Notes

1. This refers to its multidonor, long-term support of the forest and environment sector, which is discussed later in this report.
2. See annex E for references cited in this report.
3. The finding confirms those of the World Bank (2004c).
4. See GEF EO (2006b) and IFC (2006).

2. Evaluation Framework

2.1 Objectives

The GEF Council has asked the GEF Evaluation Office to conduct country portfolio evaluations. The overall purpose of these evaluations is two-fold: (1) to evaluate how GEF-supported activities fit into national strategies and priorities as well as within the global environmental mandate of the GEF, and (2) to provide the Council with additional information on the results of GEF-supported activities and how these activities are implemented.

In 2007, the Evaluation Office selected for country evaluation from among 160 GEF-eligible countries—based on a stratified randomized selection and a set of strategic criteria—four countries in Africa: Benin, Cameroon, Madagascar, and South Africa. Cameroon was selected for evaluation on the basis of, among other factors, its large portfolio in terms of GEF funding and cofinancing, its unique program approach in terms of its budgetary as opposed to project-based support to the forestry and environment sector, its significant portfolio emphasis on forestry and biodiversity, its expected large allocation for biodiversity under the RAF, and its importance as a global biodiversity hotspot.

The Cameroon CPE had the following specific objectives (see annex A):

- Independently evaluate the **relevance and efficiency** of GEF support in Cameroon from

several points of view: national environmental frameworks and decision-making processes, the GEF mandate and achievement of global environmental benefits, and GEF policies and procedures.¹

- Assess the **effectiveness and results** of completed/ongoing projects in each focal area.²
- Provide **feedback and knowledge sharing** to (1) the GEF as an objective base for its decision-making processes on resources, policies, and strategies; (2) Cameroon on its participation in the GEF; and (3) the GEF Agencies.

2.2 Key Questions

The conduct of the CPE was guided by the following key questions:

- **Results and effectiveness of GEF support**
 - What are the results (outcomes) of completed and ongoing projects?
 - What are the aggregated results at the focal area and country levels?
 - What is the likelihood that objectives will be achieved for those projects that are still under implementation?
- **Relevance of GEF support**
 - Is GEF support relevant to the Poverty Reduction Strategy Plan and environmental priorities, national development needs and

challenges, and action plans for GEF national focal areas?

- Are the GEF and its Agencies supporting environmental and sustainable development prioritization and national decision-making processes?
- Is GEF support relevant to the objectives of the various global environmental conventions?
- Is Cameroon supporting the GEF mandate and focal area programs and strategies with its own resources and/or support from other donors?

- **Efficiency of GEF support**

- How much time, effort, and financial resources does it take to develop and implement projects by type (modality) of GEF support?
- What are the roles, types of engagement, and coordination among different stakeholders in project implementation?
- How effective is the dissemination of GEF project lessons and results?
- What are the synergies in GEF project programming and implementation among the different stakeholders?
- What is the financial, institutional, socio-economic, and environmental sustainability of GEF support?
- To what extent have GEF operations changed with the introduction of the Resource Allocation Framework?

2.3 Methodology

The methodology included a combination of qualitative and quantitative data collection techniques. The qualitative aspects of the evaluation included the following:

- At the project level, project documents, project implementation reports, terminal evaluations, project technical audits, reports from monitoring visits, and documents produced by projects
- At the country level, national sustainable development agendas, environmental priorities and strategies, GEF focal area strategies and action plans, the GEF-supported NCSA, and global and national environmental indicators
- At the GEF Agency level, country assistance strategies and frameworks and their evaluations and reviews, including technical and financial audits
- Evaluative evidence at the country level from GEF Agencies and other donors active in the environmental sector
- Review of published and unpublished scientific sources relating to project sites
- Interviews with GEF stakeholders, including GEF Agencies, government departments, and Cameroon's global convention focal points
- Interviews with GEF beneficiaries and supported institutions, including NGOs
- Field visits to project sites
- Information from national consultation workshops

The quantitative analysis used indicators to assess the relevance and efficiency of GEF support using projects as the unit of analysis (indicators such as linkages with national priorities, time and cost of preparing and implementing projects, and so on) and to measure GEF results (progress toward achieving global environmental impacts) and performance of projects (such as implementation and completion ratings).

The evaluation team used standard protocols to assess individual projects, including project review

protocols to conduct the desk and field reviews, and interview guidelines to conduct interviews with different stakeholders (see annex C).

All national and some regional projects were visited, and key participants in enabling activities were interviewed. Five projects were or are implementing subprojects at the local level, and 20 community meetings were carried out to evaluate the results of these projects, while attempting to ensure a representative cross-section of GEF project experiences taking into account regional representation within Cameroon; coverage of forest, savannah, coastal, and maritime zones; selection of protected areas among those supported by the GEF; coverage of both protected areas and buffer zones; coverage of aspects of the portfolio at a single site; and practical and logistical concerns.

The following field sites were visited to conduct verification:³

- Campo-Ma'an National Park and its buffer zone, Biodiversity Conservation and Management project—community meetings in Efulani 2, Akom 2, Eboudje, and Efamiesokie and discussions with local-level stakeholders in Akom 2, Campo, and Kribi
- Kilum-Ijim, Biodiversity Conservation and Management project; UNDP's Community-Based Conservation in the Bamenda Highlands project (GEF ID 772)—community meetings in Abuh, Oku, and Vokai and discussions with local-level stakeholders in Fundong, Oku, and Bamenda
- Bamenda, SGP projects on Sustainable Bee-farming in the Northwest Province and Biodiversity Conservation by 11 Rural Communities in the Highland Zone—discussions with executing agencies in Bamenda and beneficiaries in Abuh, Oku, and Vokai
- Mount Koupe, Biodiversity Conservation and Management project—community meetings in Kola Carrefour, Kola Indigene, and Nyassoso and discussions with local-level stakeholders in Nkongsamba, Buea, and Limbe
- Mount Cameroon, Biodiversity Conservation and Management project; United Nations Environment Programme's (UNEP's) Improved Certification Schemes for Sustainable Tropical Forest Management (GEF ID 1895)—community meetings in Bakingili and Bimbila and discussions with local-level stakeholders in Limbe and Buea
- Maroua, UNDP's Reversal of Land and Water Degradation Trends in the Lake Chad Basin Ecosystem project (GEF ID 767)—community meetings in Kaykay, Eheing, Gamak, and Madide and discussions with local-level stakeholders in Maroua
- Garoua, Biodiversity Conservation and Management project and the World Bank's Reversing Land and Water Degradation Trends in the Niger River Basin project (GEF ID 1093)—community meetings in Boki, Tokombere, Goumougou, and Uruchero and discussions with local-level stakeholders in Garoua
- Lobéké National Park and its buffer zone, Biodiversity Conservation and Management project—meetings with the Ministry of Forests and Fauna, World Wide Fund for Nature (WWF), and communities

2.4 Scope of the Evaluation

The CPE sample included all national projects and regional/global projects in which Cameroon has significant involvement at the policy or pilot-demonstration level (see chapter 4).

The CPE covers only those GEF projects that are completed or are now under implementation. The

evaluation did not consider pipeline proposals or canceled pipeline projects. Those regional and global projects in which Cameroon participates at the policy level and/or through demonstration and pilot activities were included; thus, only issues and activities related to and implemented within Cameroon are assessed as opposed to activities in partner countries. The CPE covers all GEF Agencies in all focal areas, and includes the SGP. The GEF portfolio is defined as the aggregate of all these activities. GEF support is provided through partnerships and coordination with (and through) many institutions. The evaluation addresses the contribution of GEF support to overall achievements, that is, to establish a credible link between what the GEF supported and its implications. The evaluation addresses how GEF support has functioned in partnership with Cameroon government ministries and other institutions, donors, the private sector, and civil society through questions on roles and coordination, synergies and complementarities, and knowledge sharing.

The context in which projects were developed, approved, and implemented constitutes a focus of the evaluation. This includes an assessment of national sustainable development and environmental policies, strategies, and priorities; the legal environment in which these policies are implemented and enforced; GEF Agency country strategies and programs; and GEF policies (including the RAF), principles, programs, and strategies.

2.5 Limitations

Because the GEF does not have country programs, no GEF framework has predetermined strategic objectives against which to assess results or effectiveness. The evaluation thus measured the portfolio against global environmental benefits as specified in the national environmental framework

and GEF focal area strategies. Furthermore, the interconnected nature of support makes it challenging to consider GEF support in isolation. The CPE consequently does not attempt to attribute environmental results directly to the GEF.

Of the projects under implementation, the FESP is the most important. Unfortunately, the results of this initiative are not yet measurable, because it has only been operational for a short time. The evaluation does, however, take into account the process “outcomes” of the preparation of the FESP and other projects under implementation, such as the Sustainable Agro-Pastoral and Land Management Promotion project conducted under the PNDP.

The evaluation was faced by several specific limitations:

- Only a small number of projects have been completed or are now under implementation.
- Reporting of results for completed projects tends to be at the output and outcome level, and none of these have yet been subject to impact evaluations.
- Time and resource constraints made it impossible to visit all sites covered by completed projects or those under implementation.
- Many reports and documents were difficult to access, despite extensive efforts on the part of the evaluation team in requesting information from stakeholders during the fieldwork and in follow-up email communication; stakeholder response was uneven.
- Because of time constraints, some information obtained on the ground during the field phase could not be triangulated before elaboration of the draft report. This final report reflects reviewer comments and additional information provided.

2.6 Implementation

The CPE was conducted by an independent evaluation team. The GEF operational focal point for Cameroon provided logistical and administrative support to the evaluation. The draft report was initially presented to stakeholders on February 15, 2008, in Yaoundé (see annex G). Participants and other stakeholders provided comments and recommendations, which were taken into account in producing the final draft, which was presented for response and discussion to the government of Cameroon, civil society, academics, and staff of the GEF Implementing Agencies on June 24, 2008 (see annex H).

Notes

1. *Relevance*—the extent to which the objectives of the GEF activity are consistent with beneficiaries' requirements, country needs, global priorities, and partners' and donors' policies. *Efficiency*—a measure of how economically resources/inputs (funds, expertise, time, and so forth) are converted to results.
2. *Results*—the output, outcome, or impact (intended or unintended, positive and/or negative) of a GEF activity. *Effectiveness*—the extent to which the GEF activity's objectives were achieved or are expected to be achieved, taking into account their relative importance.
3. Field verification entailed following up on existing evaluative data where possible. This was a major part of the evaluation; in total, 75 person-days of field verification were conducted.

3. Context of the Evaluation

This chapter briefly summarizes the context for the evaluation in terms of both the environmental framework in Cameroon and the mandate and operations of the GEF.

3.1 Country Context

Cameroon is a country characterized by diversity. It spans a territory of 475,000 square kilometers and has 15 million inhabitants. Cameroon owes its nickname of “Afrique en miniature” to its unique location between the Equator and the Sahel, which produces extremely diverse ecosystems and landscapes. Cameroon hosts 200 ethno-linguistic groups, making its diversity in this area significant. Poverty remains widespread: about 40 percent of the population lives under the poverty threshold of \$1 per day, and the country is off track in meeting most of the Millennium Development Goals (Republic of Cameroon 2003a).

In the early 1980s, Cameroon was one of Africa’s economic success stories. However, economic and policy weaknesses in the country were exposed in the mid-1980s, when sharp declines in coffee, cocoa, and oil prices led to a 60 percent decline in the external terms of trade. These conditions, combined with an overvalued exchange rate, a fiscal crisis, and economic mismanagement, resulted in prolonged economic stagnation and rapid accumulation of public debt. The economic depression continued until the early 2000s. Since

the end of the depression, Cameroon’s economy has recovered, with moderate annual growth of 4.5 percent in real gross domestic product (GDP) and low inflation of 2 percent a year. This recovery is based on a comprehensive reform agenda, which also resulted in changes in the way in which natural resources—especially forests—are managed and exploited. In April 2006, it reached the completion point under the World Bank–International Monetary Fund Enhanced Heavily Indebted Poor Countries Initiative and became eligible for further debt relief from the International Monetary Fund, the International Development Association, and the African Development Fund under the Multilateral Debt Relief Initiative. Since the start of recovery in 1994, per capita GDP has only reached two-thirds of its predepression level, and most social indicators have not improved.

Poverty reduction remains an important socioeconomic challenge for the government of Cameroon, and the country adopted a comprehensive poverty reduction strategy in 2003. Corruption and low management capacity have impeded poverty reduction efforts, although the government and donors—in recognition of this issue—have taken efforts to address the underlying causes. Improvements have become visible in recent years, yet much work remains in terms of further augmenting financial management capacities and civil service reforms.

The government's *Poverty Reduction Strategy Paper* (PRSP) recognizes that improving management capacity in the environmental sector will be needed to achieve more sustainable management of natural resources (Republic of Cameroon 2003b). Improvements in capacity are expected to enhance growth in forestry, agriculture, and tourism, and therefore enhance livelihoods and contribute to poverty reduction. Consequently, most donor environmental programs (including the GEF) are concentrated on the forest sector and its biodiversity. More recently, the focus has been expanded to sustainable land management and regional international waters. Another focus with a large number of enabling activities is to harmonize the national environmental policy agenda with international priorities and allow Cameroon to fulfill its commitments in view of international conventions and treaties.

In its Forest and Environment Sector Program, the government committed itself to a series of environmental and fiscal policy and legislative reforms, particularly in the forestry sector, intended to improve its contribution to rural development and economic growth. The government also elaborated a National Action Plan to Fight Desertification and Land Degradation, enhanced legal frameworks in view of international waters and persistent organic pollutants, and voiced its concern on climate change during the U.N. General Assembly of 2007.

3.2 Environmental Resources in GEF Focal Areas

Biodiversity

Nearly 90 percent of all African ecosystems are represented in Cameroon, including the Sahelian, Sudanian, tropical rainforest, Afromontane, coastal, and marine ecoregions. The country's wildlife is among the continent's most diverse,

covering tropical forest and savannah fauna. Some 9,000 species of flora, 297 species of mammals, 849 species of birds, 451 species of fish, 373 species of amphibians and reptiles, and 39 species of butterflies inhabit the country (see table 3.1). Cameroon's natural resource base includes biodiversity of considerable global significance. Southwest Cameroon is part of the Guinean Forests of West Africa biodiversity hotspot,¹ and the country's volcanic mountains are home to more than 30 endemic bird species.² Cameroon ranks fifth in Africa in diversity of plants and wildlife after the Democratic Republic of Congo, South Africa, Madagascar, and Tanzania. Cameroon is ranked second in primate diversity in Africa behind the Democratic Republic of Congo.

Table 3.1

Estimates of Biodiversity in Cameroon

Number

Category of species	Total	Endemic	Threatened
Plants	9,000	156	74
Mammals	297	10	27
Birds	849	11	17
Fish	451	54	35
Amphibians & reptiles	373	19	3

Source: Ministry of the Environment and Forestry, www.biocam.net/.

In recent decades, Cameroon has recorded significant pressure on its biodiversity and biological resources (most notably in coastal marine, humid tropical forest, and wooded tropical savannah ecosystem zones). The government's 2005 report to the U.N. Convention on Biological Diversity suggests that the status of the major ecosystems appears to have degenerated and that no action has yet been taken to remedy the situation (MINEP 2005a). Projections from meteorological data suggest that by 2060, Cameroon will experience a net increase in temperature of 1.8°C, a net decrease of –559 millimeters of rainfall, and a sea level rise of

0.4 meters. The main threat for fauna is that gene banks and arboreta maintained in most of the ecosystems are in a bad state and that *ex situ* conservation of threatened breeds has degenerated. Invasive species are degrading pastureland, and forest exploitation continues unabated as the main threat to flora, despite seemingly strict legislation. Overall, the rate of biodiversity loss through non-sustainable use appears to be greater than the rate of conservation and mitigation. Control measures recommended by research are generally inadequately applied. The main obstacles encountered include institutional weakness, inadequate funding, inadequate capacity, and poor governance (MINEP 2005a).

Cameroon's network of protected areas presently covers 15.2 percent of national territory or 7.2 million hectares. This network includes 15 national parks, 17 wildlife reserves, 4 wildlife sanctuaries, 14 forest reserves, 2 integrated ecological reserves, 3 zoological gardens, 120 community forests under management conventions, 20 sport hunting zones, and 20 hunting zones under community management, 3 biosphere reserves, 2 Ramsar sites, and 1 World Heritage site. Cameroon has committed itself in its 1994 forestry law to put 30 percent of its surface area under sustainable management; this is one of the highest proportions worldwide.

The government ratified the CBD in October 1994 and, with GEF support, produced a National Biodiversity Strategy and Action Plan (NBSAP) in 1997 and three national reports on the status of biodiversity conservation in 2001, 2003, and 2005. The fourth report to the CBD is waiting for funding to be produced.

In March 1999, Cameroon convened the Regional Summit for Forest Conservation and Management and declared the country's political commitment to reform the sector (Declaration of Yaoundé). An emergency countrywide action plan was designed

by the Ministry of Forests and Fauna to address international concerns; this ultimately resulted in the medium-term FESP. As stated above, this program constitutes an important element of the government's strategy for poverty reduction, and is outlined in the National Poverty Reduction Strategy and specified in Cameroon's Strategy Document for the Development of the Rural Sector (DSDSR).³ The government uses three programs—the FESP, the PNDR, and the Support Programme to Community Development—to achieve sustainable development for rural areas, which are inhabited by about 50 percent of the 15 million Cameroonians. While the latter two programs target the rural development of villages, rural councils, and land under agricultural production with the help of participatory development plans and microprojects, the FESP focuses on forests and other areas that human habitation has not transformed. The FESP aims at the sustainable management of natural resources to improve the living conditions of the people and conserve biodiversity. It thus follows the logic of the “Implementation Plan of the World Summit on Sustainable Development” (UN 2002), which concludes the following: “Sustainable forest management of both natural and planted forests and for timber and nontimber products is essential to achieving sustainable development and is a critical means to eradicate poverty.”⁴

Climate Change

The government of Cameroon ratified the United Nations Framework Convention on Climate Change (UNFCCC) in October 1994. With GEF support and based on the national greenhouse gas inventory in the sectors of energy, agriculture, water, waste, industry, and land use, the first national communication was elaborated in 2001. Taking 1994 as the baseline, the national communication suggested that greenhouse gas emissions

in the atmosphere are 43 million metric tons of carbon dioxide (CO₂) equivalents. The main gases emitted are CO₂ (55.9 percent), methane (25.3 percent), and nitrous oxide (18.8 percent); agricultural activities and land-use changes account for the majority of emissions.

Figure 3.1 shows historical trends in CO₂ emissions from industrial production, starting in 1950. Although the Carbon Dioxide Information Analysis Center measures emissions from gas and

liquid and solid fuels, plus emissions from gas flaring and cement production, only emissions from liquid fuels and cement production are significant and thus shown in table 3.2.

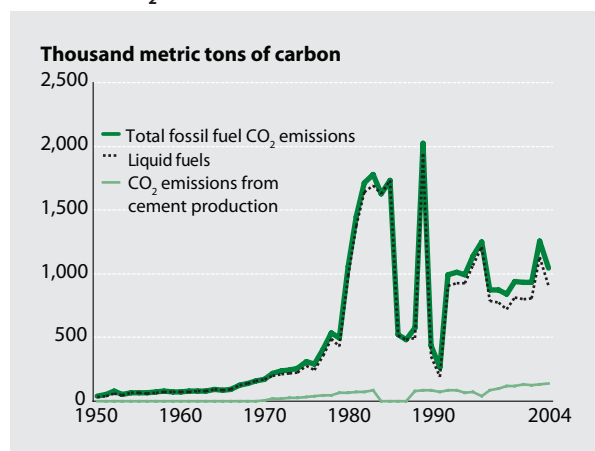
International Waters

Cameroon is part of four international bodies of water:⁵ the Gulf of Guinea, the Congo Basin, the Niger Basin, and the Lake Chad Basin.

Cameroon has a 1,500-kilometer coastline facing the Gulf of Guinea; its territorial waters extend for 35,000 square kilometers. Cameroon is one of five countries whose coasts form part of the Gulf of Guinea Large Marine Ecosystem. In the northern part of the country, Lake Chad is shared with Chad, Niger, and Nigeria. Additionally, many rivers are shared with neighboring countries (Neba 1987). All of these international waters are used for economic activities such as maritime transport, fishing, mangrove forest harvesting, hydrocarbon extraction, and tourism. Because these activities and their wastes affect related ecosystems and their biodiversity, the government of Cameroon included the sustainable management of coastal zones as a major component of its 1996 National Environment Management Plan and established a

Figure 3.1

National CO₂ Emissions between 1950–2004



Source: CDIAC, <http://cdiac.ornl.gov/>.

Table 3.2

Main Sources of Gas Emissions in Cameroon

Source	CO ₂	Methane	Nitrous oxide	Carbon monoxide	Nitrogen oxide	NM VOC	Total	% of total
	Gigogram-equivalent of CO _x gases emitted							
Energy	2,216.0	859.3	164.3	769.1	24.4	98.4	3,239.7	7.4
Industry	387.0	0.0	0.0	11.8	0.2	22.5	387.0	0.9
Agriculture	0.0	8,828.0	7,607.4	650.3	110.8	0.0	16,435.0	37.8
Land use change	21,979.0	187.7	18.6	78.2	2.2	0.0	22,186.0	50.4
Waste	0.0	1,274.5	465.0	0.0	0.0	0.0	1,739.5	4.0
Total	24,583.0	11,149.6	8,255.3	1,509.3	137.6	120.8	43,988.0	100.0
Percent	55.9	25.4	18.8				100.0	

Source: First National Communication Report to the UNFCCC.

Notes: NM VOC = nonmethane volatile organic compounds. 1 gigogram = 1,000 tons.

list of priority intervention areas and actions. The strategy for inland waters has been based both on cooperation accords (involving Lake Chad and the Niger and Congo Basins) and on the inclusion of rivers and their ecosystems in transboundary protected area networks.

The **Guinea Current** dominates the coast of Cameroon and its neighboring countries, stretching from Guinea Bissau in the north to Angola in the south. The countries bordering the Gulf of Guinea have experienced rapid increases in population, industrialization, and urbanization in the past 40 years. Population growth attributable to high birth rates and migration from interior provinces has resulted in a population density of 250 to 300 persons per square kilometer. The fast-growing cities have been unable to provide sanitation and sewage treatment. In Douala, only 2 percent of households have access to sewerage, and the facilities for wastewater treatment are hardly operational. These factors have contributed to significant degradation of the natural resources and biodiversity of the coastal and international waters of the Gulf of Guinea and adjacent freshwater catchment areas.

The region also faces problems of fisheries depletion, water pollution, loss of habitat and biodiversity, and coastal erosion, exacerbated by poor land use planning and inadequate management capacity to control and address threats. For example, overfishing has reduced populations of many fish species, while overcutting of mangroves for firewood, building, and salt drying have affected natural habitats. Twenty-eight percent of the mangroves and significant marshlands around the Wouri Estuary near Douala have been decimated. A number of rural and agricultural practices affect the marine and coastal environment, especially the use of chemical fertilizers and pesticides. Although organochlorine-based pesticides are still

used, awareness of their danger has spread, so the majority of pesticides used now are organophosphorus and carbamate based. It is estimated that 70 percent of the fertilizer applied finds its way into the atmosphere or into surface waters, leaving only about 30 percent to be utilized by the targeted crop plants. These nutrients, coupled with sewage pollution, are a serious threat to lagoons (Portmann and others 1989).

The **Congo River Basin** contains the world's second largest tropical forest, covering 1.2 million square kilometers in six countries and accounting for a quarter of the world's remaining tropical forest. This vast area hosts a wealth of biodiversity, including more than 10,000 species of plants, 1,000 species of birds, and 400 species of mammals. Most of Africa's great apes—chimpanzees and gorillas—live here. Almost all of Africa's forest elephants live in the Congo Basin, continually transforming the forest to provide habitat for other species and dispersing seeds of key plant species. Some 30 million people also reside in Congo Basin forests and rely on them for food, medicine, and shelter. The tropical forests are a crucial buffer against global climate change; their dense vegetation acts like a huge sponge to absorb greenhouse gases. Although it is generally agreed that Congo Basin ecosystems have not yet suffered the damage observed in many other regions, regional governments and donors advocate action to avoid similar deleterious situations as in Southeast Asia and the Amazon.

The **Niger River** is Africa's third longest river (after the Nile and Congo); its basin encompasses nearly 1.5 million square kilometers and covers 7.5 percent of the continent. Great potential exists for harnessing the river's waters for hydropower, irrigable lands, productive agriculture, and fisheries and for improving navigation to promote the flow of goods and people across borders in

underdeveloped areas. To date, 7 of the 9 Niger River Basin countries are among the 20 poorest in the world. The basin's population is about 110 million with an average annual growth rate of 2.8 percent. Given declining per capita income, poverty has reached critical levels. Furthermore, vulnerability to droughts and poverty has increased, and most of the population lives without sustainable access to basic services such as potable water, health care, and adequate food. Poor land and water management practices, coupled with high water variability basinwide, contribute to severe ecosystem degradation in an already poverty-stricken environment. The increased need for energy and limited access to electricity compel basin populations to use wood and charcoal for domestic purposes. Overexploitation of these materials results in deforestation and biodiversity loss. Cumulatively, these factors are perpetuating a vicious cycle of environmental degradation, which in turn directly threatens rural communities whose livelihoods depend on these ecosystems. Over the years, these factors have put severe pressure on land and water resources.

Lake Chad is Africa's fourth largest lake. With an average depth of only 1.5 meters, its surface area has fluctuated between 2,000 and 25,000 square kilometers, depending on inflows. The topographic basin extends across 2.3 million square kilometers, and the livelihoods of more than 20 million people depend on resources closely associated with the lake. Human development indicators, food production, and daily calorie intake are all decreasing and will further decrease in view of a fast-growing population. Lake Chad is also the second largest wetland in Africa, and, together with its associated wetlands, hosts biodiversity of global significance: more than 370 inventoried bird species, of which a third are migratory; endangered species, such as the Lake Lere manatee; and endemic plants of

agronomic importance that are found only in the basin. The ecological and economic integrity of the basin is threatened by the large decrease in its hydrological yield, induced by long-term reductions in mean rainfall in the region, coupled with burgeoning human demands on land and water resources.

Land Degradation

It is estimated that 72 percent of arable land and 31 percent of pastoral land in Africa are degraded.⁶ Cereals in Cameroon currently yield on average 1.0 ton per hectare and, although comparable to other countries in the region, are far below the 4.8, 2.2, 5.7, and 3.0 tons per hectare yields for China, India, the United States, and the world, respectively. The productive capacity of the land is falling, because of shorter fallow rotations, low or erratic rainfall, soil erosion, loss of fertility from soil mining, declining soil organic matter content, and overgrazing. Land degradation in advanced stages is occurring across many areas of Cameroon and has materialized in food insecurity in the Sudano-Sahelian zone as well as in the Western zone. Between 1971 and 1998, per capita cereal production declined from 157 to 85 kilograms. Although cultivable arable land covers about 15 percent of total surface area, per capita arable land has fallen precipitously: from 0.86 hectares in 1968 to 0.46 hectares in 1996. Because agro-silvopastoral activities account for slightly more than half of Cameroon's gross national product and occupy about two-thirds of the working population, land degradation has a social dimension as well as an environmental one. Poverty is more pronounced in rural areas (86 percent), especially among smallholders who are highly dependent on the land. Land degradation threatens the structural integrity of the ecosystems on which Cameroon's globally unique biodiversity depends via direct and indirect disruption of the functioning

of vital environmental services (for example, soil nutrient and organic carbon retention, and hydrological functions); it also checks the short- and long-term productive capacity of the primary sector and represents a key barrier to increasing agricultural yields.

Given that agricultural yields represent a key element of any equation to boost rural sectoral growth, land degradation is increasingly viewed as an issue of vital importance and seen as both a cause and consequence of poverty. Cameroon's PRSP identifies food insecurity, poor market integration, and unsustainable use of natural resources as major challenges to the rural sector's growth and notes that changes in ecosystems and declining soil fertility, among other factors, deteriorate the productive environment. Land degradation thus represents a fundamental challenge to bolstering economic growth, sustaining rural livelihoods, and reducing the incidence and severity of poverty.

Cameroon ratified the U.N. Convention to Combat Desertification (UNCCD) in 1997 and published its UNCCD National Action Plan in 2006; this action plan is further specified in an implementation plan for 2007–09. The plan suggests focusing the interventions of various governmental bodies and donor agencies on five strategic themes: participatory land management, sustainable natural resource management, rehabilitation of deteriorated land and enhancement of soil fertility, capacity enhancement, and transboundary collaboration (MINEP 2006a, p. 50).

Persistent Organic Pollutants

Cameroon passed a law regulating toxic and dangerous wastes in 1989; it ratified the Stockholm Convention on Persistent Organic Pollutants in 2005 and began, with GEF financial support, to elaborate its National Implementation Plan.

Neither the plan nor its associated national inventory are yet finalized. Nevertheless, it is known that Cameroon does not manufacture any intentionally released substances such as pesticides and industrial chemicals; thus, the main source of entry for these is importation. The primary sources of unintentional releases are through uncontrolled combustion, controlled combustion processes such as incineration, and incomplete combustion of motor vehicle engines. According to POP experts, the levels of pesticide releases varied throughout the years, with the last major releases of DDT, Dieldrin, and Aldrin occurring between the 1950s and 1970s. Heptachlor and chlordane had confined uses for termite spraying until the early 1990s and have limited nationwide contamination. The presence of transformers contaminated by polychlorinated biphenyls (PCBs) above acceptable levels is assumed to be limited, as there are not many transformers in Cameroon because of its low level of development (UNEP 2000).

In 2006, the Ministry of Agriculture applied for a change of regulation to allow the importation of DDT. This request was denied, and thus, because POP pesticides and PCBs are no longer approved for importation, intentional releases into the environment have been effectively curbed, except when they are imported illegally. Current levels of contamination, which are very confined and localized for soils, are therefore expected to decrease in the future—especially if highly contaminated areas can be cleaned and contaminated material disposed of or sealed from further contact by humans or animals. As soon as the inventory is finalized, the GEF-supported Africa Stockpiles Program, jointly implemented by the World Bank and the Food and Agriculture Organization of the United Nations (GEF ID 1348), will help Cameroon avoid further contamination through professional deposition or destruction.

3.3 Environmental Legal Framework

The environmental legal and policy framework in Cameroon stems from the national constitution of January 18, 1996, which states that “every person shall have a right to a healthy environment. The protection of the environment shall be the duty of every citizen. The State shall ensure the protection and improvement of the environment.”

Until the 1980s, the environment was not treated in a cohesive, integrated fashion: the Ministry of Agriculture managed forests, the Delegation of Tourism managed wildlife and protected areas, and no governmental body title used the word “environment.” Although several concerns related to the environment were integrated into overall planning, this approach did not result in a homogeneous environmental strategy and legal framework.

In the early 1990s, Cameroon developed the Tropical Forest Action Plan, which highlighted the fact that deep institutional and legal reforms were needed to establish a transparent, equitable, and sustainable management system for forest resources (Nssah and Gockowski 2000). In the context of the CBD, a series of reforms were put in place to address these issues: the creation of a Ministry of the Environment and Forestry (MINEF) in 1992; the drafting of a zoning plan in 1993 that aimed to set clear boundaries between production, protection, and other areas; and elaboration of a new forest law (No. 94, January 20) in 1994 regulating forests, wildlife, and fisheries.

While the institutional and legal framework was being improved, discussions on how to guarantee implementation of legal texts continued at the national and international levels until 1995, when the National Forest Action Plan was finalized. The

plan had a five-year time frame (1995–2000) and identified 82 projects to be carried out, with an initial focus on dissemination of the legal documents to all concerned actors (MINEF 1997). Along with the forest policy and especially after the 1992 Rio Summit, the government elaborated its National Environmental Management Plan. The plan was finalized at the beginning of 1996; later the same year, a national environmental law was passed (No. 96/12, August 5, 1996) that provided the plan with the requisite legal framework. During the same period, the management of fire/fuelwood was integrated into the new national energy program. In addition, as mandated by Cameroon’s 1994 ratification of the CBD, the country—with GEF support—prepared its NBSAP, adopting it in 1999.

Under the double influence of the Millennium Development Goals and the PRSP, the environmental sector has, since 2000, embraced the social and economic dimensions of sustainability. Consequently, Cameroon’s DSDSR elaborates strategies to ensure agricultural and environmental sustainability as instruments for promoting food security, increasing agricultural production, and reducing rural poverty. Based on this guidance, the FESP, PNDP, and UNCCD National Action Plan address quite comprehensively the key issues of biodiversity conservation and land degradation within the poverty reduction agenda.

Cameroon has been actively involved in negotiations leading to the establishment of a protocol regulating the safety of transboundary movement of living modified organisms and genetically modified organisms, and a law on biosafety was adopted in 2000. Since Cameroon forms part of the Congo Basin, which plays a global role in carbon sequestration and climate regulation, slowing deforestation is extremely important. In its Initial National Communication to the UNFCCC,

Cameroon established a detailed program for reinforcing national capacity, transferring appropriate technology, and putting in place mechanisms for compensation and substitution. In 2002, it adopted a National Energy Action Plan for Poverty Reduction.

Ratification of Environmental Conventions

Cameroonian environmental policy and laws are in line with the international processes developed on this subject. The country ratified the international treaties and conventions listed in table 3.3, and their international principles have been translated into national laws.

Implementation Status of Laws, Policies, and Plans

Cameroon's policy framework resulted in the issuance of a number of regulatory instruments by the administration during the 1990s and later. With the notable exclusion of the 1994 forest law, all other legislation was issued after the environmental law and thus refer to it on specific environmental issues, as follows:

- Law No. 89/027 (December 29, 1989) regulates toxic and dangerous waters.
- Law No. 90/013 concerns the protection of plants; its implementation decree No. 92/223

Table 3.3

International Environmental Conventions and Agreements Ratified by Cameroon

Convention/agreement	Year of ratification
Chad Basin Treaty	1964
African Convention on the Conservation of Nature and Natural Resources	1968
African Timber Organization	1974
Agreement on the Joint Management of Flora in the Lake Chad Basin	1977
Convention on International Trade in Endangered Species	1981
Convention on the Niger River Basin	1982
Abidjan Convention	1984
World Heritage Convention	1982
Convention on the Conservation of Migratory Species of Wild Animals	1983
International Agreement on Tropical Timber	1983
Central African Cooperation Agreement on Wildlife Conservation	1983
United Nations Convention on the Law of the Sea	1985
Montreal Protocol on the Control of Chlorofluorocarbons	1987
Vienna Convention on Ozone	1989
Bamako Convention	1991
United Nations Framework Convention on Climate Change	1994
United Nations Convention on Biological Diversity	1994
United Nations Convention to Combat Desertification	1997
Stockholm Convention	2005
Kyoto Protocol	2002
Rotterdam Convention	2002
Ramsar Convention on Wetlands	2006
Brazzaville Treaty	2006

(May 25, 1992) is aimed at protecting plants against pests/diseases.

- Law No. 94 (January 20, 1994) regulates forests, wildlife, and fisheries. The law's implementing decree, No. 95/531/PM, was issued in August 1995.
- Law No. 96/12 (August 5, 1996), or the environmental law, regulates all aspects related to environmental management. More than 20 implementing decrees are scheduled in the law; to date, only a very few have been issued. The most recent one, No. 0577/PM (February 23, 2005), fixes the modalities for environmental impact assessments.
- Law No. 98/005 (April 14, 1998), or the water law, regulates all aspects related to water management and its relation to public health.
- Law No. 99/013 (December 22, 1999), or the oil code, regulates oil operations and related environmental issues, prospecting, and research.
- Law No. 2000/02 (April 17, 2000) regulates maritime areas.
- Law No. 001 (April 16, 2001), or the mines code, and its application decrees regulate land and marine mining activities in Cameroon. Several environmental issues are considered, notably those linked to marine exploitations.
- Law No. 2003/003 (April 21, 2003) regulates phytosanitary protection.
- Law No. 2003/006 (April 21, 2003) establishes safety regulations governing modern biotechnology in Cameroon. It regulates the use of genetically modified organisms and their links with human health.
- Law No. 2003/007 (July 10, 2007) regulates activities of fertilization.

Main Challenges and Gaps

Notwithstanding the broad reach of Cameroon's environmental policy and legal framework in terms of the issues covered and institutions involved, the country faces several implementation challenges.

There are incongruences among land tenure laws, systems, and the environmental law. The land tenure system has not been integrated into the reform process on environmental management. This has resulted in incongruences in rural areas—that is, land and resources are held in forms of customary ownership, whereas the 1974 Land Tenure Law makes all land state owned that is not demarcated as private, thereby overriding customary ownership. Furthermore, the 1994 Forestry and Wildlife Law prohibits all commercial natural resource use on nonprivate land, while promoting community involvement in forestry through community forestry reserves. These reserves are conceptually meant to provide opportunities for communities to benefit economically from forests, although commercial and subsistence use are not clearly defined (Sharpe 1998).

Reforms other than those specifically linked to timber harvesting have often been considered secondary. The economic crisis has impeded the development of sufficient institutional capacity to allow for government engagement on issues other than those focusing on economic growth. Consequently, for a long time, the environment and forests have been seen as a source of income, primarily through timber harvesting, and striking a balance with conservation has presented a persistent challenge. An example is provided by the concept of community forests introduced by the 1994 law as an instrument to allow rural populations to enhance their livelihoods through the sustainable management of up to 5,000 hectares. Despite the intentions of the law, community forests

have sometimes been used by logging companies and elites as a type of logging permission, which granted access to community land to harvest all high-value timber species as quickly as possible, in the face of any concerns for sustainability and improved local livelihoods. At present, only a few examples of community forests show promising results in terms of environmental and social outcomes (Oyono 2004a, 2004b, 2004c; Ribot and Oyono 2006), although MINFOF is developing a handbook to improve awareness and implementation of community forestry.

MINFOF and MINEP technical capacity is limited. The recently produced NCSA for Global Environmental Management stated that Cameroon would need an investment of around \$140 million to be capable of managing the environment in line with international standards. This report is provisional and is awaiting validation by stakeholders.

Public participation in the management of forest and wildlife resources remains problematic. The 1994 forestry policy prescribes active participation of the population in the conservation and management of forest resources, but such participation remains underdeveloped, due in part to resistance to decentralized power—which is also underdeveloped. This is linked to unclear roles and responsibilities of governmental structures, civil society, and local communities, which often do not have adequate skills for proper management of the redistributed resources. Other elements are the weak technical management capacity of NGOs and the difficult shift in the private sector from being loggers to serving as participatory forest managers, emphasizing sustainable social, economic, and environmental returns. As a result, the customary ownership, needs, and livelihoods of rural populations and the specific livelihoods of

mobile indigenous peoples are underrepresented in forest and protected area management (Mayaka 2002, Ribot and Oyono 2006, Sharpe 1998).

The government of Cameroon clearly recognizes the challenges discussed above.⁷ One of the major objectives of the recent FESP is to improve national institutional capacities so that the government will be able to fill the implementation gap between the legal framework and actual practice.

Notes

1. www.biodiversityhotspots.org/xp/hotspots/west_africa/Pages/biodiversity.aspx.
2. These montane regions support a number of endemics: the Mount Cameroon francolin (*Francolinus camerunensis*) and the Mount Cameroon speirops (*Speirops melanocephalus*) are endemic to Mount Cameroon; the Mount Kupe bush-shrike (*Malaconotus kupeensis*) is largely confined to Mount Kupe, where only 21 square kilometers of habitat remains (the species has recently been discovered at two additional sites). The conservation of the forests of Mount Oku is the last remaining hope for two species, Bannerman's turaco (*Tauraco bannermani*) and the banded wattle-eye (*Platysteira laticincta*), which are restricted to montane forests in the Bamenda-Banso Highlands.
3. For discussion of the link between the FESP and the country's PRSPs, see Ngomba (2003) and Oksanen and Mersmann (2003).
4. For the importance of forests for poverty reduction, see Scherr, White, and Kaimowitz (2003).
5. Most of the information in this section is taken from project documents.
6. The primary reference for this section is the GEF project document for the Sustainable Agro-Pastoral and Land Management Promotion project.
7. Some of these issues have been explored in detail in previous evaluative studies, such as Nssah and Gockowski (2000). See also research papers by Oyono (2004a, 2004b, 2004c) and Ribot and Oyono (2006).

4. The GEF Portfolio in Cameroon

4.1 Portfolio Breakdown

Over the past 15 years, the GEF has supported a fairly narrow range of activities in Cameroon, with national full-size projects and medium-size projects (MSPs) focused primarily on biodiversity conservation, and thereby reflecting Cameroon's primary global environmental resources.

The following criteria were used to select projects for further analysis:

- Activities carried out in Cameroon exclusively (national projects, both FSPs and MSPs) that are under implementation or completed, excluding all pipeline activities and canceled pipeline projects
- Activities carried out in Cameroon that are part of regional or global projects under implementation or completed, with significant policy-based and/or demonstration/pilot activities within Cameroon, again excluding all pipeline activities¹

Based on the above criteria, the group of activities considered in this evaluation are those shown in table 4.1.

All nationally based FSPs, MSPs, and enabling activities were included in the evaluation, along with 11 of 19 regional and/or global projects; all of these were either completed or under implementation. Annex D presents a complete list of GEF

projects in Cameroon, including those that were not considered by the evaluation team.

National Projects by GEF Focal Area and Modality

As of this writing, Cameroon has completed five GEF-supported projects and has five under implementation:

- The completed projects consist of one FSP and one MSP in the biodiversity focal area and three enabling activities, two of which are in biodiversity and one in climate change. Together, these five projects total \$15.53 million, of which \$7.68 million is GEF funding.
- The projects under implementation consist of one FSP in biodiversity, one FSP in land degradation, one MSP in biodiversity (biosafety), and one enabling activity each in the POPs and multifocal areas. These projects total \$226.55 million, of which GEF funding accounts for \$17.87 million (see figure 4.1).

In Cameroon, the biodiversity focal area accounts for the majority of projects in the GEF portfolio—60 percent of total funding. The other focal areas each account for 10 percent of the portfolio. Most of the biodiversity projects are enabling activities aimed at assisting the government in the development and elaboration of plans, strategy, and environmental policy. The most significant nonbiodiversity investment is in land degradation,

Table 4.1

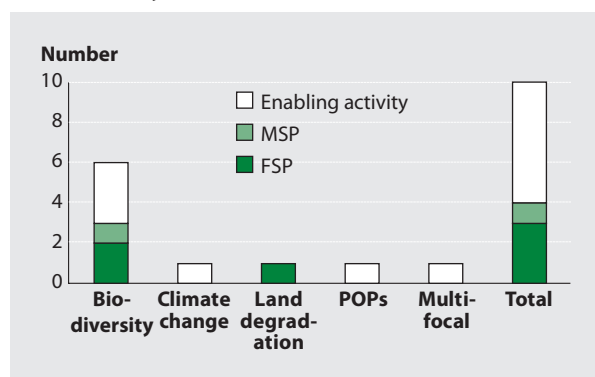
GEF-Supported Projects in Cameroon Included in the Evaluation

Project title	Focal area	GEF Agency/national executing agency	Modality	GEF support (million \$)	Total cost (million \$)
Completed national projects (5)				7.68	15.53
Biodiversity Conservation and Management	BD	WB/MINEF/WWF and others	FSP	6.10	12.53
Community-Based Conservation in the Bamenda Highlands	BD	UNDP/Birdlife	MSP	1.00	2.35
Preparation of National Biodiversity Strategy Action Plan and First National Report to the U.N. CBD	BD	UNEP/MINEF	EA	0.30	0.30
Clearing-House Mechanism	BD	UNEP/MINEF	EA	0.01	0.01
Preparation of the Initial Communication Related to UNFCCC	CC	UNEP/MINEF	EA	0.27	0.34
National projects under implementation (5)				17.87	226.55
Forest and Environment Development Policy Grant	BD	WB/MINFOF/MINEP	FSP	10.27	126.80
Sustainable Agro-Pastoral and Land Management Promotion (under the PNDP)	LD	WB/Ministry of Planning	FSP	6.35	98.35
Support to the Implementation of the National Biosafety Framework	BD	UNEP/MINEP	MSP	0.56	0.67
National Capacity Self-Assessment for Global Environmental Management	MF	UNEP/MINEP	EA	0.20	0.22
Enabling Activities for the Stockholm Convention on Persistent Organic Pollutants: National Implementation Plan for Cameroon	POPs	UNEP/MINEP	EA	0.49	0.52
Completed regional and global projects (5)				18.28	36.21
Regional Environmental and Information Management Project	BD	WB/Association for Environment and Development Information	FSP	4.38	15.69
Country Case Studies on Climate Change Impacts and Adaptation Assessment	CC	UNEP	EA	2.00	2.00
Alternatives to Slash and Burn I	CC	UNDP/World Agroforestry Centre	FSP	3.00	6.00
Global Alternatives to Slash and Burn II	CC	UNDP/World Agroforestry Centre	FSP	3.00	6.37
Water Pollution Control and Biodiversity Conservation in the Gulf of Guinea Large Marine Ecosystem	IW	UNDP/MINEF	FSP	6.00	6.15
Regional and global projects under implementation (6)				62.61	174.92
Conservation of Transboundary Biodiversity in the Minkebe-Odzala-Dja Interzone in Gabon, Congo, and Cameroon	BD	UNDP	FSP	10.48	45.08
Improved Certification Schemes for Sustainable Tropical Forest Management	BD	Centre for International Forestry Research/ Forest Stewardship Council	MSP	0.99	1.45
Reversal of Land and Water Degradation Trends in the Lake Chad Basin Ecosystem	IW	UNDP/WB/Lake Chad Commission	FSP	10.29	13.42
Reversing Land and Water Degradation Trends in the Niger River Basin	IW	UNDP/WB/Niger Basin Authority	FSP	13.38	30.28
Combating Living Resource Depletion and Coastal Area Degradation in the Guinea Current through Ecosystem-Based Regional Actions	IW	UNDP/UNEP/MINEP	FSP	21.45	55.32
Demonstrating and Capturing Best Practices and Technologies for the Reduction of Land-Sourced Impacts Resulting from Coastal Tourism	IW	Ministry of Tourism	MSP	6.02	29.37

Note: BD = biodiversity; CC = climate change; EA = enabling activity; IW = international waters; LD = land degradation; MF = multifocal; WB = World Bank.

Figure 4.1

GEF National Projects in Cameroon by Focal Area and Modality



Note: Includes both completed projects and those under implementation.

specifically the World Bank's Sustainable Agro-Pastoral and Land Management Promotion project.

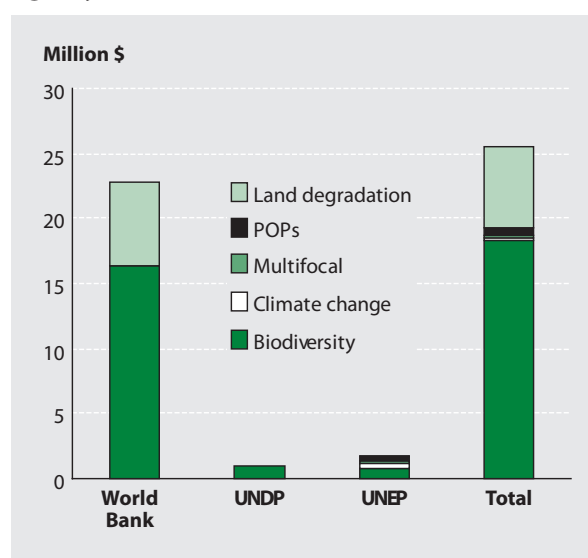
National Projects by GEF Agency and Executing Agency

The major GEF Agency in Cameroon is the World Bank, which performs most of the national FSPs and some of the major regional initiatives, such as those in Lake Chad and the Niger Basin (this latter is jointly implemented with UNDP). UNEP implements most of the enabling activities, with UNDP supervision of this portfolio, and some regional initiatives. UNDP has the smallest national portfolio; it implemented one MSP and is involved in several regional programs.

Figure 4.2 shows all completed and in progress national FSPs, MSPs, and enabling activities by GEF Agency and focal area. The figure shows the dominance of the biodiversity area and of the World Bank; these two account for more than \$18 million and \$23 million in GEF funding, respectively. The other focal areas have only received funding for enabling activities of between \$0.2 and \$0.5 million to assist with policy and regulatory development, as well as helping Cameroon fulfill its reporting obligations to the global environmental conventions.

Figure 4.2

GEF Funding for National Projects in Cameroon by Agency and Focal Area



Note: Includes both completed projects and those under implementation.

The relative dominance of the World Bank is partially due to the presence of in-country expertise and, hence, the ability to meet with stakeholders to help them in developing project proposals. It also benefits from a long history of engagement in the environmental and forestry sectors.²

The World Bank has implemented the following projects in Cameroon:

- Three projects in two focal areas, all of them FSPs, which represent nearly 90 percent of the GEF portfolio under implementation or completed (\$22.72 million)
- Two of the FSPs (one completed and one under implementation) addressing biodiversity conservation, predominantly in the humid tropical forest area of southern Cameroon
- One FSP addressing sustainable land management/land degradation

UNEP's GEF portfolio of national projects consists of one MSP supporting biodiversity (biosafety) and enabling activities assisting the government in reporting to the environmental conventions and protocols, including the UNFCCC, CBD, and Stockholm Convention on POPs. Together, these projects represent \$1.8 million of the GEF portfolio, or 7 percent of total funding.

UNDP's GEF portfolio of national projects has been limited to one MSP in the biodiversity focal area addressing the Bamenda Highlands. This project accounts for \$1 million in funding, or 4 percent of the total GEF portfolio.

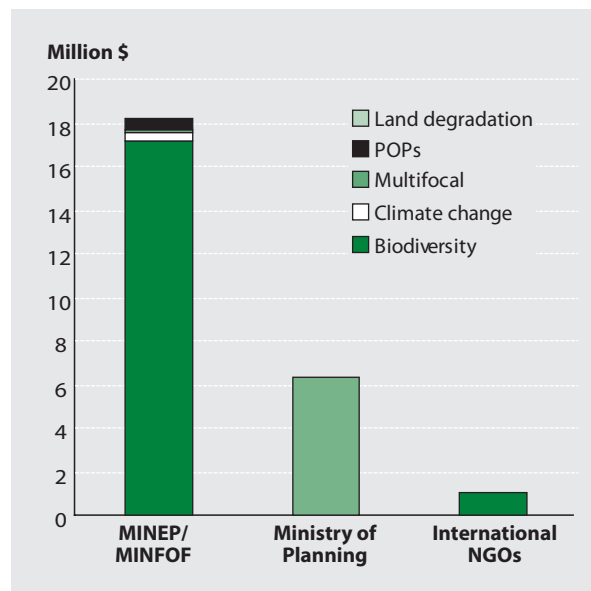
Notably, the African Development Bank, Food and Agriculture Organization of the United Nations, International Fund for Agricultural Development, and United Nations Industrial Development Organization have no national GEF project portfolio. There is also no private sector involvement in the portfolio.

The government is the main national executing agency partner for the GEF, through the Ministries of Forests and Fauna, Environment and Nature Protection (both of which were, until 2004, part of MINEF), and Planning. Together these ministries execute two FSPs in the biodiversity focal area, one FSP in the land degradation focal area, and five enabling activities, all of which total \$24.54 million (see figure 4.3).

International NGOs such as WWF, the Wildlife Conservation Society, and Birdlife International have played significant roles in assisting with the implementation of the GEF Biodiversity Conservation and Management project; specifically, they each received GEF funding for implementing projects in and around several protected areas. Birdlife International also implemented the Bamenda Highlands MSP.

Figure 4.3

GEF Funding for National Projects in Cameroon by Executing Agency and Focal Area



Note: Includes both completed projects and those under implementation.

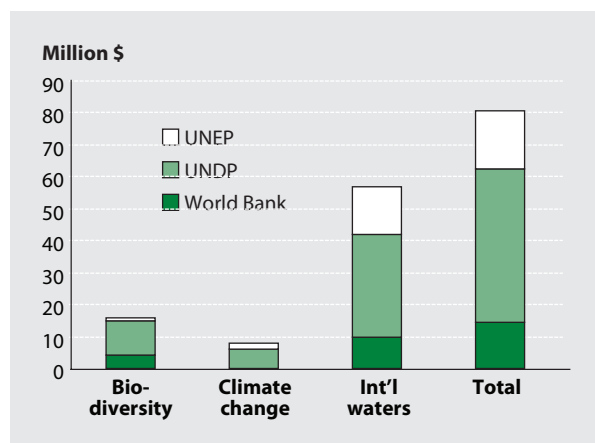
Regional Projects by GEF Agency and Focal Area

Cameroon has extensive involvement in GEF-supported regional and global projects. Since 1992, it has participated in 19 such regional and global projects (see annex D). Eleven were considered in this evaluation (see table 4.1), of which five are completed and six are currently under implementation; these account for \$80.89 million in total funding.³ These projects fall under the following focal areas (see figure 4.4):

- Biodiversity.** Three of five regional/global biodiversity projects are World Bank initiatives, including the Regional Environment and Information Management Project. The other FSP in this focal area is a UNDP project, Conservation of Transboundary Biodiversity in the Minkebe-Odzala-Dja Interzone in Gabon, Congo, and Cameroon (TRIDOM) (GEF ID

Figure 4.4

GEF Funding for Regional and Global Projects Including Cameroon by GEF Agency and Focal Area



Note: Includes both completed projects and those under implementation.

1095). The fifth biodiversity project is an MSP implemented by UNEP, Improved Certification Schemes for Sustainable Tropical Forest Management. Together, the biodiversity projects total \$15.85 million.

- **Climate change.** One enabling activity in this focal area was implemented by UNEP to produce a series of adaptation country case studies. UNDP implemented two global FSPs, both of which have focused on research and demonstration into alternatives to slash-and-burn agriculture and were executed by the World Agroforestry Centre. All three projects, which represent \$8 million in total funding, are now complete; there are currently no climate change regional/global initiatives in which Cameroon participates.⁴
- **International waters.** UNDP implemented the Water Pollution Control and Biodiversity Conservation in the Gulf of Guinea Large Marine Ecosystem FSP (GEF ID 393). A jointly implemented UNDP-UNEP FSP, Combating Living Resource Depletion and Coastal Area

Degradation in the Guinea Current Large Marine Ecosystem through Ecosystem-Based Regional Actions (GEF ID 1188)—which is executed by the United Nations Industrial Development Organization—continues that initiative. UNDP and the World Bank jointly implement two FSPs addressing land and water degradation in the Lake Chad and Niger Basin ecosystems, and UNEP has one FSP to demonstrate best practices in reduction of land-sourced impacts of tourism. Altogether, these five projects account for \$57.04 million, making international waters the most significant regional portfolio in which Cameroon participates.

Small Grants Programme

The SGP in Cameroon began implementation in 1993. In its first round, 11 projects with a total value of \$0.4 million were funded (see annex D). The Cameroon SGP was suspended in 1996 because of irregularities in project management procedures and suspected mismanagement of funds by the SGP national coordinator (see chapters 6 and 7). It was relaunched in early 2007 at the request of the Cameroon GEF National Committee. In March of that year, a national strategy was elaborated, focusing the SGP thematically in the international waters and biodiversity conservation focal areas and geographically in the southern coastal areas and in the north. This strategy provided the framework for five full projects and one grant for proposal elaboration, accounting for a total of \$0.15 million over two years. Four of the projects focus on community-based management of coastal and arid ecosystems, complementing the Gulf of Guinea Large Marine Ecosystem projects and following up on some of the achievements of the completed Biodiversity Conservation and Management project. The remaining project complements reforestation microprojects financed under the Lake Chad initiative.

The SGP is managed by an independent staff in the UNDP country office. It is under the supervision of a National Steering Committee, with representatives from the government (three members), private sector (one member), academia (one member), GEF Agencies (two members), and civil society (five members).

GEF Projects by Objective

Table 4.2 summarizes the aggregated objectives addressed in the project and SGP activities supported by the GEF in Cameroon. These objectives reflect the dominance of biodiversity conservation project activities.

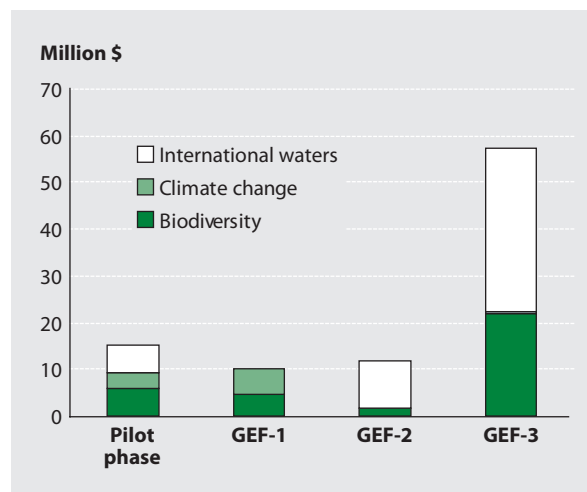
GEF Funding by Replenishment Period

The following summarizes the emphases in GEF funding from the pilot phase through to the GEF-3 replenishment period (see figure 4.5 and table 4.3):

- **Pilot phase.** Three FSPs were approved during the GEF pilot phase: the Biodiversity Conservation and Management project addressing national protected area management, the initial Gulf of Guinea regional project addressing pollution and biodiversity, and the global project addressing climate change mitigation through alternatives to slash-and-burn agriculture. Only the initial phase of this last-mentioned project was completed during the pilot phase. Total funding during the pilot phase was \$15.1 million.
- **GEF-1 (1995–98).** No national FSPs or MSPs were approved during this replenishment period. Instead, three national enabling activities addressing biodiversity and climate change global convention reporting, and one regional enabling activity focusing on adaptation research were approved. Two regional projects were approved including the second phase of

Figure 4.5

GEF Funding for Cameroon Projects by Replenishment Period and Focal Area



Notes: Includes both completed projects and those under implementation. Small amounts were allocated to the POPs and multi-focal areas, but are not shown here. SGP activities are not included.

the alternatives to slash-and-burn agriculture initiative. The lack of national approvals during this period derives from a combination of factors, including low in-country capacity and poor governance—which contributed to the delayed implementation of the Biodiversity Conservation and Management project—and a lack of focus from the GEF. Total funding in this period was \$9.96 million.

- **GEF-2 (1998–2002).** Again, no national FSPs were approved in this period, and for the same underlying reasons: poor capacity and restructuring within the government. One MSP was approved, the initiative in the Bamenda Highlands executed by Birdlife International. An enabling activity to support biosafety framework implementation was also approved, as was the regional FSP for Lake Chad. Total funding allocated for the period was \$11.85 million.
- **GEF-3 (2002–06).** This period saw an increase in GEF national operations in Cameroon with the approval of two large FSPs—the Forest and

Table 4.2

Main Activities of Evaluated National and Regional/Global Projects in Cameroon, by Focal Area and Modality

Focal area	FSP	MSP	Enabling activity	SGP
Biodiversity	<ul style="list-style-type: none"> • Terrestrial protected areas establishment and management • Management and system planning • Capacity development for environmental management and forestry conservation • Regional cooperation on forestry conservation and management • Alternative livelihood generation • Community forestry • Support for forestry and environmental policy development and implementation • Biodiversity monitoring and reporting • Improving regional environmental information and knowledge management 	<ul style="list-style-type: none"> • Community forestry and conservation • Support for implementation of national forestry law and policy • Regional cooperation on forestry certification schemes 	<ul style="list-style-type: none"> • Preparation of the Cameroon National Report to the CBD • Establishment of a clearing-house mechanism • Support for implementation of national biosafety plan 	<ul style="list-style-type: none"> • Work with local NGOs and community-based organizations on sustainable livelihood strategies/practices in high-value biodiversity coastal and marine areas • Community-based projects with indigenous people on sustainable use of biodiversity for conservation of native crops, medicinal plants, and other non-timber forest products • Community-based projects on ecotourism contributing to the promotion of biodiversity conservation
Climate change	<ul style="list-style-type: none"> • Research and demonstration to reduce and provide alternatives to slash-and-burn agriculture 		<ul style="list-style-type: none"> • Preparation of national communication to the UNFCCC • Additional capacity building on climate change adaptation 	
International waters	<ul style="list-style-type: none"> • Regional cooperation on international waters management for the Gulf of Guinea, Lake Chad, and Niger River Basin • Regional strategic action planning and implementation of demonstration activities 	<ul style="list-style-type: none"> • Demonstrating best practices in reducing degradation generated by land-based coastal tourism 		
Land degradation	<ul style="list-style-type: none"> • Sustainable rural development and poverty reduction • Building local government and community capacity to manage natural resources and preserve global biodiversity • Soil erosion reduction measures and improved water management techniques 			
POPs			<ul style="list-style-type: none"> • Preparation of national plan for implementing the Stockholm Convention 	
Multifocal			<ul style="list-style-type: none"> • NCSA to manage the global environment 	

Table 4.3**GEF Funding to Cameroon by GEF Phase, Focal Area, and Agency***Million \$*

Parameter	Pilot phase	GEF-1	GEF-2	GEF-3	Total
National projects	6.10	0.34	1.56	17.31	25.31
Biodiversity	6.10	0.31	1.56	10.27	18.24
Climate change	0	0.27	0	0	0.27
Land degradation	0	0	0	6.35	6.35
POPs	0	0	0	0.49	0.49
Multifocal	0	0	0	0.20	0.20
World Bank	6.10	0	0	16.62	22.72
UNDP	0	0	1.00	0	1.00
UNEP	0	0.34	0.56	0.69	1.59
Regional/global	9.00	9.62	10.29	39.96	68.87
Cofunding	6.43	0.07	1.46	218.8	226.76

Note: Cofunding to regional projects is not included. Data do not include funding for SGP.

Environment Development Policy Grant and the Sustainable Agro-Pastoral and Land Management Promotion project in, respectively, the biodiversity and land degradation focal areas. Two enabling activities were also approved for POPs and NCSA. Three regional FSPs were approved, including the second phase of the Gulf of Guinea initiative, the Niger Basin project, and the Minkebe-Odzala-Dja Interzone projects. One regional MSP was approved, the forest certification schemes initiative. Total funding for this period was \$57.27 million.

- **GEF-4 (2006–10).** Under the new RAF, Cameroon has received an individual allocation for biodiversity conservation of \$11.6 million, of which \$5.8 million must be programmed in the first two years of RAF implementation. To date, Cameroon has only used \$0.15 million of this initial allocation and has programmed a further

\$3 million for a global coastal mangrove conservation project.

Table 4.4 shows variations in cofinancing across the different GEF phases. Cofinancing varies dramatically from a ratio of 1.05 for cofinancing to GEF support of national projects in the pilot phase to a low of 0.2 in GEF-1. This variation can be explained by the substantial cofinancing available for the Biodiversity Conservation and Management project in the pilot phase and the absence of major activities in GEF-1 and GEF-2. The ratio for GEF-3 of 12.64 is attributable to two World Bank–led projects—the FESP initiative and the sustainable land management investment—both of which are blended with assistance from the World Bank’s International Development Association as well as substantial bilateral assistance. Consequently, Cameroon is placed well above the GEF 2005 cofinancing ratio average of 4.1 (GEF EO 2006a).

Table 4.4**Cofinancing/GEF Contribution Ratio by GEF Phase**

GEF phase	Ratio
Pilot phase	1.05
GEF-1	0.20
GEF-2	0.90
GEF-3	12.64
Average^a	8.95

a. Total cofinancing divided by GEF contribution.

Summary

National projects have used more than \$25 million in GEF financing since 1992. The majority of funding has been through the FSP modality and has been particularly dedicated to three large projects—Biodiversity Conservation and Management, Forest and Environment Development Policy Grant, and Sustainable Agro-Pastoral and Land Management Promotion—which received

more than 85 percent of the total investment. Support to enabling activities was more limited, both in terms of number of projects and level of funding.

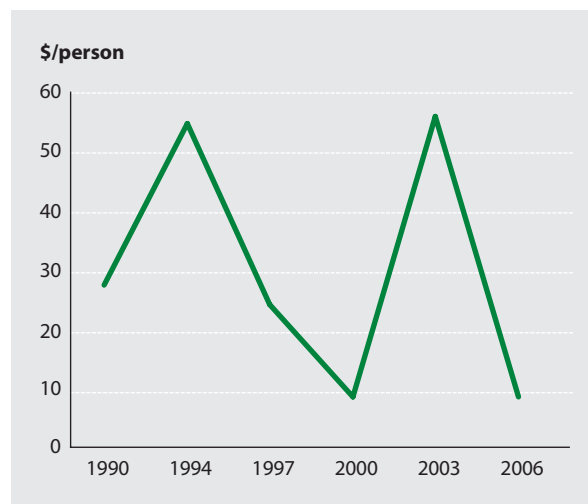
4.2 GEF Support in the Context of Total ODA

Between 2003 and 2007, Cameroon received between \$300 million and \$450 million in official development assistance (ODA) each year, albeit with great fluctuation from one year to the next (note that the ODA was support for all sectors, not just the environment). According to the latest World Bank country assistance evaluation (2001), France was, on average, the most active development partner. In 1985–97, it provided around 45 percent of overall ODA to Cameroon. In general, bilateral agencies—with 73 percent of ODA—are much more strongly represented than multilaterals: European Union, 14 percent; World Bank, 9 percent; and United Nations, 0 percent. The GEF, with an average annual contribution of around \$4.5 million, is one of Cameroon's smaller partners, but it is very visible in the environmental sector and is the lead donor in POPs and climate change work. In the biodiversity and land degradation sectors, the GEF could be more visible and is generally perceived as a grant facility managed by the World Bank. ODA provided to Africa overall has increased by 70 percent in the past 15 years,⁵ but in 2006 Cameroon received 22 percent less in ODA than it had 15 years before (see figure 4.6).

Table 4.5 gives an indication of how ODA provided for the environmental sector is allocated across the relevant Cameroonian ministries. These

Figure 4.6

ODA to Cameroon between 1990 and 2006



Source: Government of Cameroon.

figures show that the national funds allocated to address environmental issues are presently rather limited and that MINEP is receiving significantly less financial support than the MINFOF.

Nevertheless, it should be noted that the allocation for the environmental sector almost doubled within the past three years, has increased threefold since 2000, and is rising faster than the overall budget. Figure 4.7 underlines this positive dynamic.

Table 4.5

National Funding for the Environmental Sector in Cameroon

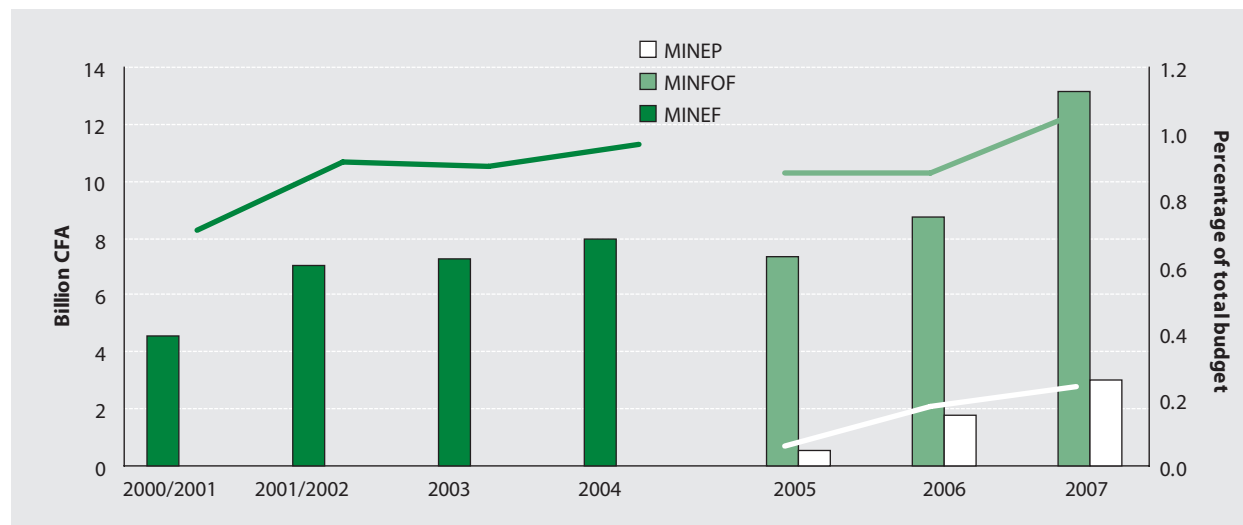
Million \$

Year	MINFOF	MINEP	Total
2005	16.2	1.1	17.3
2006	19.1	3.8	22.9
2007	28.9	6.5	35.4

Source: Government of Cameroon.

Figure 4.7

National Funding for Cameroon's Key Ministries in the Environmental Sector



Notes: Bars show funding in billion CFAs for the ministries; lines show the percentage of total budget represented by each ministry's funding. CFA 455 = \$1.

Overall, however, the environment receives about 0.5 percent of the national budget, which is significantly below the resources required to address environmental problems.⁶

Notes

1. Implementation status and recommendations from Cameroon stakeholders were also taken into account in selecting regional and global projects for evaluation.
2. See World Bank OED (2000).
3. Funding is by project and not by country. In most cases, it is not possible to identify the precise country allocation for GEF regional and global projects.
4. The development of regional climate change projects focused on building capacity for mini- and microhydropower by UNDP was recently dropped as a priority for GEF funding.
5. Source: Organisation for Economic Co-operation and Development, OECD Stat 2008 (<http://oberon.sourceoecd.org/rpsv/dotstat.htm>).
6. See IMF-IDA (2006).

5. Results of GEF Support to Cameroon

This chapter reviews the results, effectiveness, and sustainability of GEF support in the context of the country's and GEF's goals and priorities. The following key questions were posed:

- What are the aggregated results of GEF support at the focal area and country levels?
- What is the likelihood that objectives will be achieved for those projects that are still under implementation?
- What are the results (outcomes) of completed and ongoing projects?
- What is the sustainability (financial, institutional, socioeconomic, and environmental) of GEF support?

In addressing the issue of results, the evaluation carried out verification of the two completed full- and medium-size projects (respectively, Biodiversity Conservation and Management and Community-Based Conservation in the Bamenda Highlands) and the completed enabling activities, based on existing evaluative evidence and reports. It did not independently measure results or attempt to assess impact. For ongoing projects, such as the Forest and Environment Development Policy Grant, the evaluation assessed potential results based on project plans and so forth, as well as informed comments proffered by stakeholders regarding ongoing processes and activities.

5.1 Potential Results of Projects under Implementation

Biodiversity

Results from Completed National Projects

The GEF-supported Biodiversity Conservation and Management project was Cameroon's first biodiversity conservation-focused project and a vehicle for implementing the 1994 Forestry and Wildlife Law, particularly regarding protected areas. The project focused on six sites (two in the tropical forest biome, three in the Afromontane biome, and one in the northern Sudanic biome) and aimed to enhance the protection status of these sites through financial and technical support. It also provided assistance to the National Herbarium in Limbe to enhance the process of documenting Cameroon's biodiversity. A direct outcome of the project has been the creation of five national parks, two of which have not yet been fully gazetted. The fact that Cameroon enlarged its protected area network from 20,504 square kilometers to 72,118 square kilometers—an increase from 4.3 percent to 15.2 percent of the national territory—between 1992 and 2007 can be partly attributed to GEF support for this sector. The rising number of protected areas under management plan and well staffed, and the improved scores for protected area management effectiveness of seven major protected areas indicates that biodiversity

management is improving. Furthermore, Waltert and others (2005) suggest that the biodiversity in Cameroon's protected areas is richer and more diverse than in areas that are not protected. In this respect, the outcomes have increased the potential for long-term national and global environmental benefits, assuming that issues regarding sustainability can be successfully addressed.

Visible environmental outputs achieved by the GEF portfolio in biodiversity include the following.

In Southeast Cameroon, three national parks have been created (Boumba Bek, Lobéké, and Nki) along with 14 hunting zones, putting a total area of 26,920 square kilometers under protection. Supported by a regional trust fund financed by Germany's state aid bank, WWF continues to work with reduced funds and is helping MINFOF keep key operations functioning in anticipation of new investment through the FESP.

In the Savannah ecosystem, the protection status has been enhanced for 31,300 square kilometers, which includes the three existing national parks (Faro, Benoue, and Bouba-Ndjidah) and the newly created adjacent 28 game management areas. Sixty-five community-based game guards were trained and equipped.

In the south of Cameroon, the Campo-Ma'an National Park, with a total surface area of 2,640 square kilometers, was established. The number of game guards was increased from 3 to 35, and they were provided with equipment and training. Because the park was created as an environmental compensation measure for the Chad-Cameroon pipeline, a certain percentage of revenues generated by the pipeline are earmarked for park management and channeled to WWF, which provides technical and financial assistance to MINFOF. Campo-Ma'an is seen as the best staffed and equipped national park in Cameroon.¹ The project

also helped establish the "landscape approach" to conservation (with technical input from WWF and the Wildlife Conservation Society), which is attempting to mainstream biodiversity concerns into commercial logging operations and community and indigenous people's resource use needs within and adjacent to protected areas, using management planning as a framework for making resource use agreements. The project piloted the landscape approach beyond the boundaries of protected areas to Unités Techniques d'Opération around Campo-Ma'an, which allowed for regular coordination and communication among local community representatives, MINFOF, logging companies, agribusinesses, and hunters. The approach has now been more widely adopted in other protected areas such as Lobéké National Park and Mbam Djeram National Park.

Mount Cameroon (2,500 square kilometers), which is one of 25 global biodiversity hotspots and ranges from sea level to an altitude of 4,095 meters, is scheduled to be fully protected as a national park based on demarcation and negotiation activities supported under the Biodiversity and Conservation Management project. Surveys document increased crop destruction, which suggests that wildlife populations are recovering (O'kah 2002).

Mount Koupé (42 square kilometers) and Mount Bakossi (950 square kilometers) are scheduled for full protection as Bakossi National Park as a follow-up to demarcation of conservation core zones and restrictions put in place through agreements with the government-installed traditional chiefs (village leaders). Because of this protection measure, the mandrill population has begun to recover (Wild, Morgan, and Dixon 2005).

Ecological monitoring carried out in 1987–2003 in the Kilum-Ijim Forest (170 square kilometers) suggests that **GEF-supported demarcation of**

boundaries and creation of community forests not only stopped deforestation but were able to turn the process around. Between 1958 and 1999, 50 percent of the montane forest was lost to deforestation, but 7.8 percent had been recovered between 1988 and 2001; the area destroyed each year by fires has been reduced by two-thirds (Abbot and Thomas 2001, Cunningham and others 2002).²

The GEF portfolio has also generated a variety of **tangible socioeconomic benefits** to support and encourage conservation activities, albeit with some caveats and exceptions:

- Sustainable game management areas provide approximately \$20,000 a year to the communities in northern Cameroon (MINFOF 2007) and \$100,000 a year to the communities in Southeast Cameroon (Logo, Abessolo, and Koulbout 2007) as part of the landscape approach to mainstreaming biodiversity conservation incentives outside boundaries of protected areas.
- Apiculture produces incomes of around \$60,000 a year for communities in the Northwest Province and additional but smaller incomes at other sites. The initial phase of the SGP was instrumental in promoting apiculture in the Bamenda Highlands, and honey production has flourished. A number of local cooperatives have been established, which allow farmers to market their honey efficiently and effectively.
- Ecotourism provides approximately \$2,000 a year to the communities around the Campo-Ma'an National Park; \$1,200 to the communities around Mount Koupe; and \$1,000 to the communities around Kilum-Ijim, including temporary employment to about 20 tourist guides at Mount Cameroon. However, the evaluation observed that in many of the protected areas

visited the tourism opportunities are underexploited because of poor access and siting of facilities, and lack of investment, expertise, and knowledge.³

- Thirty-nine community forests have been created at the Campo-Ma'an (15), Mount Cameroon (4), Kilum-Ijim (18), and Southeast (2) sites. Five are fully operational, and two generate income (respectively, \$12,000 per year and \$25,000 per year). However, the evaluation found that incomes are not reported to the communities for the Bimbia-Bonadikombo community forest; in Vokai, the management team misused the funds. There is thus much room for improvement in terms of management effectiveness and efficiency. These findings confirm previous studies of community forestry in Cameroon.
- Alternative income-generating activities (snail farming, mushroom production, game farming) have proved challenging to establish and sustain after the end of the projects, due to lack of ability within communities to maintain capacities and to develop markets for products.
- Redistribution of forest exploitation taxes could be considered partly as a local benefit of the protected area, but no positive correlation presently exists between protected areas and income from forest taxes.

According to ministry records, GEF-supported projects have interacted and will continue to interact with the livelihoods of a large number of people:

- 300,000 people in Northern Cameroon
- 250,000 people around Mount Cameroon
- 150,000 people, including 40,000 indigenous Baka in Southeast Cameroon
- 140,000 people around Mount Koupe

- 60,000 people among the 700 indigenous Bagyéli and Bakola around the Campo-Ma'an National Park
- 50,000 people around Kilum-Ijim

The overall potential for positive or negative results is not known, as socioeconomic surveys were either not conducted or were found to be of poor quality. Nevertheless, research suggests that GEF projects have caused or will potentially cause economic displacement:

- Around **Mount Cameroon**, a detailed assessment suggests that the planned national park could restrict access to resources by 250,000 people and result in income losses valued at \$1 million a year and increased crop damage by animals. These costs are normally not compensated by MINFOE, because no funds are available, although the 1994 Forestry and Wildlife Law requires compensation at replacement cost.
- Communities near **Lobéké National Park** reported some losses of customary rights over the forest, and livelihoods have been affected by crop-raiding. There are currently no mechanisms for managing human-wildlife conflict. Although WWF and other stakeholders are working to put in place mechanisms to create incentives for community support for conservation (see box 5.1), some local communities view the park and projects as providing little benefits to alleviate impoverishment or mitigate restrictions in access (see also Ndameu 2003, Yasuoka 2006).

In sum, the completed GEF projects have contributed to the generation of significant conservation outcomes in terms of expanding Cameroon's protected area system, as well as developing a range of socioeconomic incentives. These initiatives will clearly need to receive further support to scale up

Box 5.1

Physical and Economical Displacement from National Parks Supported by the GEF

The creation of the Lake Lobéké and Boumba Bek National Parks—supported by the GEF under the Biodiversity Conservation and Management Project—led to the physical displacement of several Baka communities and economic displacement of around 8,000 people who depend on the parklands for more than 50 percent of their livelihoods. The establishment of the parks represented a loss of income of about \$1.5 million a year to these people. Although the real figure in 2008 might be somewhat lower because surveillance is not 100 percent effective, the \$0.52 per person per year generated through the community hunting zones (Logo, Abessolo, and Koulbout 2007; WWF 2004) cannot offset these income losses of approximately \$190 per person per year. Even if the surveillance was effective only to 1 percent, people would still lose nearly four times as much as the gain from sustainable natural resource management (Cernean and Schmidt-Soltan 2006). These findings have been further documented by a number of studies, including detailed land use studies financed by the German Organization for Technical Cooperation (GTZ), a comprehensive multidisciplinary assessment of the region financed by Yale University, and two studies focusing on the negative impacts imposed on the livelihoods and culture of Baka populations.

across the populations that live within and around protected areas.

In terms of **biosafety**, GEF assistance enabled Cameroon to elaborate a national biosafety framework, which includes a national law (2003) and a procedural framework (2006) to implement the law at all border posts (including ports and airport) in line with the principles agreed on in the Cartagena Convention. It was observed that control posts exist and carry out searches.

Potential Results from Ongoing National Projects

Since 1999, the government of Cameroon and the international community have designed the

FESP based on experiences gained from the Biodiversity Conservation and Management project. Officially adopted in May 2004, the FESP's main objective is to support the line ministries responsible for implementing environmental policies, notably MINFOF and MINEP. The FESP has five components:

- Environmental and social follow-up
- Sustainable management of forest production
- Management of wildlife and protected areas
- Management of the forest by local communities
- Strengthening of institutional capacities

MINEP has technical responsibility for the first component; MINFOF manages the remaining components. The Ministry of Finance, although not involved in the technical management, manages the FESP funds.

The FESP has a total budget of \$127 million and consists of two different funding mechanisms, budgetary support and a basket fund, implemented to help the ministries manage the budget support efficiently. The rest of the funds will come from the government budget and donors' credits or grants through budgetary support. The World Bank has been instrumental in facilitating the budgetary support approach with other bilateral donors, such as the U.K. Department for International Development (DFID) and has worked with the government since 2000 to put in place a long-term approach premised on capacity development and investment, using a programmatic structure as opposed to a traditional "project."

As part of the FESP, the GEF grant of \$10 million will be used to sustain, under component 3, the achievements of the Biodiversity Conservation and Management project to enhance protection of

the existing protected area network (72,118 square kilometers) and assist in identification and demarcation of additional parks and reserves to achieve the objective of a protected area network that covers 30 percent (140,000 square kilometers) of the Cameroonian national territory.

Annual working programs will be prepared by MINEP and MINFOF, both at the central and decentralized levels. Activities previewed by these programs are then funded by the ministries' budgets, which are in turn increased through donor budgetary support. Each one of the five components has a list of milestones and triggers. All triggers are grouped into a matrix, which is used by the donors to assess the programs' performance. To guarantee optimal coordination among the Ministry of Finance, MINFOF, and MINEP, a Facilitation Committee has been established, which should supervise all activities related to the FESP.

FESP funds started to finance the programs' activities in July 2007. As of December 2007, MINEP had used about 90 percent of the assigned annual funds, whereas MINFOF had used only 30 percent. In view of the GEF-supported activities, most funds were allocated for purchase of equipment at the national and provincial levels and have resulted in limited field activities. Hence, although the potential of the FESP is very significant, it will require a longer period to show outcomes.

The protected areas supported under the FESP with assistance from the GEF represent 0.1 percent of the surface area of the planet. Any enhancement in protection status is thus likely to have positive impacts on global biodiversity, as well as on carbon sequestration.

The FESP includes an Indigenous Peoples Development Plan to ensure that the development process fully respects the dignity, human rights,

economies, and culture of indigenous peoples and broad community support of affected indigenous populations through free, prior, and informed consultations. The plan presents guidelines that will avert any potentially adverse effects on indigenous peoples' communities or, if avoidance does not prove feasible, minimize, mitigate, or compensate for such negative impacts. An additional goal of the plan is to ensure that indigenous peoples receive social and economic benefits that are culturally appropriate and inclusive in both gender and intergenerational terms.

As a national sector program, the FESP has a good chance of being sustainable, because all activities will be implemented through MINFOF and MINEP and therefore will result in enhanced ownership and capacity throughout the implementation process (although some procedural barriers now exist as delineated in chapter 6). According to the project document, the FESP is financially viable, because sustainable forestry will in the long run generate sufficient tax revenues to sustain the functioning of MINFOF and MINEP at a much higher level and enable them to guarantee effective management of the protected areas. This economic sustainability will require that close attention be paid to community issues, particularly if creation of new parks and reserves results in potential economic and/or physical displacements.

Results of Completed Regional and Global Projects

The **Regional Environmental and Information Management Project** was approved in 1997 with the World Bank as Implementing Agency to sensitize the population in six countries of the Congo Basin on biodiversity conservation and general environmental issues. The GEF contribution enabled the Association for Environment and Development Information (ADIE), a regional

intergovernmental organization, to produce a large number of documents and distribute them in the six countries. The outcome was a comprehensive database of relevant documents and information (containing around 18,000 items at project closure) to be managed by project-trained environmental information managers and library managers (107 people) from the national member organizations and associated NGOs.

Potential Results from Ongoing Regional and Global Projects

The regional **TRIDOM** project (approved in 2006) has used the integrated biodiversity conservation approach developed under the Biodiversity and Conservation Management project to enhance conservation in and around national parks in the Republic of Congo, Gabon, and Cameroon. Through UNDP, the project's Implementing Agency, the GEF has provided \$10.5 million to this large-scale multidonor project with a total budget of \$45.0 million. The project is at an early stage of implementation; however, its potential environmental benefits are significant, because it will use an integrated biodiversity conservation approach to enhance conservation on 160,000 square kilometers, including Odzala-Kokoua National Park in the Republic of Congo; Minkebe National Park, Mwangne National Park, and Ivindo National Park in Gabon; and Nki National Park, Boumba Bek, and Dja Biosphere Reserve in Cameroon. Any enhancement in protection status is likely to have a positive impact on global biodiversity.

The global **Improved Certification Schemes for Sustainable Tropical Forest Management** project has been under way since January 2005 by the Center for International Forestry Research and the Forest Stewardship Council with a budget of just below \$1 million for three countries, and uses the Community Forest of Bimbia-Bonadikombo as one of two pilot sites in Cameroon. Although

this community forest is large enough to generate visible incomes (total income \$25,000 in 2006 or \$5 per person per year), the local community currently lacks sufficient awareness of the income-generating potential of the community forest model. So far, the management team (based in Limbe) has yet to sensitize the communities sufficiently on their role and responsibilities, as well as rights to income generated. Some positive outcomes have been reported for this community forest, but more equitable sharing of benefits—which is needed to make it a sustainable and meaningful community forest—has not yet been realized.

Institutional Development and Capacity Enhancement

The **Biodiversity Conservation and Management project** was structured around a steering committee, chaired by the MINEF minister, and executed by a project management unit which disbursed funds to the international NGOs implementing the project at the site level. Regarding institutional development at the local level, the program was instrumental in promoting a multi-actor approach, enhancing the capacity of future conservators enlisted in the wildlife school in Garoua and governmental staff involved in project implementation (especially at the savannah site). Several enabling activities were set up to mainstream biodiversity conservation and the outcomes and experiences of this biodiversity project. The project also contributed to capacity building at the National Herbarium, notably increasing its ability to map, collect, and store specimens. It linked the herbarium to Kew Gardens in London, facilitating the exchange of information and personnel to assist with on-the-job training. Since the end of the project, the herbarium has had difficulty maintaining capacity because of a lack of funding.

The **CBD enabling activity** resulted in the publication of the first national CBD report in 1997

and the Biodiversity Strategy and Action Plan in 1999. These were the first consistent and comprehensive documents on the subject and are therefore fundamental to all future planning and implementation in the sector. They also helped in streamlining Cameroonian approaches in view of international standards and best practices, and enhanced the capacities of the government staff and international NGOs involved. As in the case of the **Support to the Implementation of the National Biosafety Framework** project, which established a national biosafety framework in line with international standards, the number of beneficiaries of the capacity enhancement of these output-oriented works was limited to around four people each in MINEF. As noted above, through ADIE, the **REIMP** sensitized the population in six countries of the Congo Basin to biodiversity conservation and general environmental issues.

The draft report of the 2007 **NCSA** concludes that \$140 million is needed to enable national actors to address national and global environmental priorities effectively; this underlines the seriousness of the capacity gap within the government.

Climate Change

The **National Adaptation Program of Action**, currently under development by the government, highlights that coastal and semiarid (Sahelian) zones are the most vulnerable to climate change. Major climate change impacts are expected in northern zones on agriculture and animal husbandry and, in coastal areas, on mangroves and industrial infrastructure. Projected sea level rise could exacerbate coastal erosion, induce changes in mangrove areas with disruption of the food chain, negatively affect the reproductive areas of many fish species, and cause floods. GEF support has been quite instrumental in the sector as, under the **UNFCCC project**, the GEF helped Cameroon carry out inventories on greenhouse gas emissions

and elaborate the Initial National Communication to the UNFCCC.

The GEF supported two climate change global research projects focused on **reducing slash-and-burn agriculture** (and forest loss) by promoting alternative agricultural practices and thus slowing land use changes that contribute to climate change. The two projects suggested detailed measures to strengthen implementation, management, and governance of alternatives to slash and burn and how communal ownership and management can solve the “tragedy of the commons.” To enable such changes, the projects recommended capacity enhancement and linking global environmental and local benefits through systems such as payment for environmental services. The key challenge now is implementation by the government and other stakeholders. The main results of the research have been included in the program of most centers and programs of the Consultative Group on International Agricultural Research.

International Waters

The Gulf of Guinea **Large Marine Ecosystem 1 and 2 Projects** supported the establishment of the Gulf of Guinea and Guinea Current Commissions, which aim to harmonize and coordinate coastal zone development and management through a strategic action program based on a comprehensive transboundary diagnostic analysis. The projects’ major achievement was the Accra Declaration (1998) and elaboration of several baseline assessments; the strategic action plan and implementation of pilot activities in nine demonstration plots have not yet commenced. The capacities of some 500 scientists have been enhanced during the planning process and the awareness of national decision makers has been raised. A detailed evaluation suggests that the pilot projects “have had little or no discernible impacts and that industrial activities along the Atlantic coast of

Cameroon are still a major threat to safety, health, and the environment” (Alemagi 2006). As the strategic plan is not yet available, even as an early draft, it is difficult to determine whether the goals of the projects (recover and sustain depleted fisheries, restore degraded habitats, and reduce land and ship-based pollution by establishing a regional management framework for sustainable use of living and nonliving resources) can be achieved and whether the sensitization and awareness raising were sufficient to ensure sustainable funding from the 16 member states. Results may become visible a few years after the strategic plan has been finalized and implementation, scheduled for 2009, begun.

The **Lake Chad Project** and the **Niger Basin Project** use a similar approach to assist, respectively, the Lake Chad Basin Commission and Niger Basin Authority in establishing strategic action plans based on transboundary diagnostic assessments while implementing pilot activities in demonstration sites. Both projects are being executed jointly by the World Bank and UNDP and are implemented by regional commissions. The Lake Chad Project asked the United Nations Office for Project Services (UNOPS) to invite NGOs to carry out field-oriented activities; the Niger Basin Project appointed for this function a microproject grant officer. In Lake Chad, the International Union for Conservation of Nature (IUCN) is the local executing agency; it elaborated draft management plans for two of the three subsystems (Lake Chad and Waza Logone Plain) and provided funds to local NGOs to implement microprojects. After weaknesses in microgrant management became apparent in September 2007, the contract of the microproject grant officer under the Niger Basin Project was terminated; as of this writing, a successor has yet to be appointed.

Ten of the microprojects of these two projects were visited (see table 5.1). They use reforestation

Table 5.1

Microprojects under the Lake Chad Basin and Niger River Basin Projects Visited by the Evaluation Team

Agency	Local NGO	Location	Project title	Cost (\$)
Lake Chad Project—Lake Chad Commission (executing agency), IUCN (subimplementor)				
UNDP	EnviroProtect	Bogo	Récupération des hardes et d'amélioration des sols à travers le reboisement et l'utilisation du composte	11,111
World Bank	EnviroProtect	Bogo	Récupération des hardes et d'amélioration des sols à travers le reboisement et l'utilisation du composte	11,111
UNDP	CFAID	Eiheng	Stabilisation des terres cultivables pour l'amélioration de la culture du sorgho de saison sèche dans le micro-bassin	9,937
UNDP	AIDR	Guirvidig	Prévention des maladies hydriques dans trois villages	11,111
World Bank	FEB	Guirvidig	Projet pilote de culture fourragère	6,667
World Bank	GIC CAPEG	Maga	Projet de culture de deux hectares d'oignon	4,871
Niger Basin Project—Niger Basin Authority (executing agency)				
UNDP	GIC CAPEG	Gounougou	Amélioration d'une pépinière fruitière et forestière	
UNDP	Horizon Info	Pitoa	Création d'une pépinière fruitière et forestière	
UNDP	Horizon Info	Pitoa	Construction des foyers améliorés portables et non portables	
UNDP	GTE Sahel	Lagdo	Réduction des effets du déboisement versant de la retenue d'eau artificielle	

and agroforestry to combat land degradation and enhance rural livelihoods (support to agricultural production, irrigation, and rural infrastructure). Although these microprojects were welcomed by the population, several lack a clear relationship to the protection of water resources and de facto international waters. For example, it is difficult to establish a link between reopening dried-up irrigation channels, which will potentially encourage less water to be returned to Lake Chad, and the objective of this project, which, according to the project document, is to ensure that “Lake Chad is sustainably protected by concerted, integrated management of the basin’s resources.” Such links are clear in reforestation and agroforestry microprojects at the local and global levels, but currently the results of these projects have yet to be realized. In Bogo, a large signboard was established, but the 1,210 tree seedlings planted by the villagers for EnviroProtect are not protected against the sun or animals or provided with water. Members of the local population indicated that they participated

in training on the use of compost, but that they will not use it as it does not make sense for their agricultural practices.

Based on these findings, the microprojects face many challenges to becoming sustainable or to reaching a point where they can be scaled up.

Land Degradation

Cameroon’s 1996 National Environmental Management Plan paid significant attention to land degradation, protection, and restoration, especially concerning agriculture and soil protection. In 1997, Cameroon ratified the U.N. Convention to Combat Desertification. Although desertification is defined by the UNCCD only in the context of arid, semiarid, and dry subhumid regions, in its UNCCD National Action Plan, Cameroon adopted a wider definition to include all ecosystems found in its national territory and the impacts that land degradation is having on them. In the context of the ongoing **Sustainable Agro-**

Pastoral and Land Management Promotion

project, a survey was carried out to identify 17 representative target communities in which 60 communal microprojects totaling \$2.4 million and 150 community microprojects totaling \$1.2 million could be implemented to enable communities to combat land degradation. Successful microprojects would then be replicated in other communities to achieve widely visible impacts.

Although the UNCCD National Action Plan, which is the immediate outcome of the UNCCD regional project, provided the larger framework, the Sustainable Agro-Pastoral and Land Management Promotion project should result in (1) identification and dissemination of best practices, (2) capacity enhancement for at least 100 community-based organizations, (3) more effective and efficient land tenure and land use conflict litigation commissions to solve agro-silvopastoral conflicts, and (4) biodiversity enhancement by increasing vegetative cover on at least 250 square kilometers. If the initiative proves successful, Cameroon will have an effective tool for combating land degradation and desertification in order to achieve national and international objectives.

Persistent Organic Pollutants

Cameroon ratified the Stockholm Convention on POPs in 2006. In preparing the National Implementation Plan for the convention, the GEF-supported **POPs enabling activity** carried out some initial inventories, which suggested that industry and agriculture are the main sources of pollution by POPs, while household and municipal waste play a minor role. Dioxins and furans are unintentionally produced by incinerators, chemical industries, wildfires, and putrefaction processes. Chemical products such as PCBs and hexachlorobenzene are found in industrial units, research laboratories, and municipal and industrial waste deposits. The project also identified a list of sites

likely to produce POPs and established the Cameroon Pesticide Action Network to allow for the exchange of information on POPs.

At present, effective management of POPs is a major challenge for the country. GEF support in establishing a national implementation plan could potentially have a significant influence and sensitize decision makers, government officials, industry, large-scale plantations, and civil society on POPs. When the inventories and plan are finalized, Cameroon will become eligible for funding under the GEF-supported Africa Stockpiles Program, which was established to eliminate all stockpiles of obsolete pesticides.

5.2 Catalytic Effects

The **Biodiversity Conservation and Management** project experience regarding external execution through international NGOs resulted after the project ended in a considerable shift by the government to become more involved in the biodiversity conservation and forestry sector. In this regard, with World Bank and bilateral donor influence, it laid the foundation for the FESP. There is now opportunity for the outcomes of the Biodiversity Conservation and Management project to be further scaled up and reinforced under the FESP all across Cameroon.

The two climate change–related research **projects on slash-and-burn agriculture** played a catalytic role in view of knowledge on forest margin benchmarks and played a significant role in transforming the way that decision makers think about the factors shaping land use at forest-agriculture interfaces in the humid tropics. They have resulted in the elaboration of a good number of projects and initiatives that use the instruments tested here to fight deforestation and to stabilize forest habitats. Although influential at the international level, they have not had much influence in Cameroon,

as research has documented that deforestation of tropical forest habitats in Central Africa is rather limited; therefore, the need to promote alternatives to traditional slash-and-burn agriculture is not a priority in Cameroon (Ickowitz 2006).

Two of the earlier **SGP projects on beekeeping and indigenous nontimber forest products** played a catalytic role in introducing apiculture and the cultivation of nontimber forest products in the Northwest Province. The beneficiaries indicated that GEF support allowed them to establish best practices that have since been reproduced without donor assistance in hundreds of communities. It also provided the ground for formal trade of these products, which are today sold under the label of the Northwest Bee Farmer Association and Heifer Project International all over the country. Heifer Project International has also taken the lessons from the project and disseminated them through its own international network.

5.3 Sustainability

Financial

Environmental projects addressing the issues of land degradation on arid lands should be able to generate economic benefits within 10 to 20 years; investments in tropical forest ecosystems might take 60 to 90 years before yielding economic benefits.⁴ Cameroon's national initiatives dealing with environmental issues, such as the FESP and the Sustainable Agro-Pastoral and Land Management Promotion project, are economically viable—all other things being equal—and their economic rate of return is expected to range from 13 to 18 percent, as detailed below.

World Bank analysis suggests that the FESP will help secure Cameroon's natural resource base, which would in turn generate a sustainable stream of annual fiscal revenues in excess of \$65 million

and incremental tax receipts of about \$12 million a year following improved recovery and a reduction in illegal logging. According to this projection, once completed, the FESP will increase government recurrent costs by around \$3 million a year, about \$2 million of which will be for managing existing and new protected areas. Assuming that FESP implementation gains momentum with increased government capacity and concerted efforts to improve the sustainability of the logging industry to ensure socioeconomic return in the long run, Cameroon will move toward enhanced financial sustainability of the protected area system. Furthermore, many untapped opportunities exist in the tourist sector, which is currently underdeveloped despite Cameroon's wealth of natural attractions. The contribution of the tourism sector toward financial and socioeconomic sustainability of biodiversity conservation is constrained by many factors including lack of tax incentives for investors, visa and customs issues that make it more difficult for tourists to visit, poor transport infrastructure, and lack of quality tourist accommodations.⁵

The Sustainable Agro-Pastoral and Land Management Promotion project does not lend itself to cost-benefit analysis for several reasons: (1) because investments will be demand driven (that is, their nature cannot be known beforehand); (2) eligible microprojects, while strengthening the agropastoral sector, would not be directly productive in nature; and (3) economic benefits of capacity building are difficult to quantify.

Because of the lengthy delay between the end of the Biodiversity Conservation and Management project and the start of the Forest and Environment Development Policy Grant supporting the FESP, some of the outcomes achieved under the completed projects are beginning to erode because of lack of funds from donors and the government. For example, the National Herbarium in

Limbe was—under the Biodiversity Conservation and Management project and with support from DFID—able to provide important knowledge-based services to the government, international NGOs, and the private sector on plant biodiversity; now, with only small amounts of funding from the government, the organization is quickly losing staff and infrastructure capacity to fulfill its role as a depository and service provider.

Regarding other challenges to financial sustainability, the evaluation noted that for three of the six sites assisted under the Biodiversity Conservation and Management project, the Cameroon Mountains Conservation Foundation was established to bridge the financial gap between the end of GEF and other financial support and implementation of the FESP. When the foundation closed in 2006 because of financial irregularities, the financial sustainability not only of sites supported under the GEF projects was seriously compromised, but also several other sites supported by—among others—DFID, the German Organization for Technical Cooperation (GTZ), and the Swiss NGO Helvetas lost their financial follow-up and sustainable exit strategy (CAMCOF 2007).

Several initiatives—including the SGP, the Niger Basin Project, and the Bamenda Highlands project—have experienced problems with financial management.⁶ These experiences reveal the need for improvement in monitoring and supervision on the part of the government, the GEF Agencies, and the relevant international NGOs. In the case of the SGP, positive steps have been taken to relaunch the program with enhanced financial controls and supervision to reduce the risk of corruption (see box 5.2).

Institutional

Because the Biodiversity Conservation and Management project was designed before the national

Box 5.2

GEF SGP Acts against Corruption

The SGP began operations in Cameroon in the mid-1990s. Although it developed several innovative and catalytic projects, its work was suspended in 1996 because of irregularities in project management procedures and mismanagement of funds. An audit commissioned by UNDP and UNOPS subsequently confirmed corruption involving the national coordinator. It also cited inadequate supervision (contributed to by a lack of geographic focusing of grants) and monitoring oversight of national coordinator staff as a factor in allowing misappropriation of funds to take place. The audit stated that “the laxity in the management of the project by UNOPS” and inadequate administrative and financial support and monitoring by UNDP had resulted in the mismanagement of funds, with, among other irregularities, the disbursement of funds to “ghost projects.” The audit results led to the decision to halt SGP operations in Cameroon.

At the request of the GEF National Committee, SGP operations were relaunched in Cameroon in 2006. The reinstated program appears to have learned from the previous experience, and, in its first year, provided funding mostly to projects in one geographic area to enable efficient and effective supervision and focus the potential on achievement of environmental and livelihood results. The current national coordinator and UNDP country office staff are maintaining high standards of control and supervision of grantees to ensure continued effective use of funding.

implementation framework was fully operational, international conservation NGOs were instrumental in taking the lead in implementing and supervising the detailed activities. Thus, the project did not significantly contribute to building national and local government capacity, particularly in MINEF (World Bank 2003a). The technical audit conducted by the World Bank in 2003 (p. 36) stated that

...capacity building of MINEF field conservation services has been weak. We must note that the financial means of the Biodiversity project strengthened most of the MINEF partners’

[international NGOs'] activities and served little to the true reinforcement of MINEF field capacities.

Based on field observations of the situation in many of the sites visited, institutional sustainability is precarious, as the field cadre of MINFOF and MINEP staff wait for FESP investment funds to arrive. For example, in northern savannah parks, five years after project closure, the control brigade established to fight illegal hunting is down to six staff members with no vehicle; each of the parks is down to 15 staff members with one car (none for Faro) and two bicycles. Although some additional funds (\$2.2 million) were provided by the French GEF (FFEM) to elaborate management plans for Bouba-Ndjida and Faro, local ministry staff members indicated that they are presently unable to implement these plans because of limited staffing and operational budgets (see box 5.3).

The overarching issues, however, relate primarily to insufficient government baseline funding to provide a foundation for institutional sustainability. The FESP intends to address this by improving the flow and sustainability of revenues from logging and other activities to maintain and augment institutional sustainability after the FESP ends.

Socioeconomic

Only modest achievements were made under the GEF projects completed to date to provide local incentives to support biodiversity conservation. Microprojects on community forestry, ecotourism, reforestation, snail farming, game ranching, sport hunting, agroforestry, and adapted agriculture were supported during project implementation periods. Their ex post sustainability proved challenging in the absence of follow-up donor or government support (see box 5.4). However, apiculture has been successful, generating an estimated \$0.1 million in income for the involved

Box 5.3

Mixed Outcomes in Working with Stakeholders

The evaluation revealed both successes and failures with regard to projects' attempts to build and sustain institutional capacities.

An example in the Biodiversity Conservation and Management project was in the savannah site where WWF worked closely with the ministry representative, supported the capacity enhancement of the ministry staff involved, and enabled one of them to become a key player in MINEP/MINFOF and one of the architects of the FESP. The management plan for the Benoue National Park was fully endorsed by the ministry as it was completely involved in the plan's elaboration, but here the problem of sustainability materialized at the level of the local game guards. They were trained and their salary provided by the project. When funding ended, they could not be maintained because operational funds provided to the provincial delegations are considered insufficient to pay for any additional game guard.

In contrast, at the Kilum-Ijim site supported under the Biodiversity Conservation and Management and Bamenda Highlands projects, MINEF local and provincial representatives were not sufficiently involved in the project's field activities and were therefore unwilling to take over day-to-day responsibilities when Birdlife International closed its Cameroon program down.

communities and directly depending on the protected areas supported by the GEF. This success has been a strong incentive in reducing the incidence of forest fires in Kilum-Ijim.

Community forestry has been promoted by both completed GEF projects and under the ongoing certification project, but success has been difficult to achieve. Five community forests are fully operational; of those, only two are generating income for communities. The experience of the Bamenda project highlights some of the key problems with community forests. The project attempted to develop 18 community forests; at the project's end in 2004, many had fulfilled the guidelines under

the Forestry and Wildlife Law and were recognized by MINFOF as community forests and allowed to extract certain resources. Field observations showed that, in 2007, only two community forests were still functioning and were only able to do so because Birdlife International staff helped obtain new funds to assist them. The main barriers to communities in developing and managing the forests relate to the complexity of community forestry laws and regulations and the concomitant lack of understanding of the law (which is also related to low educational levels and literacy in rural areas) and a lack of capacity to produce, implement, and monitor operations plans. Thus, the process of complying with the law and obtaining community forest status has been slow without external support. At present, it is difficult for

communities to obtain adequate socioeconomic benefits from their forests.⁷

Enhancement in incomes from apiculture is certainly an achievement, but it cannot provide alternative livelihoods or compensate communities for restrictions in access. The GEF is presently using the safeguard system of its Agencies to ensure compliance with international safeguard standards. Although the Biodiversity Conservation and Management project was implemented before the World Bank policy on involuntary resettlement provided specific measures for protected area creation and management, the policy will apply to the FESP, because its objective is to enhance the protected area network while ensuring that no one will face economic or physical displacement.

Box 5.4

Some Benefits, Some Negatives, at Lobéké National Park

A major assumption associated with the gazettment of Lobéké National Park was that creation of the park would not negatively affect local communities if a participatory approach was adopted. However, field verifications revealed gaps in the level of local participation and a mix of benefits and negative results.

Positive Results

- Wildlife fees and annual forestry fees generated through the Biodiversity and Conservation Management project have been used to improve local social services such as potable water, schools, and payments for teachers. However, there is still a lack of funding from donors, NGOs, and the government to meet local development needs.
- Some ecotourism has been generated, with current visitation by national and foreign tourists numbering around 300 persons. But ecotourism is currently constrained by lack of infrastructure, park facilities, and financial management.
- Local committees have been created to manage the annual forestry fees and hunting fees. While some local livelihood benefits have been achieved thereby, the committee schemes suffer from lack of transparency and poor governance by local officials, leaving room for improvement in efficiency of operations.

Negative Results

- There is a lack of information within communities regarding the functioning of the local committees and their use of funds.
- In the four villages visited, communities had little awareness of the park management plan or its implementation, suggesting that further efforts are needed to achieve a participatory approach to park management.
- Many of the local communities, particularly the indigenous Baka pygmies and Bangandos perceive the project—and the park—as negative because it restricts them from subsistence hunting, and alternative resource extraction opportunities are lacking (although there are ongoing initiatives to zone areas of the park where Baka can extract resources).
- Crop-raiding by park animals is currently a major threat to local livelihoods. Complaints made by communities were common, but no mechanism exists to mitigate crop-raiding.

It is a positive step that the FESP has adopted an Indigenous Peoples Development Plan, which looks to ensure the socioeconomic sustainability of indigenous peoples' communities and their livelihoods and to provide them with legal access to forests for subsistence needs, including hunting.

The policy agenda established with and supported by the GEF presents challenges regarding maintenance of the rights and livelihoods of local communities (Cernea and Schmidt-Soltau 2006). In the long run, this might result in increased conflicts between the population and protected area management, as already has been reported in East Africa (GEF EO 2006b), and undermine the environmental sustainability of the protected areas network.

Notes

1. WWF has reported that for 2007–08, there is a funding gap of approximately \$200,000, which will affect the implementation of the management plan and the development of the national park.
2. An update to these studies has shown that the area under forest has grown in the Oku area of the Bamenda Highlands (Jonathan Barnard, Birdlife International, personal communication).
3. See GEF EO (2006b). This study highlighted similar challenges and barriers to tourism development as a tool to incentivize conservation in many GEF projects.
4. This is based on assumptions for specific high-value tropical hardwoods and time of regeneration and so on.
5. These findings have been highlighted by donors such as GTZ.
6. This last project closed in early 2004, more than a year ahead of schedule. Two audits (Conseils and Auditeurs Associes 2002, UNDP 2002a) suggest financial irregularities, but this is disputed by Birdlife International, which managed and supervised the project from its headquarters in Cambridge, United Kingdom.
7. These observations are confirmed by several other studies, including Brown and Schreckenberg (2001) and Sharpe (1998); also see www.cedcameroun.org/actu/contenu_actu.php?id=30.

6. Relevance of GEF Support to Cameroon

This chapter reviews the relevance of GEF support in the context of both the country's and the GEF's goals and priorities and summarizes the findings in relation to the following key questions:

- Is GEF support in line with Cameroon's *Poverty Reduction Strategy Paper* and environmental priorities?
- Does GEF support have country ownership, and is it country driven?
- How relevant are the RAF indexes (global environmental benefits and performance) to Cameroon's priorities?
- Does GEF support help development needs and reduce gaps?
- Are GEF-supported projects in line with national environmental action plans?
- Is GEF support targeting actions that contribute to global environmental benefits?

6.1 Integration of the GEF into National Sustainable Development

Cameroon's global environmental resources and GEF portfolio primarily relate to biodiversity conservation; hence, when assessing the integration and relevance of GEF-funded projects, the emphasis is primarily on biodiversity and particularly on forest conservation and management. In the 1990s, Cameroon embarked on the elaboration of

new forest and environmental laws and was able to draw on experiences coming out of the United Nations Conference on Environment and Development in Rio de Janeiro. This resulted in the 1994 Forestry and Wildlife Law, which paved the way to community involvement in forestry management and commercial timber extraction, as well as conservation. At the time, the law was seen as a considerable step forward, both for Cameroon and within the region (Brown and Schreckenberg 2001). It was within the context of this law and other environmental policies (for example, the National Environmental Management Plan and the National Biodiversity Strategy and Action Plan) that GEF projects were developed, thus ensuring relevance to the national situation.

Forests have a profound significance in poverty reduction in Cameroon, as forestry accounts for 9 percent of the GDP and around 20 percent of export revenue. Directly employing more than 12,000 workers, the sector is the largest formal employer in rural areas. Given the concentration of poverty in forest zones and its role as the principal source of cash income for the rural poor, the impact of forest development on the poor is significant; this is implicitly recognized in the 1994 Forestry and Wildlife Law as well as the FESP. In addition to providing exchange for necessities that require cash payments, such as school fees, medicine, and clothing, forests are a source of food, shelter, domestic energy, and traditional

medicines, all of which are essential to the vast majority of Cameroon's poor. This has been confirmed by a joint World Bank–International Monetary Fund PRSP assessment, which singled out the forest sector as an engine of specifically pro-poor economic growth, as well as an important area of economic diversification in terms of providing a hedge against the vulnerability of national income to export price shocks in the petroleum and/or agricultural sector (IMF-IDB 2006). Given all this, the Biodiversity Conservation and Management, Bamenda Highlands, Forest and Environment Development Policy Grant, TRIDOM, and Improved Certification Schemes for Sustainable Tropical Forest Management projects are fully in line with and a valid contribution to the PRSP.

The other focus of the GEF portfolio—sustainable land and water resource management—is also congruent with the PRSP. The PRSP identifies poverty, food insecurity, poor market integration, and unsustainable use of natural resources as major challenges to rural sector growth and emphasizes the fact that changes in the ecosystem and declining soil fertility, among other factors, degrade the productive environment. Land degradation thus represents a fundamental challenge to reaching the overarching goals of Cameroon's PRSP—namely, to bolster economic growth in the rural sector, sustain rural livelihoods, and reduce the incidence and severity of poverty. This is clearly delineated in the DSDSR, which elaborates on four central points in achieving the objectives of the PRSP in rural areas:

- Modernize the agricultural production apparatus by addressing the issue of land tenure and ensuring access to water and resources
- Restructure the institutional framework
- Create a legal environment conducive to rural development by promoting access to information and markets

- Promote the sustainable management of natural resources by raising awareness about and support for mechanisms of coordination among all stakeholders, the value of resources and innovative management methods, adoption of land use plans, and conflict resolution frameworks

It is clear that GEF interventions in the Sustainable Agro-Pastoral and Land Management Promotion, Lake Chad, Niger Basin, and Gulf of Guinea 1 and 2 projects contribute to and are fully congruent with these national development objectives.

Because Cameroon is not a significant emitter of carbon dioxide (emissions of an estimated 43 million metric tons a year), climate change has not featured prominently in national government strategies such as the PRSP. The GEF has also not targeted Cameroon with funding for climate change mitigation interventions; Cameroon does not have an individual allocation under the Resource Allocation Framework for climate change. Cameroon is a participant in the World Bank non-GEF partnership to reduce global gas flaring from oil production operations, which has the potential of reducing greenhouse gas emissions. In other ways as well, climate change is beginning to gain greater prominence in government of Cameroon environmental priorities in relation to monitoring and research,¹ adaptation, and vulnerability as it relates to sustainable land management, agricultural development, and coastal development and in relation to forest management and carbon (credit) sequestration/storage (Molua and Lambi 2007).

The enabling activities are also contributing to two priorities of the PRSP, as they enable the sustainable management of natural resources and build capacity; these are cornerstones of Cameroon's social strategy as well.

6.2 GEF Funding and Ownership

The interviews conducted and documents reviewed of completed and ongoing projects clearly revealed that project concepts tend not to originate from in-country stakeholders. At a practical level, project proponents have tended to be the GEF Agencies and international NGOs; the government of Cameroon takes a more passive role in that it receives ideas and proposals for approval, albeit ones with which it agrees. Country ownership or drivenness is then built into the government stakeholders through the preparation process or during implementation. Many government interviewees stated that capability and an understanding of what is “GEF-able” and of the formats required for stakeholders to write their own proposals were lacking, and it was easy to ask the GEF Agencies or external international consultants to assist them in accessing GEF funding. However, both MINFOF and MINEP interviewees noted a beneficial change when comparing the earlier Biodiversity Conservation and Management project with the subsequent Forest and Environment Development Policy Grant project: the former was largely externally driven and executed; for the latter, the World Bank and other donors are being more proactive in encouraging the government to take a leading role. For example, one of this project’s initial activities is to sensitize MINFOF and MINEP officials on the content of their national program and assist them in developing skills to access funds and hence begin investments. Basic capacity development has focused on annual operations planning and results-based budgeting. These procedures and structures will enable government staff to gain confidence and build ownership of the program. Until this is achieved, effective ownership will remain more with the donors than with the government.

More recent and ongoing changes in GEF project proposal procedures and greater clarity in overall strategies and frameworks such as the RAF

also have the potential of improving government understanding and ownership.

The process of elaborating and implementing national laws, strategies, and action plans has drawn heavily on external experiences and technical support, which was mostly concentrated at the national level. Ownership has not yet reached all decentralized structures of government. For example, it was observed during site visits that, although progressive concepts such as specific user rights for indigenous peoples in national parks are well received by the international community, they are not always implemented in the field, as local staff members do not always have the requisite knowledge or capacity—or hold the same views. This situation has been exacerbated by the relatively short time frames of project approaches. The FESP is attempting to overcome this last with a 10-year time frame in order to allow ownership and capacity to be built sustainably.

Government ownership of the reform agenda is challenging, and indeed, most of the reforms have been linked to external donor conditionalities and have had difficulty in gaining the full commitment of those in charge of implementing the reform agenda at the national and local levels. One example is the NBSAP, prepared in 1999 with support from the GEF as an obligation resulting from Cameroon’s 1994 signing of the CBD. Most of the actions outlined in the NBSAP have proved difficult to implement, and the performance level predicted for 1999 had not yet been achieved by 2005, according to the country’s Third National Report to the CBD (MINEP 2005b). Low levels of ownership and leadership capacity have delayed the elaboration of implementing decrees needed to enforce general laws. To be effective, the 1996 environmental law was scheduled to address key issues in 20 implementing decrees, but many are unimplemented, creating opportunities for renewed action.

At the local level, efforts at community involvement and public participation indicate uneven ownership of the reform agenda. Following international best practice laws, strategies and action plans call for the involvement of all stakeholders and ask MIN-FOE, MINEP, and their partners to work closely with rural communities and indigenous peoples, but implementation depends largely on the individual inclination of park managers. None of the rural community forestry groups visited during the evaluation were able to explain the basic elements of national policy that they need to know to implement community forest concessions. This is mainly due to lack of awareness and capacity development as well as lack of assistance from MINFOF local officials in sensitizing and assisting communities in learning their rights and responsibilities.

Communities have tended to rely on external international NGOs (such as Birdlife International or WWF) or knowledgeable individuals to help them translate law into practice. Although this has led to some positive results, these have tended to erode once the NGO has withdrawn. For example, it was observed during visits to community forests formerly supported through the Biodiversity Conservation and Management and Bamenda Highlands projects that communities did not have sufficient knowledge, power, or capacity to maintain their community forests (such as writing and submitting annual operating plans or environmental impact assessments). These field findings are confirmed by independent research (Oyono 2004b, Ribot and Oyono 2006, Sharpe 1998).

6.3 RAF Relevance to Cameroon

Because the GEF does not have or use standardized indicators to measure global environmental benefits, the evaluation has used the implicit RAF criteria for biodiversity and climate change as potential environmental indicators.²

The RAF performance indexes are based on previous/historical portfolio performance; World Bank country environment policy and institutional assessment; and a broad government framework indicator, which takes into account aspects such as property rights, rule-based governance, transparency, and corruption. Because Cameroon is characterized by comprehensive environmental policy and laws, albeit with limited governance capacity in the environmental sector and within government as a whole; and because it is plagued by issues related to transparency, rent-seeking behavior, and corruption, the RAF performance indicators are able to capture both the positives and challenges of performance in Cameroon.

Biodiversity

The RAF indexes for biodiversity are developed from several separate but related data sets, such as countries' terrestrial ecoregion components and complexity—including subsets for represented species, threatened species, represented ecoregion, and threatened ecoregion—and marine biodiversity equal to the sum of credits from all marine species in the territorial waters. These were then used to assess each country's ability to produce global environmental benefits.

The results of the analysis reveal that GEF-supported projects have largely focused on the most significant biodiversity in Cameroon in forest and mountain area ecoregions, particularly in relation to the Guinea forest biodiversity hotspot. GEF support has targeted conservation at the species and subspecies levels, including many of the country's areas containing endemic and threatened species (Mount Kouké, Mount Cameroon, and Campo-Ma'an, among others). In coastal and marine areas, GEF support has not been as strong, although this will change in the near future with the implementation of the coastal mangroves project now under preparation.

Projects have often concentrated on larger priority tropical forest areas in urgent need of conservation action representing the most critical biodiversity resource, which is responsible for Cameroon's high RAF rating on the Global Benefits Index for Biodiversity. Important ecosystems and the biodiversity of the northern savannah (Sahelian eco-region) have received less emphasis;³ however, the RAF indexes and data sets overall reflect Cameroon's major biodiversity resources and potential to generate benefits well.

Climate Change

The GEF Benefits Index for Climate Change provides a relative ranking of countries in meeting the GEF's RAF climate change objectives. The index is derived from the following indicators:

- Greenhouse gas emissions in 2000 from fossil fuels, cement production, and other sources (emissions from changes in land use are not considered)
- Carbon intensity adjustment factor⁴

Given that Cameroon is a lower emitter of carbon dioxide, the RAF index reflects this and the country's lack of allocation for mitigation activities is justified. The index does not presently take into account important aspects such as vulnerability and adaptation to climate change (these are outside the RAF) or potential to store/sequester CO₂ through forest resources, which would lead to a potential increase in the RAF allocation for Cameroon.

RAF Implementation in Cameroon

The RAF was received by national stakeholders as a positive step toward enhanced ownership and participation in the identification, elaboration, and implementation of projects that reflect national and global priorities.

In mid-2006, the GEF Secretariat invited all countries with individual RAF allocations to hold

consultations to establish their priorities for project funding. The Cameroon operational focal point engaged with other in-country government stakeholders, the GEF Agencies, civil society, and the private sector in 2006 to produce a list of indicative project concepts for biodiversity in accordance with Cameroon's national priorities and the applicable RAF allocation. These concepts were submitted to the GEF Secretariat by the government a month before the scheduled October 2006 discussion on the GEF country portfolio. This discussion between the Cameroon GEF National Committee and the GEF Secretariat was held via teleconference and, during it, the committee was told that many of its project concepts were ineligible for GEF funding. Furthermore, the government was informed that it should submit "large" (full-size) projects for approval on mangroves and sustainable forestry, thus apparently ruling out the development of MSPs in the immediate future and reducing opportunities for assistance in the development of national NGO capacities and community participation in GEF activities.

Members of the GEF National Committee reported to the evaluation team their disappointment with what they held to be a one-sided approach on the Secretariat's part, with little or no explanations or technical assistance offered. Members stated that the process was not transparent and did little to enhance country ownership or participation or relevance to country priorities. Interviewees emphasized that a face-to-face meeting would have been more conducive than the teleconference approach taken.

The experience of the RAF negotiations has tended to confirm the common perception held by members of the GEF National Committee that project concepts are externally driven. The GEF Secretariat was asked by the evaluation team to provide minutes of the teleconference, but it was unable

to produce a record of the discussion beyond the exchange of letters after the event. This lack of documentation does not foster transparency or effective knowledge management of what are important discussions with country recipients.⁵

6.4 GEF Support for Environmental Action Plans

As stated before, most environmental action plans in Cameroon have been elaborated in

the context of, or with direct support from, GEF-supported projects. Consequently, a strong link exists between GEF-supported projects and national environmental action plans, and all projects are linked to at least one action plan. Table 6.1 presents the results of the relevance analysis and shows that all GEF projects have been congruent with and/or have contributed to the development of new policy.

Table 6.1

Relevance of GEF-Supported Projects to Cameroon Action Plans, Strategies, and Programs

Project	National environmental action plan							National strategy/program			
	TFAP	NEMP	NFAP	NBSAP	INC-FCC	NEAPPR	NAPCD	PRSP	DSDSR	PNDP	FESP
	1991	1995	1996	1999	2001	2006	2006	2003	2004	2004	2005
REIMP											
Biodiversity											
CBD											
Adaptation 1											
UNFCCC											
Slash & Burn 2											
Slash & Burn 1											
LME 1											
Lake Chad											
Bamenda											
Forest & Env.											
Niger											
TRIDOM											
LME 2											
Biosafety 1											
Certification											
NCSA											
Tourism											
POPs											
Sust. Land Mgmt											

Note: TFAP = Tropical Forest Action Plan; NEMP = National Environmental Management Plan; NFAP = National Forest Action Plan; INC-FCC = Initial National Communication to the UNFCCC; NEAPPR = National Energy Action Plan for Poverty Reduction; NAPCD = National Action Plan to Combat Desertification; LME = Large Marine Ecosystem.

 Project is linked to action plan, strategy, and so on.

 Project is delivering impacts to action plan, strategy, and so on.

6.5 Relevance of GEF Support for Global Environmental Benefits

A review of all national and sampled regional GEF-funded projects showed that they were designed and approved on the basis of their relevance to international and/or regional environmental treaties. Table 6.2 presents an overview of the relevance assessment for all projects.

In terms of relevance to the GEF mandate and operational principles, all projects were fully

congruent with a focus on global environmental issues, although inconsistencies existed regarding some of the international waters microprojects. Some weaknesses were observed regarding adherence to GEF operational principles, particularly vis-à-vis country ownership/drivenness, stakeholder involvement, monitoring, and catalytic role.

Regarding generation of global environmental benefits, the two completed projects (Biodiversity Conservation and Management and Bamenda Highlands) tried to achieve a balance between

Table 6.2

Relevance of GEF-Supported Projects to International Environmental Conventions and Treaties

Convention/treaty	REIMP	Biodiversity	CBD	Adaptation	UNFCCC	Slash&Burn1&2	LME 1&2	Lake Chad	Forest & Env.	Niger	TRIDOM	Stockpiles	Biosafety	Certification	NCSA	POPs	Sust. Land Mgmt
Chad Basin Treaty																	
Conservation of African Nature and Natural Resources																	
Africa Conservation of Nature and Natural Resources																	
The African Timber Organization																	
Joint Mgmt of Flora in the Lake Chad Basin																	
International Trade in Endangered Species																	
Convention Niger River Basin																	
Abidjan Convention																	
World Heritage Convention																	
Conservation of Migratory Species of Wild Animals																	
International Agreement on Tropical Timber																	
Central African Cooperation on Wildlife Conservation																	
U.N. Convention on the Law of the Sea																	
Montreal Protocol																	
Vienna Convention on Ozone																	
Bamako Convention																	
UNFCCC																	
CBD																	

 Project is linked to action plan, strategy, and so on

 Project is delivering impacts to action plan, strategy, and so on.

centralized management systems (protected areas, law enforcement, and so on) and community-based, locally managed microprojects (community forests, ecotourism, reforestation, and so on). However, it has been a challenge to deliver this approach in practice, and opportunities exist for improvement.

The protected area system expansion can be largely attributed to the Biodiversity Conservation and Management project, and it has now more than doubled in size as compared to the start-up of GEF assistance in 1992 with the creation of several new national parks, thus contributing to conservation of globally important biodiversity. The projects supported in the international waters focal area have high national, regional, and global relevance, but have not yet resulted in significant activities on the ground. Microprojects under these initiatives, especially the construction of wells and rehabilitation of irrigation schemes, potentially offer some local livelihood benefits, but their linkage to global environmental benefits in terms of creating a system of sustainable incentives to enhance community water and land management is presently less clear. The Sustainable Agro-Pastoral and Land Management Promotion project, funded to combat land degradation, has not begun to disburse funds at a local level, but the link to the World Bank and the national multidonor sector program PNDP has significant potential for delivering relevant results that demonstrate sustainable linkages between the environment and development and thus contribute to UNCCD goals.

GEF funding has also contributed to increased public awareness about environmental concerns (biodiversity, climate change, international waters, land use management, waste management, and organic pollutants) and to building national capacity (at the individual, institutional, and system levels) to address environmental issues at various levels from central government to local communities. Furthermore, with the relaunching of the SGP,

there is an improved opportunity to directly target local communities and national environmental civil society organizations to address biodiversity conservation and sustainable land management and thus enhance stakeholder involvement in GEF issues.

GEF-funded projects enabled the development of comprehensive frameworks (policies and legislation) and strategic actions (PRSP, DSDSR, FESP, PNDP, and national reports to the global conventions), which constitute the current enabling environment for the management of natural resources. The projects also assisted in their implementation. Although this has ensured that Cameroon responds to the international conventions and provides the foundation for securing global environmental benefits, implementation and sustainability challenges remain, particularly regarding socioeconomic issues and developmental incentives to environmental protection.

Notes

1. The Cameroon government recently stated its intent to establish a climate change research and monitoring station for West and Central Africa. If successful, this effort will be a very positive step toward monitoring the impact of climate change on tropical forests.
2. See www.thegef.org/interior_right.aspx?id=82.
3. For example, the last remaining population of western black rhino in that area is now thought to be extinct.
4. Carbon intensity is the amount of carbon equivalent emitted per unit of economic activity (kilograms carbon/\$1 GDP); the adjustment factor is the ratio of carbon intensity in 1990 to carbon intensity in 2000. The adjustment factor is multiplied by the level of the above emissions. This seeks to reward countries that have reduced carbon intensity levels through energy efficiency or increased use of renewable energy sources.
5. Source: Email exchanges and meetings with GEF Secretariat staff, September 17–18, 2007.

7. Efficiency of GEF-Supported Activities in Cameroon

This chapter reviews the efficiency of GEF-supported activities and addresses the following questions:

- How much time, effort, and financial resources does it take to develop and implement projects by type (modality) of GEF support?
- What are the roles, types of engagement, and coordination among different stakeholders in project implementation?
- How successful is the dissemination of GEF project lessons and results?
- What are the synergies in GEF project programming and implementation among the different stakeholders?
- To what extent have GEF operations changed with the introduction of the Resource Allocation Framework?

An important issue in trying to answer these questions is the absence of detailed project information. In general, the GEF does not systematically compile and conduct quality control of project data (for example, project cycle dates, implementation status, and financing). Uncertainties about where projects are within the project cycle are common. For example, the enabling activity Preparation of National Biodiversity Strategy, Action Plan, and First National Report to the CBD was approved in 1996, but is indicated in the GEF system as still

ongoing, even though interviews confirmed it was completed in 1998.

7.1 Time and Effort Needed to Develop and Implement a Project

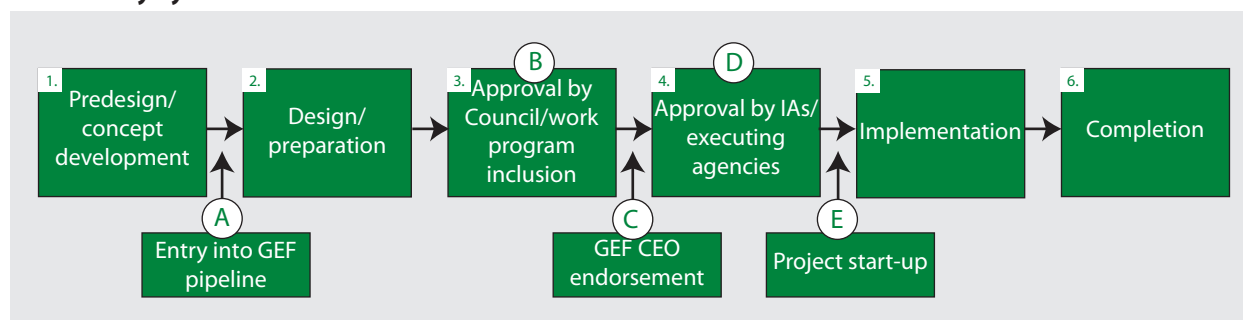
The recently completed evaluation of the GEF Activity Cycle (GEF EO 2007b) presented the first comprehensive analysis of how projects are prepared, approved, and implemented and is, therefore, used as the main reference for this section.

The GEF Activity Cycle has six steps: concept development, preparation, approval by the GEF Secretariat and Council, approval by the Implementing Agencies, implementation, and completion (figure 7.1); the cycle differs slightly depending on the modality used (FSP, MSP, enabling activity, SGP). In addition, the cycle differs for global and regional projects as opposed to national projects, as the detailed design at the country level is undertaken after appraisal and therefore requires an additional planning process after approval. Moreover, all GEF Agencies have their own project cycles, which overlap and sometimes conflict with that used by the GEF.

The majority of government employees interviewed stated that they found the project cycle confusing and inefficient. They saw it as a “black box,” which required specialist and often international consultant knowledge to access. Those

Figure 7.1

GEF Activity Cycle



executing GEF-supported projects in the field have emphasized the urgent need for harmonization to avoid submitting documents using different formats and templates to satisfy the various needs of the GEF Secretariat, the government, and the GEF Agencies. In the case of the Niger Basin and Lake Chad projects, four separate versions of documents were sometimes needed, because the projects are jointly executed by the World Bank and UNDP. Because these variant documents all have slightly different contents and uses, project supervision, monitoring, and evaluation become even more difficult, as it is unclear which write-up is the “real” one.

The processing of SGP projects is different from that of other GEF projects. The SGP National Steering Committee makes decisions on project proposals. The national coordinator screens

proposals for relevance, and a technical review committee conducts a full appraisal of relevant submissions; this in turn is used by the National Steering Committee for its appraisal. Once an SGP microproject is approved, the national SGP coordinator located in the UNDP country office is authorized by UNOPS to sign a memorandum of understanding and begin disbursement.

Cameroon’s SGP has only recently started up, and analyses of its projects have not been included in this evaluation of efficiency.

Time Needed to Prepare GEF Projects

Table 7.1 shows that there is considerable variation in the time it takes for a proposed FSP to move from one phase to another. On average, it takes about 3.6 years (1,320 days) for a project to move from program entry to start-up (steps A to E in figure 7.1).

Table 7.1

Duration of Activity Cycle in GEF-Supported FSPs in Cameroon

Days

Project	A→B	B→C	C→D	D→E	B→E	A→E
Biodiversity Conservation and Management	70	762	0	0	1,032	1,102
Sustainable Agro-Pastoral and Land Management Promotion	237	167	41	—	—	—
Forest and Environment Development Policy	0	889	595	0	1,537	1,537
Average	102	606	212	0	1,285	1,320
Average (in years)	0.3	1.7	0.6	0.0	3.5	3.6

Notes: — = unavailable or unreliable data. See figure 7.1 for stages of GEF Activity Cycle (A–E).

To place Cameroon in the context of other countries for which portfolio evaluations have been conducted, this is about 50 percent higher than the results for both Costa Rica and the Philippines (GEF EO 2007a, 2008).

The relatively long processing times in Cameroon relate to several project-specific factors:

- The Biodiversity Conservation and Management project required a number of studies to be completed during preparation; it was also the first GEF operation in Cameroon (and one of the first there for the World Bank). Thus, although the preparation time was long, these delays were largely unavoidable.
- The Forest and Environment Development Policy Grant implemented by the World Bank in support of Cameroon's FESP is in part a follow-up to the above-mentioned project, and its preparation has taken more than four years. This long lead time is mainly because the World Bank has been engaged in a prolonged policy dialogue with the government of Cameroon on environment and forestry issues. Furthermore, the project's budget support-based, as opposed to project support-based, approach and need for comprehensive donor harmonization has taken a significant amount of time.
- The Sustainable Agro-Pastoral and Land Management Promotion project was developed to be blended with existing PNDP operations; hence, its preparation has taken much less time than either of the biodiversity projects.
- Preparation of the national MSP took only 148 days, or almost 5 months. This speed was partially attributable to the project's building on existing international NGO interventions. Also, the executing agency, Birdlife International, has a long history of operations in the Bamenda Highlands, the site of the MSP.

The preparation times of enabling activities have generally been short, as they do not require GEF Council approval. The average processing time has been 131 days, or a little over 4 months (see table 7.2).

For regional projects, preparation times averaged more than three years (see table 7.3). This long lead time is generally due to project complexity, which in turn is based on the involvement of a larger number of stakeholders, thus requiring more time to obtain input and gain agreement. In this regard, several government interviewees involved in the preparation of biodiversity and international waters projects asserted that the complexity of communication and logistical problems often held up processes such as focal point endorsement.

GEF Agency processing times for national and regional projects vary by the size and complexity of the projects with which they are involved in the region/country. Thus, UNEP, which only implements enabling activities in Cameroon,

Table 7.2

Duration of Activity Cycle in GEF-Supported Enabling Activities in Cameroon

Project	B→E (days)
Country Case Studies on Climate Change Impacts and Adaptations Assessment – Phase 1	408
Preparation of National Biodiversity Strategy, Action Plan and First National Report to CBD	—
Enabling Activity for the Preparation of Initial Communication Related to the UNFCCC	44
Clearing-House Mechanism	17
National Capacity Self-Assessment for Global Environmental Management	116
Enabling Activities for POPs Convention: National Implementation Plan for Cameroon	205
Average for all enabling activities	131 (0.4 year)

Notes: — = unavailable or unreliable data. For enabling activities, CEO approval was used as a proxy for step B (Council approval); there is no step A or C.

Table 7.3**Duration of Activity Cycle in GEF-Supported Regional and Global Projects in Cameroon***Days*

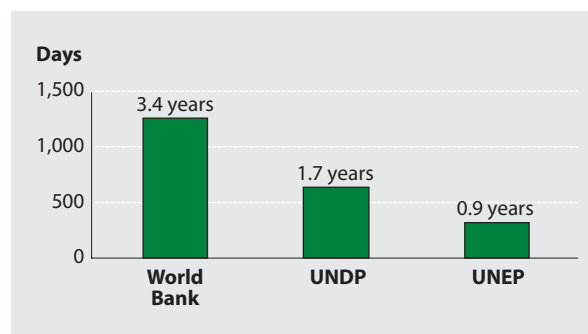
Project	A→B	B→C	C→D	D→E	B→E
Regional Environment and Information Management Project	—	186	1,871	0	2,181
Reversal of Land and Water Degradation Trends in the Lake Chad Basin Ecosystem	13	1,065	6	0	1,081
Reversing Land and Water Degradation Trends in the Niger River Basin	1,445	346	24	0	447
Water Pollution Control and Biodiversity Conservation in the Gulf of Guinea Large Marine Ecosystem	—	—	—	0	879
Combating Living Resource Depletion and Coastal Area Degradation in the Guinea Current Large Marine Ecosystem through Ecosystem-Based Regional Actions	1,319	271	58	0	260
Alternatives to Slash and Burn	—	—	—	0	653
Global Alternatives to Slash-and-Burn Agriculture, Phase II	—	34	363	0	397
Conservation of Transboundary Biodiversity in the Minkebe-Odzala-Dja Iterzone in Gabon, Congo, and Cameroon	0	889	595	0	1,537
Improved Certification Schemes for Sustainable Tropical Forest Management	n.a.	n.a.	3,754	0	3,764
Reduction of Land-Sourced Impacts Resulting from Coastal Tourism	1,142	366	96	0	462
Climate Change Impacts and Adaptations Assessment, Phase I	n.a.	n.a.	408	0	408
Total	3,919	3,157	7,175	0	12,069
Average	784	451	797	0	1,097
Average (in years)	2.2	1.2	2.2	0	3.0

Notes: — = unavailable or unreliable data; n.a. = not applicable. See figure 7.1 for stages of GEF Activity Cycle (A–E).

has the most efficient processing time; followed by UNDP, which has regional FSPs only, and the World Bank. As already stated, the World Bank's longer project preparation is mainly due to the long lead time required for the Biodiversity Conservation and Management project and the FESP, which have necessitated significant engagement with government (see figure 7.2).

The evaluation was not able to quantify the effects of the RAF on project preparation time, because all but one of the project concepts currently under development had not been submitted to the GEF Secretariat as of September 2007 (and hence remained pre-pipeline). However, several government and GEF Agency staff members interviewed expressed views indicating that project cycle requirements continued to be complex and subject to significant changes in format, particularly

with regard to forms and review criteria required by the GEF Secretariat; these have the potential to delay project preparation under the RAF. The GEF Secretariat has imposed a maximum project preparation period of 22 months from concept

Figure 7.2**Average Duration of Activity Cycle for Cameroon Projects by GEF Agency**

Note: Duration is time between project approval and project start-up.

submission to beginning of implementation; based on feedback received during the evaluation, this time frame might be difficult to meet in practice.

Actual Project Completion Dates

The average planned length of implementation for the Cameroon FSPs (national and regional) was 3.8 years (see table 7.4); however, the actual average length of implementation was approximately 5.2 years. For MSPs, planned implementation was 3.0 years, and actual implementation was approximately 3.5 years. These differences arose primarily from changing project context. For example, the Biodiversity Conservation and Management project overestimated the government's ability to implement the project, which resulted in poor disbursement and eventual restructuring of the project—and thus to delayed implementation.

Cost to Prepare a GEF Project

Under the former project Activity Cycle, the GEF provided funding for project preparation in the form of project development facility grants to the GEF Agencies. Stakeholders considered these

funds—up to \$25,000 for concept papers, enabling activities, and most MSPs (block A grants); up to \$350,000 for full proposals for FSPs (block B grants); and up to \$1 million for exceptionally complex operations (block C grants)—insufficient. For example, in the case of the Sustainable Agro-Pastoral and Land Management Promotion project, the project team indicated that preparation took two years and required 25 percent of the time of two World Bank staff members, 100 percent of the time of a national PNDP staff member (focal point), and around 15 percent of the workload of eight local staff members. Additionally, the 10 people on the PNDP technical committee each invested five days a year to the project. According to the World Bank, the time required to prepare a proposal for a GEF FSP takes as much time as does any other World Bank project, but the Bank provides up to \$2 million in the preparation of smaller projects compared to the GEF's \$350,000. To compensate for this shortcoming and to reduce costs, proposals have often been elaborated by World Bank staff members themselves, but this raises trade-offs in terms of baseline data,

Table 7.4

Planned and Actual Durations of National and Regional Projects in Cameroon

Project	Target completion date	Actual completion date	Planned duration (years)	Difference (days)
FSPs				
Regional Environment and Information Management Project	6/30/2003	6/30/2003	5	0.00
Alternatives to Slash and Burn I	12/1/1995	12/31/1997	2	761
Slash-and-Burn Agriculture, Phase II	6/1/1996	12/31/1997	3	578
Water Pollution Control and Biodiversity Conservation in the Gulf of Guinea Large Marine Ecosystem	10/30/1998	3/1/1998	5	-243
Biodiversity Conservation and Management	12/31/1999	3/31/2003	4	1,186
Average difference				456
MSPs				
Community-Based Conservation in the Bamenda Highlands	5/31/2004	12/31/2004	3	214

stakeholder involvement, and country ownership and participation.

Lack of demand and insufficient funds for project preparation have resulted in only two MSPs having been prepared in Cameroon to date. In the case of the Bamenda Highlands project, this was only possible because the proposal was elaborated by the international NGO drawing on internal resources.

Most enabling activities are implemented within the framework of global/regional umbrella projects, which were approved by the GEF Council to enable GEF Agencies to appraise specific country activities. In turn, national actors are able to copy and use most of a country proposal from the framework project. This has made project preparation relatively straightforward, but has resulted in generic proposals that face challenges regarding baseline data and/or targeted implementation planning.

In sum, government and GEF Agency stakeholders criticized the project preparation process. At present, improvements under the newly implemented project cycle have yet to be seen by stakeholders in Cameroon.

Cost to Implement a GEF Project

In addition to project costs, which usually include a management fee to the national implementer averaging about 10 percent, the GEF provides its Implementing Agencies with funds for supervision; since 2006, this allocation has been 10 percent of project costs; previously, it was 9 percent. The Biodiversity and Conservation Management project used a four-level approach to implement activities: the GEF disbursed to its Implementing Agency (the World Bank), which provided funds against justification to the project's executive secretariat, which in turn disbursed against action plans and progress reports to the implementing

international NGOs (WWF and others). Much more complex is the funding scenario used in the Niger Basin and Lake Chad projects (see figure 7.3), which uses seven levels of funds disbursement. This complexity produces significant management costs (see table 7.5) and a long paper trail, as reporting at each level occupies significant staff time.

Figure 7.3

Flow of Funds for Implementation of Microprojects under the Lake Chad Project

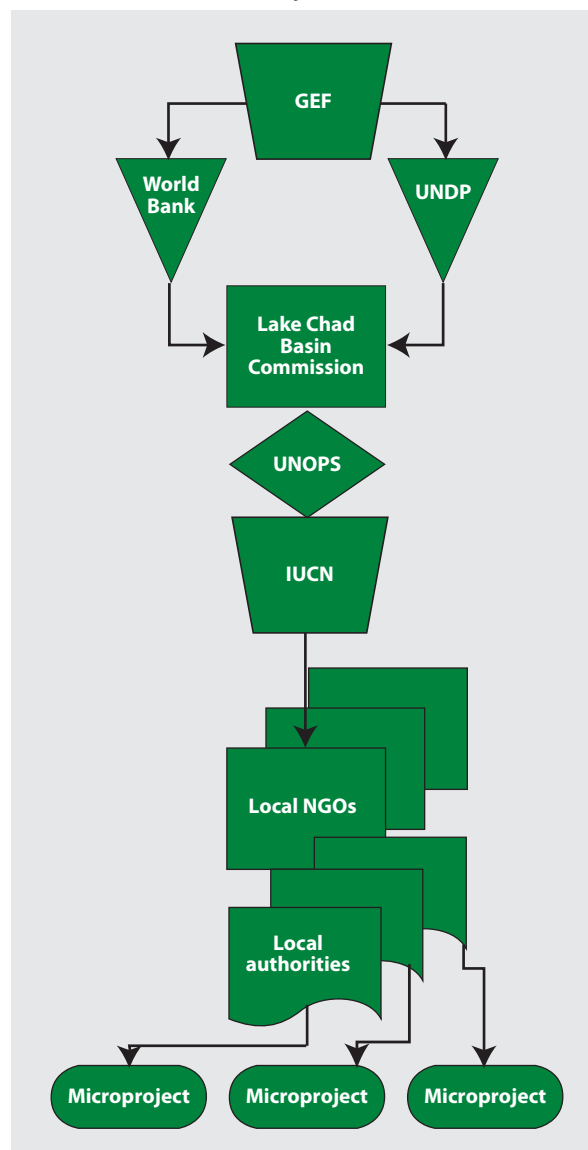


Table 7.5**Management Costs for the Lake Chad Project:
Simplified Matrix**

Level	Fee (%)	Investment budget (\$)	
GEF Secretariat		1,000,000	20,880
GEF Agency (World Bank–UNDP)	10		
Executing agency (Lake Chad Basin Committee)	20		
UNOPS	10		
Service provider (IUCN)	10		
Local NGO	10		
Village and local administration	20		
Disbursement budget (\$)	47.89	478,872	10,000

It has been noted that this rather complex management and supervision system does not protect projects from management irregularities and/or expensive activities. For example, in the microprojects implemented by EnviroProtect in Bogu under the Lake Chad project, the project cost, according to documents provided by IUCN, is \$22,000. The main outcome in view of reforestation is the planting of 1,210 seedlings with a total market value of approximately \$400 (\$0.20 to \$0.30 each). However, the costs for the planting even when transportation and watering are factored in (estimated to be \$200) indicates cost-inefficiency.

The funding model used by the FESP in conjunction with the Forest and Environment Development Policy Grant project seems more streamlined and efficient than the above-outlined procedures, because disbursement is made directly through a budgetary support mechanism. According to the project documents, the GEF disburses funds to the World Bank, which transfers them in installments directly to the government, to enable MIN-FOF and MINEP to carry out specific activities in protected area management (project component 3) within the overall FESP framework. This is

potentially a good mechanism to enhance country ownership and responsibilities, but it is too early to assess the actual efficiency or effectiveness of this model beyond noting that, in design, it is more streamlined than a traditional project approach.

Turning to enabling activities, the NCSA project spent 20 to 25 percent of its funds for project administration. It is questionable whether the elaboration of the NCSA report required the full attention of three people (a coordinator, secretary, and accountant) for 30 months, as the technical work was conducted by consultants. A provisional report has been submitted to UNEP which will undergo validation.

In sum, the efficiency of GEF-supported projects leaves room for improvement in terms of time and use of resources. The Cameroon portfolio of projects would benefit from regular auditing to ensure that an appropriate balance is struck between results and expenditures.

7.2 Stakeholder Roles and Responsibilities in Project Implementation

Who Implements and Executes Projects?

About 60 percent of the funding for national and regional/global projects, and 30 percent of the projects, have been channeled through the World Bank. UNDP was or is involved in the implementation of 35 percent of the funds and 39 percent of the projects. Interestingly, UNEP, which does not have an office in Cameroon, is the most active Implementing Agency in view of the number of projects it handles; this is because of its lead role in the implementation of enabling activities. No other GEF Agencies are involved in project implementation in Cameroon except for the Food and Agriculture Organization of the United Nations, which is engaged in two regional projects with

total GEF funding of \$2.1 million.¹ The World Bank and UNDP maintain a presence in Cameroon and have staff in their resident missions to manage, among other responsibilities, their GEF-funded projects.

The official executing agencies are either government entities related to the environment (MINEF was involved in seven projects; its successor ministries, MINEP and MINFOF, have been involved in seven and three projects, respectively, since 2004), other ministries (one project for the Ministry of Planning and one for the Ministry of Tourism), or intergovernmental bodies (the Lake Chad Commission, Niger Basin Authority, and ADIE have each been involved with one project). In the field, projects are executed by international NGOs (collectively, these are responsible for nearly half of the projects: WWF executes four, Birdlife International two, and IUCN and the Wildlife Conservation Society one each), international intergovernmental agencies (both UNEP and UNDP execute two projects), or international research institutes (the Center for International Forestry Research and the World Agroforestry Centre execute one and two projects, respectively). Other ministries, including the Ministry of Higher Education and the Ministry of Science and Research, are absent from implementation arrangements, and thus opportunities have been missed to efficiently capitalize on their expertise in areas such as knowledge management, setting research agendas, and raising public awareness through education.

MINFOF and MINEP are becoming increasingly involved in the execution of national projects, although this approach has not yet been taken in the regional projects. For instance, the regional TRIDOM project uses ECOFAC, a program of the European Union aimed at sustainable conservation and use of forest ecosystems in Central Africa, to implement the project at the site level. While this

might be appropriate in Gabon where qualified human resources within the National Park Service are limited, this decision seems to undermine the augmentation of government capacities.

Despite the existence of some GEF “signposts” around the country—especially in the north—to indicate the involvement of GEF in projects (particularly microprojects), GEF funding is not always well publicized. Quite often, implementing and executing agencies and subcontractors do not inform the public regarding who has financed the projects. At some project sites (for example, Mount Koupe, Kilum-Ijim, and Campo-Ma’an), the population and most stakeholders had never heard of the GEF and believe that the projects were funded by WWF, Birdlife International, or the World Bank. Furthermore, on its various project Web sites, UNDP does not indicate that funding for these projects was provided by the GEF. The GEF is thus largely a “silent partner” in the majority of its projects in Cameroon, with virtually no profile outside of a relatively small number of government officials and World Bank and UNDP staff. GEF visibility may improve at the local level as the SGP matures over the next 5 to 10 years.

Are Stakeholders’ Roles and Responsibilities Clear?

Roles and responsibilities for national projects are clearly set forth in the memoranda of understanding signed between the GEF and the executing agencies and those between an executing agency and its relevant partners at the site level; a similar level of clarity does not seem to exist for regional projects. Also, it must be noted that a significant capacity gap exists between MINFOF and MINEP, on the one hand, and the GEF Agencies and international NGOs assisting in implementation at the site level, on the other; this sometimes undermines officially assigned roles and responsibilities. For example, interviewees from MINFOF and

MINEP at the provincial and local levels indicated that they depend on the operational and financial support of international NGOs and that becoming actively involved in the implementation and supervision of GEF projects is challenging.

A similar situation exists regarding the relation between the GEF Agencies and the government. As the salaries of international organizations are significantly above official salaries in the government, highly qualified and motivated staff have left the government to serve in international organizations and the private sector. This “brain drain,” together with high fluctuation and regular transfers of staff, has resulted in a situation where the GEF Agencies take the lead in planning, elaborating, and seeking financial support for operations. For example, it has taken a considerable amount of sensitization and training to enable and empower MINFOF and MINEP staff to understand what the FESP is and how it is to be implemented by the government. Progress is often slow, which is reflected in current disbursement lags, but the program is likely to become more efficient as the cadre of MINFOF and MINEP staff become more accustomed to focusing on institutional performance and new ways of working.

The 2004 reorganization of the MINEF into MINFOF and MINEP, and the concomitant institutional overlapping and fragmentation, slowed development and, subsequently, implementation of the FESP. For example, protected areas were initially put under the mandate of MINEP and were later moved back to MINFOF. The MINEP mandate still provides opportunities for further clarification and capacity enhancement. During field visits, the evaluation team observed significant differences between MINFOF staff who were better resourced than their MINEP colleagues. Examples also exist in which fragmentation of decision-making authority led to contradictions

with laws. For instance, in 2001, MINFOF signed a decision that suspended the harvest of community forests using industrial means, thereby—illegally²—setting aside the implementing decree of the 1994 forests law signed by the prime minister.

Overall, the reality of stakeholder relations and cooperation in the field differs from the official version presented in planning documents and memoranda of understanding, and provides significant opportunities for capacity enhancement and clarification to improve the efficiency of GEF projects.

7.3 The GEF Operational Focal Point and National Committee

The GEF uses two mechanisms in an effort to create country ownership and integration of national and GEF priorities: the political and operational focal points and the GEF National Committee.

The government created an interministerial GEF National Committee with members drawn from, among others, MINEP, MINFOF, the Ministry of Agriculture and Rural Development, the Ministry of Planning, universities, forestry companies, and civil society, which provides a useful range of viewpoints from which to consider GEF issues. The committee’s primary responsibility is to review GEF project proposals and discuss strategic matters, such as the relationship of the RAF to Cameroonian priorities. Before the recent discussion with the GEF Secretariat regarding RAF funding priorities, the GEF National Committee had developed a strategy to identify and prioritize certain environmental issues, such as adaptation and coastal biodiversity. This is a positive development and contrasts with the approach taken in earlier GEF replenishment periods, when project development was not guided by any overall direction or subject to interministerial review.

Interviews highlighted some challenges that are currently preventing the committee from being more effective and efficient. First, it is not systematically involved during project preparation until a proposal is submitted for review; this means the committee's role is reactive rather than proactive. Consequently, there is no time available for discussion or interaction with the stakeholders and GEF Agency. Second, neither the committee nor the operational focal point are involved in project implementation or supervision/monitoring, and thus they have no way to monitor the health of the portfolio systematically. As long as such a situation continues to exist, the operational aspects will be challenging.

7.4 Lessons Learned across GEF Projects

There has been some success in documenting and sharing lessons deriving from GEF projects in Cameroon. Some lessons are well documented, especially for the GEF-supported research project on Alternatives to Slash-and-Burn Farming, and the outcomes of the Biodiversity Conservation and Management project serve as a blueprint for similar initiatives and for government policies and strategies throughout the region. Most of these lessons have been disseminated and used in other projects at the regional and national levels. For example, the shortcomings of the Biodiversity Conservation and Management project relating to weak capacity development with the government resulted in the FESP strongly emphasizing this aspect alongside investment activities.

This lesson sharing does not occur in cases where project components have not been successful. For example, lessons on ecotourism, and alternative income-generating activities under the Biodiversity and Conservation Management

project, Bamenda Highlands Project, and so forth, although partly documented, were not fully used in the elaboration of other projects such as those in Lake Chad and the Niger Basin. Furthermore, the issue of financial mismanagement (as in the case of the Cameroon Mountains Conservation Foundation and Bamenda) has not tended to receive the acknowledgment or follow-up from stakeholders necessary to ensure that lessons can be drawn to improve financial management in future projects.

An inconsistent level of documentation and knowledge management reduces the opportunities to use lessons learned. For example, for the Biodiversity Conservation and Management project and the REIMP, Web sites were established in which significant amounts of project information and data were posted. But in other cases, such as the Bamenda project, information has not been properly catalogued at the local level, and although the exit strategy was meant to put in place sufficient safeguard for knowledge management, it was not effectively executed or monitored. Further, the government entity in charge of knowledge management—which between 2000 and 2003 gathered quite a large number of reports from projects implemented by and with MINEF—became dysfunctional when GEF and GTZ funding ran out. In 2007, the office had not paid rent or utilities for about two years, and numerous documents had disappeared or are no longer accessible. MIN-FOF and MINEP have no functional library, and reports are mostly kept by those in charge. The picture in provincial and local offices is similarly characterized by an absence of or very limited access to information. Nonetheless, some highly motivated staff at the local level (for example, the MINEP divisional delegate in Boyo) have taken up the challenge and used their own funds to collect, store, and use lessons learned.

7.5 Synergies among GEF Stakeholders and Projects

There have been ongoing attempts to establish a mechanism for strategic planning, coordination, and lessons learned in order to boost synergies among the portfolios of the various stakeholders. The results are mixed and highly dependent on the dedication of the multilateral and bilateral representatives involved in the monthly official development assistance coordination meetings. The attempt to use the PRSP and national sector strategies such as the DSDSR to enhance synergy within official development assistance was quite successful, and the World Bank–initiated elaboration of the FESP and PNDP has resulted in the buy-in of most other stakeholders, although the magnitude of commitment varies. Synergy on

other themes, such as climate change and POPs, is lower, as GEF-supported activities are implemented through enabling activities with relatively limited funds and opportunities to build synergies and communication. On the other hand, the recent UNFCCC reporting and emphasis on adaptation and vulnerability and linkages to forests represents an encouraging step on the part of the government to build interministerial and disciplinary synergies outside the scope of a project.

Notes

1. This project was not included in the regional sample looked at in this evaluation.
2. A decision, being an administrative act, can legally only be used to clarify a hierarchically superior act, not to modify it fundamentally or suspend it.

Annex A. Terms of Reference

A.1 Background and Introduction

The GEF Council has requested that the GEF Evaluation Office conduct evaluations of the GEF portfolio at the country level: GEF country portfolio evaluations. The overall purpose of these evaluations, as requested by the Council, is two-fold: (1) to evaluate how GEF-supported activities fit into the national strategies and priorities as well as within the global environmental mandate of the GEF, and (2) to provide the Council with additional information on the results of the GEF-supported activities and how these activities are implemented.

Countries are selected for portfolio evaluations among 160 GEF-eligible countries, based on a stratified randomized selection and a set of strategic criteria. In 2007 the Evaluation Office will undertake a series of four CPEs in Africa: Madagascar, Benin, Cameroon, and South Africa. Among several considerations, Cameroon was selected based on its large portfolio, its unique program approach (for example, budgetary support to the forestry and environment sector), significant portfolio emphasis on forestry and biodiversity, its expected large allocation for biodiversity under the Resource Allocation Framework, and its importance as a global biodiversity hotspot. Synthesizing the four CPEs will allow the Office to assess and report on experiences and common issues across different types of countries.

For example, the evaluations may yield lessons learned for the GEF strategic objective on sustainable forest management (particularly with respect to Cameroon and Madagascar).

About 90 percent of African ecosystems are found in Cameroon. They include the Sahelian, Sudanian, tropical rainforest, Afromontane, coastal, and marine ecoregions. Thus, the presence of a diversity of plants and wildlife ranks Cameroon fifth in Africa after the Democratic Republic of Congo, South Africa, Madagascar, and Tanzania. With regard to the diversity of its primates, Cameroon is ranked second in Africa behind the Democratic Republic of Congo. Cameroon has one of the highest proportions of land area devoted to conservation, with 14 percent of the country's land area designated as national parks, reserves, sanctuaries, and conservation concessions.

A significant proportion of the country's biodiversity is associated with primary forests, which cover about 21 million hectares. Biodiversity is threatened by unsustainable resource extraction. The interrelated causes of natural resource degradation include pressures for agricultural expansion through forest conversion under slash-and-burn production systems, poorly defined property rights and a breakdown in traditional regulatory mechanisms, use of charcoal and fuelwood for domestic energy, poorly regulated commercial exploitation of forests for timber, and concessions

for extractive industries. The rate of Cameroon's forest loss has slowed since the early 1990s, but remains around 0.65 percent per year or about 120,000 hectares.

The government of Cameroon's most recent *Poverty Reduction Strategy Paper* (2003) recognizes that sustainable management of natural resources will contribute to enhancing growth in forestry industry, agriculture, and tourism and therefore enhance livelihoods and contribute to poverty reduction. Consequently, most donor environmental programs (including the GEF) in Cameroon are concentrated in the forest sector/biodiversity conservation. The World Bank, UNDP, and the GEF (and other donors) are also addressing land degradation and international waters issues on a national and regional scale.

The government of Cameroon has committed itself to a series of environment and fiscal policy and legislative reforms, particularly in the forestry sector, aimed at improving its contribution to rural development and economic growth. Fiscal reforms have improved forest revenue collection, expanded the number of production units, improved local government revenues, and improved production efficiencies and profitability, while reducing the area under active logging. Illegal logging by the forest industry has been significantly reduced; however, it has increased in the informal sector, alongside the commercialization and trade in bush meat and poaching of endangered species. The government has committed itself to further implementation of reforms and capacity development through the Forest and Environment Sector Program.

GEF funding has mainly focused on biodiversity conservation through activities to support the protected area system and forestry in Cameroon. More recently, the focus has been expanded to sustainable land management (mainly World

Bank implemented). Several significant regional initiatives have also been implemented to address international waters in the Gulf of Guinea and Lake Chad, as well as cross-border forest biodiversity shared with Congo and Gabon (mainly UNDP implemented).

In Cameroon, the GEF has invested about \$25.55 million in 10 projects (not including regional or global projects) for environmental management, mostly focused on biodiversity and forestry (\$18.24 million). In 2006, the GEF invested \$6.35 million in a World Bank–implemented sustainable land management/land degradation project. In addition, five enabling activities address biodiversity conservation, climate change, biosafety, and persistent organic pollutants. The project pipeline has been in transition following the introduction of the GEF RAF in July 2006. Cameroon has an individual allocation for biodiversity conservation of \$11.9 million, of which \$6 million has to be utilized within two years of RAF implementation. Cameroon is part of the group allocation for climate change mitigation under the RAF.

The main Agencies implementing GEF support in Cameroon are the World Bank and UNDP, with some regional projects and global projects undertaken by UNDP, UNEP, the Food and Agriculture Organization of the United Nations, the International Fund for Agricultural Development, and the United Nations Industrial Development Organization.

A.2 Objectives of the Evaluation

Based on the overall purpose (above) of the GEF CPEs, the evaluation for Cameroon will have the following specific objectives:

- Independently evaluate the *relevance* and *efficiency* of GEF support in a country from several points of view:¹ national environmental

frameworks and decision-making processes, the GEF mandate and achievement of global environmental benefits, and GEF policies and procedures.

- Assess the *effectiveness* and *results* of completed and ongoing projects in each relevant focal area.²
- Provide *feedback* and *knowledge sharing* to (1) the GEF Council in its decision-making process to allocate resources and to develop policies and strategies (particularly with regard to forestry), (2) the country on its participation in the GEF, and (3) the different agencies and organizations involved in the preparation and implementation of GEF support.

The CPE will also be used to provide information and evidence to other evaluations conducted by the GEF Evaluation Office, specifically the mid-term evaluation of the RAF, evaluation of the catalytic role of the GEF, and evaluation of partnerships and umbrella projects. The evaluation will address the performance of the GEF portfolio in terms of relevance, efficiency, and effectiveness, and the contributing factors to this performance.

The CPEs do not have an objective of evaluating or rating the performance of the GEF Agencies, partners, or national governments. The evaluation will analyze the performance of individual projects as part of the overall GEF portfolio, but without rating such projects.

A.3 Key Evaluation Questions

The conduct of the GEF CPE will be guided by the following key questions:

- **Relevance of GEF support**

- Is GEF support relevant to the national sustainability development agenda and environmental priorities, national development

needs and challenges, and action plans for the GEF's national focal areas?

- Are the GEF and its Implementing Agencies supporting the environmental and sustainable development prioritization and decision-making process of the country?
- Is GEF support in the country relevant to the objectives of the different global environmental benefits (biodiversity, greenhouse gases, international waters, POPs, land degradation, and ozone)?
- Is the country supporting the GEF mandate and focal area programs and strategies with its own resources and/or support from other donors?

- **Efficiency of GEF support**

- How much time, effort, and financial resources does it take to develop and implement projects by type of GEF support modality?
- What are the roles, types of engagement, and coordination mechanisms among different stakeholders in project implementation?
- How successful is the dissemination of GEF project lessons and results?
- What are the synergies between GEF project programming and implementation among GEF Agencies, national institutions, GEF projects, and other donor-supported projects and activities?
- What is the sustainability of GEF support?³

- **Results and effectiveness of GEF support**

- What are the results (outcomes and impacts) of completed (and if appropriate, ongoing) projects?
- What are the aggregated results at the focal area and country levels?
- What is the likelihood that objectives will be achieved for those projects that are still under implementation?

Each question is supported by an evaluation matrix. The matrix (see annex B) contains a tentative list of indicators or basic data, potential sources of information, and methodology components and will be validated or further developed by the evaluation team once the evaluation work starts. As a basis, the evaluation will use the indicators in the GEF project documents; however, weaknesses of monitoring and evaluation have been mentioned in past project evaluations and may pose challenges to the assessment. Substantive indicators will thus be complemented by indicators and data from the government of Cameroon's Forest and Environment Sector Program and other donors, NGOs, and institutions involved in monitoring; GEF corporate indicators, such as the biodiversity scorecard/protected area management effectiveness (WWF), and relevant indicators used in the RAF. Not all the information is (or will be) of a quantitative nature.

A.4 Scope and Limitations

The CPEs will cover all types of GEF-supported activities in the country at all stages of the project cycle (pipeline, ongoing, and completed) and implemented by all GEF Agencies in all focal areas, including applicable GEF corporate activities, such as the Small Grants Programme. The GEF portfolio is defined as the aggregate of all these activities. The stage of the project will determine the expected focus (see table A.1).

The GEF does not have country programs, so there is no GEF strategic framework with predetermined objectives against which to assess results or effectiveness. The evaluation will therefore consider the portfolio of projects and activities, their objectives, internal coherence, and how the portfolio has evolved. The country programs of the GEF Implementing Agencies, as agreed with the government of Cameroon, will be considered a relevant framework for GEF support.

Table A.1

Focus of Evaluation by Project Status

Project status	Relevance	Efficiency	Effectiveness	Results
Completed	Full	Full	Full	Full
Ongoing	Full	Partially	Likelihood	Likelihood
Pipeline	Expected	Processes	n.a.	n.a.
SGP	Expected	Processes	n.a.	n.a.
Regional	Partially	Full	Likelihood	Likelihood

Note: n.a. = not applicable. The main focus of the evaluation will be relevance and efficiency; it will explore possible methodologies on how to evaluate project effectiveness and results.

GEF support is provided through partnerships/coordination with (and through) many institutions. In the case of Cameroon, the interconnected nature of support for environment in forestry-biodiversity conservation and sustainable land management (land degradation) makes it challenging to consider GEF support separately. *The CPE will not attempt to provide a direct attribution of development results to the GEF, but will address the contribution of GEF support to the overall achievements—that is, to establish a credible link between what GEF supported and its implications.* The evaluation will address how GEF support has functioned in partnership with government ministries and other institutions, donors, the private sector, and civil society by questions on roles and coordination, synergies and complementarities, and knowledge sharing.

There are 10 approved projects in the portfolio. Only one full-size project and one medium-size project have been completed:

- Biodiversity Conservation and Management project, implemented by the World Bank
- Community-Based Conservation in the Bamenda Highlands, implemented by UNDP

The ongoing full-size projects of significance to the evaluation are as follows:

- Forest and Environment Development Program
- Sustainable Agro-Pastoral and Land Management Promotion under the National Community Development Program

Due to the paucity of completed projects, the evaluation will pay particular attention to assessing the design and implementation progress of those projects that have recently begun.

Of the 10 projects, 5 are enabling activities. These cover a larger range of focal areas: the First National Report to the Convention on Biodiversity, Clearing-House Mechanism, National Communication to UNFCCC, National Capacity Self-Assessment for Global Environmental Management, and POPs National Implementation Plan.

The GEF Small Grants Programme was approved for Cameroon in 1996, but was temporarily suspended in 1999 (after a negative audit report). The SGP was restarted in 2005, and, as of August 2007, six grants were approved and are under implementation. The results of completed grants will be assessed, but it is proposed to evaluate the SGP strategy and geographical focus; synergies with other GEF, donor, and NGO activities; and implementation mechanisms.

The project pipeline (RAF-4 list) includes bio-safety/biodiversity (mangroves) and climate change mitigation investments, with programming of about \$3 to \$6 million. The evaluation will assess the process of RAF consultations and implications thus far, including changes to the pipeline. This will also feed into the midterm evaluation of the RAF to be undertaken by the GEF Evaluation Office in 2008. The evaluation will not directly assess pipeline projects.

Regional and global projects are developed and approved in a different context. Given the time

and financial resources available for the evaluation, such projects will only be included if a project implementation unit is located in the country or a significant demonstration/pilot site is located in the country. The following regional/projects have Cameroon components that will be covered in the evaluation (however, others may also be identified during initiation mission consultations):

- Water Pollution Control and Biodiversity Conservation in the Gulf of Guinea Large Marine Ecosystem (UNDP; completed)
- Reversal of Land and Water Degradation Trends in the Lake Chad Basin Ecosystem (World Bank and UNDP)
- Conservation of Transboundary Biodiversity in the Minkebe-Odzala-Dja Interzone in Gabon, Congo, and Cameroon (UNDP)
- First Regional Micro-/Mini-Hydropower Capacity Development and Investment in Rural Electricity Access in Sub-Saharan Africa (UNDP)
- Combating Living Resource Depletion and Coastal Area Degradation in the Guinea Current LME [Large Marine Ecosystem] through Ecosystem-Based Regional Actions (UNDP)

Given the time and resource limitations, it will not be possible to cover all regional and global projects with government of Cameroon participation.

The programmatic approach followed under the Forest and Environment Development Program is a unique element in the GEF Cameroon portfolio and was subject to much discussion by the GEF Council prior to grant approval. Under the key question on efficiency, the evaluation will consider the aspects of coordination and partnering, harmonization, synergies, and learning. This would include a review of coordination mechanisms; coordination among components, government

ministries, and donors; complementarity of funding; and long-term vision. This assessment will feed into an upcoming GEF evaluation of partnerships and umbrella projects in 2008–09.

In addition, the context in which these projects are approved and are being implemented constitutes a focus of the evaluation. This includes a historical assessment of the national sustainable development and environmental policies, strategies, and priorities; the legal environment in which these policies are implemented and enforced; GEF Agency country strategies and programs; and GEF policies, principles, programs, and strategies.

A.5 Methodology

The GEF CPEs will be conducted by staff of the GEF Evaluation Office and international and local consultants: the evaluation team, led by a task manager from the GEF Evaluation Office. The team should include technical expertise on forestry and biodiversity and protected area management, local community involvement and natural resource management, and environmental policies and laws. The consultants should qualify under the GEF Evaluation Office Ethical Guidelines and will be requested to sign a declaration of interest to indicate no recent relationship with GEF support in the country.

The methodology includes a series of components using a combination of qualitative and quantitative methods and tools. The qualitative aspects of the evaluation include a desk review of existing documentation. Given the complex nature of the projects and the many donors and other stakeholders involved, many reports, reviews, and studies exist. The expected sources of information include the following:

- At the *project level*, project documents, project implementation reports, terminal evaluations,

reports from monitoring visits, and documents produced by projects

- At the *country level*, national sustainable development agendas, environmental priorities and strategies, GEF focal area strategies and action plans, GEF-supported NCSA, and global and national environmental indicators
- At the *Agency level*, country assistance strategies and frameworks and their evaluations and reviews, specifically from the World Bank, UNDP, and the African Development Bank
- *Evaluative evidence* at the country level coming from GEF Evaluation Office evaluations, such as the Joint Evaluation of the GEF Activity Cycle and Modalities and the overall performance studies, or from national evaluation organizations
- *Evaluative evidence* at the country level from GEF Agencies and other donors active in the Cameroon environment sector or the country situation
- *Statistics and scientific sources*, especially for national environmental indicators (this will include mapping and remote sensing data)
- *Interviews* with GEF stakeholders, including other bilaterals (U.K. Department for International Development, French Development Agency, Canadian International Development Agency), GEF Agencies (World Bank, UNDP, United Nations Industrial Development Organization), the European Union, government departments (ministries of environment; forestry; agriculture, livestock, and fisheries; tourism; and wildlife and protected areas), GEF national focal points (present and past), and all national global convention focal points
- *Interviews* with GEF beneficiaries and supported institutions, including NGOs (IUCN, Birdlife International, Wildlife Conservation

Society, and WWF) and associations (Forestry Industry Union)

- *Field visits* to project sites
- Information from national consultation *workshops*

The quantitative analysis will use indicators to assess the relevance and efficiency of GEF support using projects as the unit of analysis (that is, linkages with national priorities, time and cost of preparing and implementing projects, and so forth) and to measure GEF results (that is, progress toward achieving global environmental impacts) and performance of projects (such as implementation and completion ratings).

The evaluation team will use standard tools and protocols for the CPEs and adapt these to the Cameroon context. These tools include a project review protocol to conduct the desk and field reviews of GEF projects and questionnaires for interviews with different stakeholders (see annex C).

All ongoing and closed projects will be visited. The evaluation team will decide on specific sites to visit based on the initial review of documentation and balancing needs for representation, that is, (1) regional representation within Cameroon; (2) coverage of both forest protected areas, savannahs, and coastal and maritime zones; (3) selection of varied protected areas among those supported by the GEF; (4) opportunity to cover both protected areas and buffer zones; (5) possibility of covering several aspects of the portfolio at one site; (6) coverage of areas not supported by the GEF for counterfactual purposes; and (7) practical and logistical concerns.

A.6 Process and Outputs

Based on an initial review of documentation concerning the GEF portfolio in Cameroon, the GEF

Evaluation Office prepared country-specific terms of reference. Following recruitment of the evaluation team, the following tasks will be undertaken:

1. Collect information and conduct a literature review to extract existing reliable evaluative evidence.
2. Prepare the following specific inputs to the evaluation:⁴
 - *GEF portfolio database*, which describes all GEF-supported activities within the country, basic information (GEF Agencies, focal areas), implementation status, project cycle information, GEF and cofinancing financial information, major objectives and expected (or actual) results, key partners per project, and so on.
 - *Country environmental framework*, which provides the context in which GEF projects have been developed and implemented (this framework may already be available, prepared by GEF Agencies or national governments). This document will be based on information on environmental legislation, environmental policies of each government administration (plans, strategies, and so on), and the international agreements signed by the country presented and analyzed through time so as to be able to connect with particular GEF support.
 - *Global environmental benefits assessment*, which provides an assessment of the country's contribution to the GEF mandate and its focal areas based on appropriate indicators, such as those used in the RAF (for biodiversity and climate change) and others in project documents.

The national focal point will be requested to provide support to the evaluation, such as identification of key people to be interviewed; support to

organize interviews, field visits, and meetings; and identification of main documents. The GEF Agencies will be requested to provide support to the evaluation regarding their specific projects or activities supported by the GEF, including identification of key project and Agency staff to be interviewed, participation in interviews, arrangement of field visits to projects, and provision of project documentation and data.

The main output will be an evaluation report, available in English and French. The GEF Evaluation Office will bear full responsibility for the content of the report. The draft report will be presented in a stakeholder workshop in Cameroon for the government of Cameroon and national stakeholders, including project staff, donors, and GEF Agencies. Comments will be requested from them on factual issues. The final report will be synthesized together with the other three CPEs and presented to the GEF Council at its April 2008 meeting.

The evaluation will be conducted between August 2007 and March 2008; the final report will be

presented to the Council at its April 2008 meeting. The key milestones of the evaluation are presented in table A.2.

Notes

1. *Relevance*: the extent to which the objectives of the GEF activity are consistent with beneficiaries' requirements, country needs, global priorities, and partner and donor policies, including changes with time; *efficiency*: the extent to which results have been delivered with the least costly resources possible (funds, expertise, time, and so on). Efficiency is also called cost-effectiveness or efficacy.
2. *Results*: the output, outcome, or impact (intended or unintended, positive and/or negative) of a GEF activity; *effectiveness*: the extent to which the GEF activity's objectives were achieved or are expected to be achieved, taking into account their relative importance.
3. The CPE will address four dimensions of sustainability: financial, institutional, socioeconomic, and environmental.
4. These inputs are working documents and are not expected to be published as separate documents.

Table A.2**Evaluation's Key Milestones**

Milestone	Deadline
1. Country -specific terms of reference: draft for circulation	September 7, 2007
2. Project review protocol and questionnaires	September 24, 2007
3. Initial country visit to Cameroon by Evaluation Office task manager: <ul style="list-style-type: none"> • In-country launch of evaluation • Introduction of evaluation team • National consultations and briefing for relevant stakeholders • Comments on terms of reference and issue identification • Initial interview/discussions with World Bank, UNDP, NGOs, government of Cameroon officials, national and convention focal points • Initiation of GEF project reviews • Preliminary field visits to completed projects: Bamenda Highlands; Biodiversity Conservation and Management (2–3 sites) 	September 25–October 10, 2007
4. Main fieldwork/data collection: <ul style="list-style-type: none"> • Interviews with project stakeholders • Field visits and drafting of GEF project reviews 	October 11–November 20 2007
5. Global environmental benefits assessment and environmental framework for Cameroon	December 31, 2007
6. Desk review of information for all GEF projects completed	December 15, 2007
7. Drafting of report	November 20–December 20, 2007
8. First draft	January 5, 2008
9. National one-day workshop (in Yaoundé) to present preliminary findings (in French and English)	January 25–February 15, 2008
10. Draft report for comments	February 15–28, 2008 (probable)
11. Final country report (in English and French)	May 2008
12. Final country report with government of Cameroon response (in English and French)	End of May 2008
13. Second workshop for government of Cameroon to provide a response to the final draft	June 24, 2008
14. Final country report for publication	End of June 2008
15. Presentation to GEF Council	November 2008

Annex B. Evaluation Matrix

Key question	Indicators/basic data	Sources of information	Methodology component
Is GEF support relevant to...			
Country's sustainable development agenda and environmental priorities?	<ul style="list-style-type: none"> • GEF support is within the country's sustainable development agenda and environmental priorities • GEF support has country ownership and is country based (project origin, design, and implementation) • Level of GEF funding compared to other ODA in the environment sector 	<ul style="list-style-type: none"> • Country level over time • Interviews with government officials • Project review • National consultation workshops • Donors, civil society 	<ul style="list-style-type: none"> • Desk review of relevant country-level information • Desk review of project information • National consultation workshops • Interviews • Country environmental framework • GEF portfolio analysis
Country's development needs and challenges?	<ul style="list-style-type: none"> • GEF supports development needs (income generating, capacity building) and reduces challenges • GEF modalities and project components and instruments (FSPs, MSPs, enabling activities, small grants, Agency blended projects, technical assistance, microcredits, and so on) are according to country's needs and challenges 	<ul style="list-style-type: none"> • Country-level and GEF Agency strategies • Interviews with government officials • Project reviews • Donors and civil society 	<ul style="list-style-type: none"> • Desk review of relevant country-level information • Desk review of project information • Desk review of GEF Agency country strategies • National consultation workshops • Interviews • Country environmental framework • GEF portfolio analysis
National GEF focal area action plans (enabling activities)?	GEF support linked to the National Environmental Action Plan; National Communications to UNFCCC; national POPs; NCSA	<ul style="list-style-type: none"> • GEF-supported enabling activities • Interviews with government officials, NGOs, and Agencies • Project reviews • SGP country strategy 	<ul style="list-style-type: none"> • Desk review of relevant country-level information • Desk review of project information • Desk review of country strategies • Interviews • Country environmental framework

Key question	Indicators/basic data	Sources of information	Methodology component
Global environmental indicators and vice versa (biodiversity, greenhouse gases, international waters, POPs, land degradation)?	<ul style="list-style-type: none"> Project outcomes and impacts are related to the RAF Global Benefit Index (for biodiversity and climate change) and to other global indicators for POPs, land degradation, and international waters GEF support linked to national commitments to global conventions 	<ul style="list-style-type: none"> Country-level data Project reviews M&E frameworks Convention action plans RAF, project indicators, biodiversity, and protected area effectiveness scorecard 	<ul style="list-style-type: none"> Desk reviews of project-level information Country environmental framework GEF portfolio analysis
GEF mandate and focal area programs and strategies?	<ul style="list-style-type: none"> GEF activities, country commitment, and project counterparts support GEF mandate and focal area programs and strategies (catalytic and replication) Relevance of GEF focal point National coordination of GEF support 	<ul style="list-style-type: none"> Project reviews Interviews with GEF Secretariat staff and technical staff from GEF Agencies GEF-4 programming strategy Evaluations 	<ul style="list-style-type: none"> Desk reviews of country- and project-level information Country environmental framework Global environmental benefits assessment GEF portfolio and pipeline analysis
Is the GEF support efficient?			
Time, effort, and money required to develop and implement a project, by type of GEF support modality	<ul style="list-style-type: none"> Process indicators: project processing timing (according to project cycle steps), preparation and implementation cost by type of modality; project cycle steps in Cameroon Project dropouts from PDF and cancellations Work program entry CEO endorsement Start Proposed versus actual closing Phase transition GEF versus cofinancing 	<ul style="list-style-type: none"> Project reviews Interviews with GEF Secretariat, Agencies, and government Joint Evaluation of the GEF Activity Cycle and Modalities RAF pipeline Project budgets and staff M&E budgets and activities Evaluations Field visits 	<ul style="list-style-type: none"> Desk review of project-level information Project field visits Country environmental framework Global environmental benefits assessment GEF portfolio and pipeline analysis
Roles, engagement, and coordination among different stakeholders in project implementation	<ul style="list-style-type: none"> Level of participation Roles and responsibilities of actors Coordination among projects Complementarity of GEF support 	<ul style="list-style-type: none"> Project reviews Interviews with project staff Field visits Evaluations 	<ul style="list-style-type: none"> Desk review of project information, interviews, and workshops Country environmental framework
Lessons learned between GEF projects	Project design, preparation, and implementation have incorporated lessons from previous projects within and outside the GEF	<ul style="list-style-type: none"> Project reviews and documents Interviews with project staff and donor and NGO partners Field visits 	<ul style="list-style-type: none"> Desk review of project-level information Interviews and workshops GEF portfolio and pipeline analysis

Key question	Indicators/basic data	Sources of information	Methodology component
Synergies among GEF Agencies in GEF programming and implementation	<ul style="list-style-type: none"> • Acknowledgment of each other's projects • Communication between Agencies • Technical support between Agencies 	<ul style="list-style-type: none"> • Project reviews • Interviews with Agency staff • Interviews with NGOs 	<ul style="list-style-type: none"> • Desk review of project information, interviews, and workshops • Country environmental framework • GEF portfolio analysis
Synergies among national institutions for GEF support in programming and implementation	<ul style="list-style-type: none"> • Acknowledgment of each other's projects • Communication between institutions • Technical support between institutions 	<ul style="list-style-type: none"> • Project reviews • Interviews with project staff • Field visits 	<ul style="list-style-type: none"> • Desk review of project information, interviews, and workshops • Country environmental framework • Global environmental benefits assessment • GEF portfolio analysis
Synergies between GEF support and other donors support	<ul style="list-style-type: none"> • Acknowledgment of each other's projects • Communication between institutions • Technical support between institutions • Complementarity of GEF support 	<ul style="list-style-type: none"> • Project reviews • Interviews with NGOs and bilateral donors • Field visits • Donor evaluations 	<ul style="list-style-type: none"> • Desk review of project information, interviews, and workshops • Country environmental framework
Sustainability of GEF support	<ul style="list-style-type: none"> • Likelihood of financial and economic resources available • Level of stakeholder ownership and awareness • Legal frameworks, policies, and governance structures • Systems for accountability and transparency, technical know-how • Environmental risks 	<ul style="list-style-type: none"> • Project reviews • Interviews with NGOs and bilateral donors • Field visits • Evaluations 	<ul style="list-style-type: none"> • Desk review of project information, interviews, and workshops • Country environmental framework • GEF portfolio analysis
Is GEF support effective?			
At the project level	<ul style="list-style-type: none"> • Project outcomes and impacts • Existing ratings for project outcomes (self-ratings and independent ratings) • Changes in global benefit indexes and other global environmental indicators 	<ul style="list-style-type: none"> • Project reviews • Field visits 	<ul style="list-style-type: none"> • Desk review of projects and field visits
At the aggregate level (portfolio and program) by focal area	<ul style="list-style-type: none"> • Aggregated indicators from above • Catalytic and replication effect • Contribution by the GEF 	<ul style="list-style-type: none"> • Completed project evaluations/midterm and implementation reports • Evaluative evidence 	<ul style="list-style-type: none"> • Interviews with government officials • Global environmental benefits assessment
At the country level	<ul style="list-style-type: none"> • Aggregated indicators from above • Overall outcomes and impacts of GEF support • Catalytic and replication effect 	<ul style="list-style-type: none"> • Project evaluations, phase evaluations 	<ul style="list-style-type: none"> • GEF portfolio analysis

Annex C. Project Interview Guide

C.1 Topics for Discussion and Questions with Government Agencies with Experience with GEF Projects

Involvement in GEF Portfolio

1. Which GEF projects has your agency been involved with in the following:
 - Designing
 - Implementing
 - Completed or ongoing project
 - None, if not why?

Efficiency of GEF Implementation in Cameroon

2. In your opinion, what is the role of the GEF in Cameroon?
 - How do you think the GEF assists Cameroon?
3. What is your experience of the GEF project design and implementation processes? What is your perception of the process?
 - How do they compare with other donors?
 - Perceptions of the GEF Secretariat and Implementing Agencies (World Bank and UNDP)
4. To what extent do you think Cameroon GEF operations have improved since the beginning of involvement in 1991?
 - What mechanisms are available for projects to learn from each other?
 - How do government agencies learn?

5. To what extent are government officials involved in monitoring and evaluation?
 - Barriers to involvement?
 - Role of independents?
6. To what extent is the government aware of the new GEF Resource Allocation Framework?
 - If, yes what do you see as the advantages?
 - Disadvantages?
 - RAF = country drivenness/increased government control?
 - Whose priorities: government or the GEF?
 - Trade-offs?
 - Change in modalities?
7. How are GEF operations coordinated in Cameroon?
 - What is the role of the GEF national focal point?
 - Challenges faced?
 - What is the role of the GEF committee?
 - How long has it been in existence?
 - Membership?
 - Advantages/disadvantages?
8. What would be your recommendations for improving the implementation processes of the GEF in Cameroon?

Relevance

9. To what extent has the GEF supported the development of national environmental laws/policy or strategies?

- To what extent has the GEF assisted implementation?
 - Where has GEF support for policy/strategy been most helpful and why?
10. To what extent are national policies/strategies owned by the government?
- Perceptions of many plans and strategies?
 - Which strategies does the government use/ implement?
 - To what extent have the following been useful to government and why (for example, in identifying concepts/ideas for GEF projects)?
 - National reports to environmental conventions (CBD, UNFCCC, POPs)
 - National Capacity Self-Assessment
11. What is your perception about the country ownership and drivenness of GEF-supported initiatives?
- How are GEF project concepts developed?
 - Whose idea?

Results

12. What have been the key results of GEF projects in Cameroon?
- Shortcomings and why?
 - Areas for improvement?

Any documents that we must include in our literature review regarding the implementation of the GEF through your agency in Cameroon and/ or any of the GEF focal areas?

C.2 Topics for Discussion/Questions with GEF Agencies

GEF International Agency Portfolio

1. Please review the list of projects attached and confirm the data, in particular, those cells that are empty, which implies we do not have information.

- Show list/confirm

Efficiency of GEF Implementation in Cameroon

2. What is your experience with the GEF project cycle?
- Efficient/inefficient?
 - Quality of guidance from GEF Secretariat? Responsiveness?
 - Quality of interaction with government partners?
3. Who does what in each of the steps? What is the role of the different stakeholders?
4. How much time, effort (measured in human resources), and money does it take to develop a GEF operation?
5. To what extent does your Agency coordinate with other Implementing Agencies and bilaterals/NGOs to develop and implement GEF operations
- How (for example, GEF committee)?
 - Give examples? Good coordination?
 - What are the factors that influence good coordination?
 - Poor coordination experiences, why?
6. How are lessons and best practices currently being shared between GEF projects?
7. How are your Agency's GEF projects monitored and evaluated in Cameroon?
- Supervision how often?
 - Mix of skills used in supervision?
8. What have been the implications of the RAF implementation for Cameroon?
- Improved flexibility/predictability of funding?
 - Increased/decreased Implementing Agency coordination/competition?

- Empowered/disempowered government?
 - Increased/reduced opportunities for GEF operations?
9. What have been the main problems and challenges in implementation? What can be done to overcome these problems and challenges in future support?
 10. What would be your recommendations for improving the implementation processes of the GEF in Cameroon?

Relevance

11. How is GEF support relevant to the following:
 - National environmental laws and policies? Where has GEF support for environmental law/policy been most helpful?
 - How a balance is struck between national priorities (poverty reduction/development) and global (GEF) priorities?
 - Your Agency's country framework (for example, CASs) and mandate (poverty reduction and economic growth)?
12. What is your perception about the country ownership and drivenness of the GEF-supported initiatives?

Results

13. What have been the results of GEF activities implemented through your Agency, at (provide examples)
 - The outcome level (changes in behavior, policies, enabling environment, removal of barriers, or sustainable management of natural resources and biodiversity) and most important

Any documents that we must include in our literature review regarding the implementation of the GEF through your Agency in Cameroon and/or any of the GEF focal areas?

C.3 Topics for Discussion with NGOs with Experience with the GEF

GEF NGO Portfolio

1. In what projects is your NGO participating? What type of participation?
2. Links between projects/coordination, if any?

Efficiency of GEF Implementation in Cameroon

3. How much time, effort (measured in human resources), and money does it take for [name the NGO] to develop and implement a project?
4. What mechanisms do you have in place to share lessons coming from projects within your organization and other relevant projects/agencies in Cameroon?
5. How do you conduct monitoring and evaluation of your projects?
6. Are you aware of the RAF? If yes, what have been the implications of RAF implementation for this country for NGOs?
 - Advantages/disadvantages?
7. What would be your recommendations for improving the implementation of the GEF projects in Cameroon?

Relevance

8. What are the main environmental issues/problems in Cameroon?
 - To what extent do you think the GEF assistance is targeted/designed to address them?
9. What is your perception about the country ownership and drivenness of the GEF-supported initiatives?
10. To what extent is the GEF involved in supporting your organization's strategy and agenda?
 - Involvement in full-size project

- Medium-size project
- Small grants

Results

11. What have been the key results of the GEF projects/programs with which you have been involved in Cameroon?

Any documents that we must include in our literature review regarding the implementation of the GEF through your agency in Cameroon and/or any of the GEF focal areas?

C.4 National Coordinator–National Steering Committee

Overview/General Questions

1. Please tell us briefly about yourself/your background? How did you come to be involved with SGP and environmental issues?
2. National coordinator role and responsibilities?
3. History of the SGP in Cameroon?

Project Cycle Process

4. What is the project application process?
5. Project development: how is advice given?
 - When, who, and how?
6. How much time does it take for each step? What is the total time?
7. What are the transaction costs for NGOs/community-based organizations (CBOs)?
8. What the main barriers for NGOs/CBOs for applying to the SGP?
9. Acceptance versus rejection rates?
 - What criteria?

Relevance

10. Focus/focal area priorities for SGP Cameroon: how were these selected?

11. Geographical focusing? And why?

- What is the structure of the portfolio?
- Which focal area has dominance and why?
 - Measures taken to address this?

12. To what extent has the SGP involved GEF focal points in governance/oversight of SGP operations?
13. What is the relationship between the SGP and convention reporting by the government of Cameroon?
14. How are focal points (GEF and convention) involved in the SGP?
15. To what extent does the SGP contribute to GEF “visibility” in Cameroon?
16. What are the main country objectives? Vision or logic behind it or main assumptions behind the strategy?
17. Has it changed through the years and why?
18. What is the process for putting together the strategy?
 - Who is involved and why?
 - Potential conflicts and tensions among stakeholders: how are these resolved?

Links with GEF MSPs and FSPs

19. To what extent do the new SGP country strategies link with the FSP/MSP country portfolio?
 - If, so which project and why?

Results

20. From your experience, what are the major results of the Cameroon SGP so far?
 - What is the potential, based on working with communities?

Sustainability

21. To what extent have the results of the SGP been sustainable?

- Sustainability (positive/negative)
 - Give examples?

22. What are the main risks that compromise sustainability of SGP projects?

- Exit strategies? How?

Lesson Learning/Replication/Scale-Up

23. Take a situation in which you have good project results: how do you disseminate results?

24. How does the SGP address replication/scale-up?

- Give examples of replication, factors necessary, and so on?
- Examples of failures/constraints?

Efficiency

25. How much does it cost to administer the SGP?

26. What are main elements/line items of the costs?

- What factors influence the SGP costs?

27. To what extent has the SGP been able to leverage cofinancing (in-kind or monetary)?

- Do you have a strategy for raising cofinancing?
- From who?
- What are the main strengths and barriers in this area?

Any documents that we must include in our literature review regarding the implementation of the GEF through your agency in Cameroon and/or any of the GEF focal areas?

C.5 Other Stakeholders/Focus Groups (Communities/Field Staff and So On)

1. Involvement with the GEF project: what, when, how, and why?

- Roles and responsibilities?
- Type of assistance provided?

2. Awareness of the GEF project?

3. Results:

- What were the benefits?
- What were the challenges/shortcomings?
- Barriers and opportunities?
- Negatives?

4. Relevance to the following:

- Local/regional development and environment issues?
- Poverty-environment issues?
- Government policies and laws (rules and regulations)?

5. Efficiency:

- Time for implementation?
- Resources provided: enough/not enough and why?

6. Sustainability:

- What is happening now? Realities on the ground for stakeholders?
- Challenges and opportunities?
- Follow-on assistance?

7. Catalytic effects:

- Replications: how? processes?
- Causes, factors, barriers, and so on?

Annex D. GEF Portfolio in Cameroon

D.1 National, Regional, and Global Projects

GEF ID	Country/region	Project name	Focal area	Modality	Stage	IA	Executing agency	Cost (million \$)	
								GEF	Total
85	Cameroon	Biodiversity Conservation and Management	BD	FSP	Complete	WB	WWF and others, MINEF	6.097	12.527
153	Cameroon	Preparation National Biodiversity Strategy, Action Plan and First National Report to CBD	BD	EA	Complete	UNEP	MINEF	0.3	0.3
180	Cameroon	Enabling Activity for the Preparation of Initial Communication Related to the UNFCCC	CC	EA	Complete	UNEP	MINEF	0.265	0.335
427	Cameroon	Clearing-House Mechanism Enabling Activity	BD	EA	Ongoing	UNEP	MINEF	0.013	0.013
772	Cameroon	Community-Based Conservation in the Bamenda Highlands	BD	MSP	Complete	UNDP	Birdlife	1	3.091
1063	Cameroon	Forest and Environment Development Policy	BD	FSP	Ongoing	WB	MINFOF	10.267	126.8
1367	Cameroon	Support to the Implementation of the National Biosafety Framework for Cameroon	BD	MSP	Ongoing	UNEP	MINEP	0.56	0.671
1625	Cameroon	Promoting Community-Based Conservation of Globally Significant Biodiversity in Priority Forest Sites within Cameroon Mountain Range	BD	FSP	Pipeline/ Canceled	UNDP	Birdlife	0.144	12.32
1839	Cameroon	Private Sector/GEF Cofinancing of Global Warming Mitigation in Cameroon through Biomass Conservation, Restoration	CC	FSP	Pipeline/ Canceled	UNDP	UNDP	0.176	0.176
1976	Cameroon	National Capacity Self-Assessment for Global Environmental Management	MF	EA	Ongoing	UNEP	MINEP	0.2	0.22
2023	Cameroon	Enabling Activities for the Stockholm Convention on Persistent Organic Pollutants: National Implementation Plan for Cameroon	POPs	EA	Ongoing	UNEP	MINEP	0.499	0.519

GEF ID	Country/region	Project name	Focal area	Modality	Stage	IA	Executing agency	Cost (million \$)	
								GEF	Total
2549	Cameroon	Sustainable Agro-Pastoral and Land Management Promotion under the PNDP	LD	FSP	Ongoing	WB	Ministry of Planning	6.35	98.35
3326	Cameroon	Development and Institution of a Monitoring and Control System of GMO and Invasive Alien Species at the Entry and Frontier Ports	BD	FSP	RAF Pipeline	UNEP	MINEP	2.8	2.8
	Cameroon	Building Indigenous Forest Management Enterprises in Production Forest areas	BD	FSP	RAF Pipeline	WB	MINFOF	2.09	
	Cameroon	Congo Basin Biodiversity Sustainable Funding Mechanism	BD	FSP	RAF Pipeline	WB and UNDP	MINFOF	2.1	
	Cameroon	Integrated Ecosystem Management of Mangroves	BD	FSP	RAF Pipeline	UNDP	MINEP	2	
47	Regional (Cameroon, Central African Republic, Congo, Equatorial Guinea, Gabon, and Congo DR)	Regional Environment and Information Management Project	BD	FSP	Complete	WB	AIDE	4.378	15.691
167	Global (Antigua and Barbuda, Cameroon, Estonia, and Pakistan)	Country Case Studies on Climate Change Impacts and Adaptations Assessment	CC	EA	Complete	UNEP	UNEP	2	2
277	Global (Indonesia, Cameroon, Brazil, Thailand, and Peru)	Global Alternatives to Slash-and-Burn Agriculture Phase II	CC	FSP	Complete	UNDP	World Agroforestry Centre	3	6.37
390	Global (Brazil, Cameroon, and Indonesia)	Alternatives to Slash and Burn	CC	FSP	Complete	UNDP	World Agroforestry Centre	3	6
393	Regional (Benin, Cameroon, Côte d'Ivoire, Ghana, Nigeria, and from 1997, Togo)	Water Pollution Control and Biodiversity Conservation in the Gulf of Guinea Large Marine Ecosystem	IW	FSP	Complete	UNDP	MINEF	6	6.513
402	Global (Bolivia, Bulgaria, Cameroon, China, Cuba, Egypt, Kenya, Hungary, Malawi, Mauritania, Mauritius, Namibia, Pakistan, Poland, Russian Federation, Tunisia, Uganda, and Zambia)	Pilot Biosafety Enabling Activity	BD	EA	Complete	UNEP	MINEF	2.744	2.744
406	Regional (Burkina Faso, Cameroon, Ethiopia, Ghana, Kenya, Sierra Leone, South Africa, Tanzania, Tunisia, and Uganda)	African NGO-Government Partnership for Sustainable Biodiversity Action	BD	MSP	Complete	UNDP	Birdlife	4.544	11.664
767	Regional (Cameroon, Central African Republic, Chad, Niger, and Nigeria)	Reversal of Land and Water Degradation Trends in the Lake Chad Basin Ecosystem	IW	FSP	Ongoing	UNDP/WB	Lake Chad Comm., IUCN	10.294	13.424

GEF ID	Country/region	Project name	Focal area	Modality	Stage	IA	Executing agency	Cost (million \$)	
								GEF	Total
884	Global (Cameroon, Colombia, Costa Rica, Cuba, Indonesia, Iran, Mexico, Nigeria, Philippines, Trinidad and Tobago, and Venezuela)	Reduction of Environmental Impact from Tropical Shrimp Trawling through Introduction of By-Catch Technologies and Change of Management	IW	FSP	Ongoing	UNEP/FAO	FAO	4.78	9.22
1093	Regional (Benin, Guinea, Mali, Nigeria, Burkina Faso, Cameroon, Chad, Côte d'Ivoire, and Niger)	Reversing Land and Water Degradation Trends in the Niger River Basin	IW	FSP	Ongoing	WB/UNDP	Niger Basin Authority	13.375	30.277
1095	Regional (Cameroon, Congo, and Gabon)	Conservation of Trans-boundary Biodiversity in the Minkebe-Odzala-Dja Interzone in Gabon, Congo, and Cameroon	BD	FSP	Ongoing	UNDP	WWF	10.463	45.083
1188	Regional (Angola, Benin, Cameroon, Congo DR, Côte d'Ivoire, Gabon, Ghana, Equatorial Guinea, Guinea-Bissau, Liberia, Nigeria, Sao Tome and Principe, Sierra Leone, Togo, and Congo)	Combating Living Resource Depletion and Coastal Area Degradation in the Guinea Current LME through Ecosystem-Based Regional Actions	IW	FSP	Ongoing	UNDP/UNEP	UNIDO	21.449	55.32
1348	Regional (Botswana, Cameroon, Côte d'Ivoire, Lesotho, Mali, Morocco, Mozambique, Namibia, Niger, Nigeria, South Africa, Swaziland, Tanzania, Tunisia, and Ethiopia)	Africa Stockpiles Program	POPs	FSP	Ongoing	WB/FAO	MINEP	25.7	60.7
1394	Regional (Burkina Faso, Cameroon, Egypt, Ethiopia, Ghana, Kenya, Niger, Nigeria, Senegal, South Africa, Zambia, and Zimbabwe)	Climate, Water and Agriculture: Impacts on and Adaptation of Agro-Ecological Systems in Africa	CC	MSP	Closed	WB	MINEF, WWF	0.7	1.24
1609	Global (Cameroon, Tanzania, Zambia, Cambodia, Indonesia, Philippines, Thailand, Ghana, Vietnam, Nicaragua, Panama, Guatemala, Belize, and Costa Rica)	Renewable Energy Enterprise Development: Seed Capital Access Facility	CC	FSP	Ongoing	UNEP/Asian Development Bank	UNEP	8.7	49.2
1895	Global (Brazil, Mexico, and Cameroon)	Improved Certification Schemes for Sustainable Tropical Forest Management	BD	MSP	Ongoing	UNEP	Center for Int'l Forestry Research, Forest Stewardship Council	0.987	1.454

GEF ID	Country/region	Project name	Focal area	Modality	Stage	IA	Executing agency	Cost (million \$)	
								GEF	Total
2092	Global (Cameroon, Tanzania, Fiji, and India)	Coastal Resilience to Climate Change: Developing a Generalizable Method for Assessing Vulnerability and Adaptation of Mangroves and Associated Ecosystems	BD	MSP	Ongoing	UNEP	WWF	1	2
2129	Regional (Senegal, Nigeria, Ghana, Kenya, Mozambique, Seychelles, Tanzania, Cameroon, and Gambia)	Demonstrating and Capturing Best Practices and Technologies for the Reduction of Land-Sourced Impacts Resulting from Coastal Tourism	IW	FSP	Ongoing	UNEP	Ministry of Tourism	6.015	29.371
2385	Regional (Cameroon, Mali, Central African Republic, Benin, Togo, Gabon, Rwanda, Congo, Congo DR, and Burundi)	First Regional Micro/Mini-Hydropower Capacity Development and Investment in Rural Electricity Access in Sub-Saharan Africa	CC	FSP	Pipeline/Canceled	UNDP	UNDP	19.174	140.51
2469	Regional (Algeria, Benin, Botswana, Burkina Faso, Burundi, Cameroon, Cape Verde, Central African Republic, Chad, Comoros, Congo, Equatorial Guinea, Eritrea, Ethiopia, Gabon, Gambia, Ghana, Guinea, Guinea-Bissau, Kenya, Madagascar, Malawi, Mali, and Mauritania)	Supporting Capacity Building for the Elaboration of National Reports and Country Profiles by African Parties to the UNCCD	LD	MSP	Complete	WB	Int'l Fund for Agricultural Development	0.9	1.8

Note: BD = biodiversity; CC = climate change; EA = enabling activity; FAO = Food and Agriculture Organization of the United Nations; IA = Implementing Agency; IW = international waters; LD = land degradation; MF = multifocal; UNIDO = United Nations Industrial Development Organization; WB = World Bank.

D.2 Small Grants Programme

Project name	Focal area	Executing agency	Cost (\$)
Furtherance of Biodiversity Conservation by Some Rural Communities in the Highland Zone	BD	Heifer Project International	40,000
Media Environment Sensitization in Cameroon	MF	Media Environment Sensitization Group	45,915
Production of Kenya Top Bar Hives for Northwest Bee Farmers	BD	Northwest Bee Farmer Association	36,888
Public Collection and Management of Household Garbage in Urban Centers	CC	Fondation pour une Action Rationalisée des Femmes sur l'Environnement	49,130
Conservation of Primary and Sacred Forests in the West Province	BD	Action pour un Développement Equitable, Intégré, et Durable	37,880
Environmental Protection and Natural Resource Management in the Batchingou Area	BD	Comite de Développement MEWAOU	28,900
Reforestation and Pasture Improvement and Environmental Protection	LD	Cameroon Baptist Convention Health Board	6,000
Land Use Management in Zouzoui and Moutourwa in the Sudano-Sahelian Zones	LD	Zouzoui and Moutourwa Village	40,000
Women and Environmental Protection in the SOLIDAM	BD	Solidarité des Femmes pour le Développement d'Akak	30,000
Integrated Management of Lake Mokounounou and Ngoko River	IW	Association pour le Développement Durable et Intégré	50,000
Pasture Improvement and Rehabilitation of Degraded Lands in the Adamawa Province	LD	Tongo Tassa	24,000
Promotion des Fumoirs Améliorés et Renforcement des Capacités des Femmes à l'Ecologie à Travers le Reboisement et l'Exploitation Economiquement Durable de Type Participatif dans les Mangroves des Pêcheries de l'Estuaire	BD	Association pour la Protection des Écosystèmes Marins, Côtiers, et des Zones Humides	39,956
Projet de Renforcement des Capacités des Communautés Côtières dans la Gestion Durable des Ecosystèmes de Mangroves de la Reserve de Faune de Douala-Edea	BD	Cameroon Wildlife Conservation Society	34,789
Strengthening Wetland Management through Community Organization and Prioritized Sustainable Livelihood Options in the Lake Ossa Complex	BD	Watershed Task Group	27,858
Community-Based Aquatic Biodiversity Conservation and Management through Sustainable Bivalve Exploitation and Processing of the Douala-Edea Reserve	BD	GIC Malimba Ocean	16,651
Projet de Restauration des Sols par l'Agroforesterie dans le Mayo-Kani a Guividig	LD	GREEN SAFE	29,518
Avant-Projet du Microprojet de la Protection de la Biodiversité et d'Appui/Accompagnement à l'Agriculture Durable chez les Pygmées Bakola de Lolodorf	BD	Eglise Protestante Africaine Programme ARUVA-KTM	1,226

Note: BD = biodiversity; CC = climate change; IW = international waters; LD = land degradation; MF = multifocal.

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E.2 Additional Works Cited in This Report

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Annex F. Interviewees

F.1 Individuals

Amine, Mahamat: Dir. DFAP (MINFOF), 18 September 2007

Amougou, Joseph: UNFCCC Focal Point (MINEP), 1 October 2007

Angu-Angu, Kenneth: IUCN Program Manager, 27 September 2007

Asaah, Dr. Ebenezar: Tree Propagation Specialists ICRAF, 28 September 2007

Bene Bene, Lambert Christophe: (WWF Garoua), 15 October 2007

Billong, Jacques: MINEP Provincial Delegate Nord Province, 15 October 2007

Burnley, Gwendoline: Chairwoman of Bimbiam-Bonadikombo Community Forest Association, 9 October 2007

Caen, Sophie de: UNDP RR, 26 September 2007

Dohai, Oumarou: Focal point North Cameroon (MINFOF) for the Lake Chad Basin Commission (CBLT), Maroua, 13 October 2007

Dzissin, Dr. Guillaume: Program Development Officer Birdlife International, 27 September 2007

Ebwekoh, Monya O'Kah: WWF Limbe, 8 October 2007

Ebwelle, Fils LeRoy: UNCCD Focal Point (MINEP), 2 October 2007

Edoa, Gilbert-Didier: Ministry of Finance, General Direction of Budget, 31 October 2007

Elat, Donald: MINFOF Divisional Delegate Fundong, 4 October 2007

Ekoue, Dede: Dep. RR UNDP, 26 September 2007

Esendene, Dr. Blaise: Coordinator POPs projects (MINEP), 12 October 2007

Evoe, Philippe: Chef service provincial des forêts, North West Province – MINFOF, 3 October 2007

Fosi, Mary: Technical Advisor Nr. 1 and CBD Focal Point (MINEP), 1 October 2007

Futshi, Emmanuel: MINEP Provincial Delegation Northwest Province, 3 October 2007

Jiagho, Remy: IUCN, Manager of Pilot Projects in Cameroon for the Lake Chad Basin Commission, Maroua, 13 October 2007

Kaigama, Yaouba: SNV, Senior Governance Advisor, 27 September 2007

Koulagna, Denis: Secrétaire Générale, MINFOF, 25 October 2007

Lemnyuy, William: Charge d'études Cellule de Projet POPs (MINEP), 12 October 2007

Mafanny (Col.), Julie Mbome: MINFOF Conservator Limbe Botanic Garden 8 October 2007

Mimbimi, Parfait: FSC-Cameroon, 25 October 2007

Machia, Abdoulaye: Delegue MINFOF North Province, 15 October 2007

Mbomgblang, Joseph: (DPFOR/NW MINFOF), 3 October 2007

Megevand, Carole: World Bank Former Forestry Specialist, 25 October 2007

Menang-Evouna, Serge: World Bank (Environmental Specialist), 24 September 2007

Minloh, Bekale Marthe Dr. DAG MINFOF, 30 October 2007

Mkouonga, Francois Honoré: World Bank Rural Development Specialist, 24 September 2007

Mpeck, Marie-Laure: SGP National Coordinator, 26 September 2007

Nantchou, Justin: GEF National Operational Focal Point, 22 September – 10 October

Ndokuo, Philip: Birdlife International Bamenda Office, 4 October 2007

Ngandjui, Germain: Ancien Parc manager Campo-Ma'an now WWF, 30th September 2007

Ngomba, Clotilde: World Bank, Senior Natural Resource Economist, 12 October 2007

Ngoun Massouna, Chef service départemental de MINFOF de l'océan, 29 September 2007

Ngwene, Theophilus Nseme: WWF Limbe, 8 October 2007

Nkami, Dr. George: PNDP – SLM Coordinator, 28 September 2007

Noupa, Paul: IUCN, Manager of Pilot Projects in Cameroon for the Lake Chad Basin Commission, 13 October 2007

Nyongwen, Joseph: MINEP Provincial Delegate South West Province, 8 October 2007

Ondoa Enyegue Tobias, Chef de poste forestier et chasse à Akom II, 29th September 2007

Provot, Laurence: Assistante technique MINFOF-DFAP, 17 October 2007

Sala, Aron: MINEP Divisional Delegate, Fundong, 4 October 2007

Seck, Ousmane: World Bank Cluster Leader for Sustainable Development and Task Manager PNDP, 24 September 2007

Sida, Amadee: MINEP Clearing House Mechanism Focal Point, 1 October 2007

Takor, Philip MINFOF Provincial Delegate South West Province, 8 October 2007

Tchamba, Dr. Martin: WWF, Technical Director, 27 September 2007

Tekeu, Jean Claude: MINEP Focal point strategy of chemical African International Management, 12 October 2007

Topa, Giuseppe: Lead Forestry Specialist, World Bank, 24 August and early September 2007

Wadt Zele Fonye: MINEP Provincial Delegate North-west Province, 3 October 2007

Waga Beskreo: Chef technique MINFOF North Province, 15 October 2007

Wagne Tchaponovo Jules: MINFOF-Mungo 7 October 2007

Wassouni, Dr. Director (socioeconomist) MINEP – Gulf of Guinea LME, 1 October 2007

Yantio, M., MINADER: Charge d'études assistance Nr. 2 a la cellule projet et programme, 14 November 2007

Zeh-Nlo, Martin: UNDP Environmental Specialist, 2 and 11 October 2007

F.2 Village Meetings

Efoulan II (29 September 2007): Emvama Nicolas, Ekomo Francklin, Bilo'o Alfred, Okom Zang Delphine, Ntimban Lambert, Eko'o Ze Pierre, Andjembe Paul, Akono Pierre, Nkouye'e Emmanuel, Eboto Helène and Abeng Monique

Akom II: (27 September 2007) Evina Evina Pascal, Mbzo'o Louis, Medjoh Jean Pierre, Elom Daniel, Mengue Paul, Ndi Emile, Boula Pethy Jean, Evina Paul Charlot, Efoua Moise, Angoneman Marlyse, Zili Mvondo Benjamin, Nyangon Maguy, Eko Myriam, Nkono Julien, Obam Charles

Campement Pygmées d'Ebodjè (30 September 2007):

Ebodjè (30 September 2007): Botoko Louis (président d'Ebotour); Nyamaloba Denis (Secrétaire et chef des guides and le chef du village)

Essokié/Afan Essokié (30 September 2007): Mbomeyo Martin, Mfan Pierre Michel, Zua Luc, Obate Akono André Paulin, Bengon Hyacinthe, Mabally Mendo, Verlain Moussa, Mme Ekouma Jeannette, Ndongo Mba, Mba Robert, Ekouma Hubert, Somo Honorine, Mintcha Didier, Otcha'a David, Ndongo Emmanuel, Ango Philippe Flavien, Ndo Estther, Andjembe Moise, Bindom Serge Patrice and Mintsia Raoul

Abuh (4 October 2007): Diangha Emmanuel, Mbeng Ndunga Ndim, Sanih Thaddeus, Rughong Moses, Simon Song, Mbang Gabriel, Simon Tuangeh, Wainkem Pius and Armstrong Tohbi

Oku (5 October 2007): Ngrume Emmanuel, Ngum Evelyne, Mankoh John, Kan Martin, Nkese Wilfred, Ngek Francis, Kinen Wilfred, Nkaimbi Andreas, Kwantah Patrick, Kengoh Francis, Laah John, Nkeng Samson, Ngek Samuel

Vokai (6 October 2007): Lukong, Majoda, Fonyua, Mallam Musa, Ngoran Christopher, Mbulav Anthony, Woiba Adamu, Kenidith Mbulav, Tatah Domnik, Jame Ndzeqha, Musa Nsinami, Coline Nersiy, Mustapher Berinyemy; Bune Ibrahimi; Shufai Ngai, Fai Waikov; Lukong Cyprain, Sahmai Phylip. Dairy and Wonglani Nicqilus

Kola Carrefour (7 October 2007):

Kola autochtone (7 October 2007): HRH Ekambi Ndjocke Benoit and others

Nyassoso (7 October 2007): Ekinde Becky Ndamondo and others

Bakingili (9 October 2007):

Bimbria (9 October 2007): Ejong Njuku Alfred, Peter Maina Mbua, Christopher Gama, Bertha Eposi Malima, Jane Enanga Njuku, Eric Ngwen, Katy Mbimbi, Catherine Mbimbi, Thomson Ekema, Edward Wanjo Njoh, Christina Ngombe and John Ekema Mdumbe

KaiKai/Guirudig (14 October 2007): Hamadon Dai-tchoudo, Hamaon Apendire, Youssouffa Apendire, Hamau Mahamat, Bouba, Abdouraman, Bouhou, Sadon Bouba, Souleyman Youssouffa, Saidon Mahamet, Yaya Oumarn, Hamadon, Abba Barka, Moistafa Nouhou, Bakari Youssouffa, Issa Ousmaila, Youssouffa Haenad, Issa Youssouffa, Hamidon Bouba, Dusmaila Youssouffa, Adamon Youssouffa, Souleyman, Hamadon, Haman, Dieudonne Ezekiel, Abladam David and Douda Apedni

Eheing/Guirudig (14 October 2007): Yougouda, Bouba Ndjidda, Abianha, Youssouffa, Idrissa, Sali, Moussa, Adama, Siddi and Mana

Famak/Maga (14 October 2007): Hassan Mamat and Dimanchi Richard

Madide (14 October 2007): Akolo Oumakou, Adamou Bouba, Akoura Oumakou, Issa Djibibi, Bouba Toukou, Djalibou Tikado, Gardia Haji, Nassouka Saidou, Bakori Hamadou, Gadjama Bouba, Abdouaja, Ahadou Bot-toki, Hakkana Bappa, Aladji Hamaou, Oussoumana, Adouma Joudou, Hassana, Mamini, Biadom, Bello, Halirou, Abdou Bete, Hamadou, Halira, Hamidou, Bouba Adou, Sali, Yaya and Saibou

Tokoubere (15 October 2007): Youssouffa, Ismael, Adamou, Abdou

Goumougou (15 October 2007): Issalne David and others

Uruchirof, (15 October 2007): Bubakari and others

Community meetings in and around Lobéké National Park (May 2008)

Annex G. Workshop Participants

G.1 February 2008 Workshop

Prof Jato Johnson, BDCP
Paul Nia, CRH/IRGM
Dr. Fotso Kamnga, CES/DESC MINEPIA
Justin Nantchou, MINEP OFP
Samson Neckmen, CBSD Cameroon
Lukong Majoela Fonyua, BIHKOV FMI
Catherine Okohko
Flobert Njiokou, University of Yaoundé
Adama Haman, MINEP – UNCCD FP
Samuel Yunkavi, Assoc. of Forest Management
Emmanuel Nchamukong, MINEP
Josy Pemboura, MINEP
Clement Toh, CBCS Birdlife International
Jonathan Barnard, Birdlife International
Bella Manga, MINEP/SG
Alain Tsobeng, ICRAF
Baird Koulboul, MINREST
Foashom Bewoul, IRAD
Luc Podie, MINEE
Ndenoya Possi Desirie, MINEE
Kombi Mohamandon, MINTOUR
Charlotte Fonocho, MINTOUR
Dr. Martin Tchamba, WWF
Olivier Mouahba, MINEP
Serge Evouna Menang, World Bank
Dr. G. Dzissen, CBCS Birdlife
George Nkami, PNDDP
Jean Tchouchen, PRGIE
Alphonse Manfor, MINFOF
Ibrahim Soare, MINFOF

Amadee Sida, MINEP
Narcisse Mbarga, ANAFOR
Prof Veronique Kamgang, University of Yaoundé
Zachee Yetgna, CLEY-CA
Vic Ngwessitchen, Enviro
Marie Laure-Mpeck, UNDP SGP
Debazou Yantio Yantio, MINADER
Dieudonne Nwaga, University of Yaoundé
Jean Abbe, RFC
Georges Mouchassou, MINFOF
Laurent Some, WWF
Delphine Kika, MINEP
Pierre Noumssi, CRTV
Edwin Kindzeka, CRTV
Yousuf Isa, CRTV
Zebrime Mamat, SANDRE
Martin Zeh-Nlo, UNDP
Guy P. Dkamela, CARPE
Ndendsa, EPAB
Bele Youssonga, Living Earth
Pru Galega, NESDA
Bloua Boukonga, Living Earth
Tina Kmana, CRTV
Souly Onhiolo
Dr. Abe Zabbrill, CP/MINEP
Lea Melanie Bihinia, CRTV
Claude Tohana, West-Echo
Dolette Tchakountio, MINEP
Ngaleu, DGB/MINIFI
Joseph Amougou, PF UNFCCC MINEP
Paolo Cerutti, Eval Team

Kai Schmidt Soltau, Eval Team
Lee Alexander Risby, GEF Evaluation Office
Rob D. van den Berg, GEF Evaluation Office

G.2 June 2008 Workshop

Justin Nantchou Ngoko, GEF OFP-MINEP (GEF National Committee)
Wassouni, DCPRN/MINEP (GEF National Committee)
Dieudonné Nwaga, Biotechnology Center University of Yaoundé I
Paul Nia, Centre de Recherche Hydraulique/Institut de Recherche Géologique et Minière
Narcisse Mbarga, ANAFOR/MINFOF
Flobert Njiokou, Ministère Enseignement Supérieur/UYI
Mary Fosi MB., CBD Focal Point-MINEP (GEF National Committee)
Joseph Armathé Amougou, CCC Focal Point-(GEF National Committee)
LeRoy Ebwelle Jr., CCD Focal Point-MINEP (GEF National Committee)
Bernard Foahom, Institut de Recherche Agronomique/MINRESI
Jean Abbe, Réseau de Foresterie Communautaire
Georges Nkami, PNDP-MINEPAT (GEF National Committee)
Ibrahim Soare Njoya/Marfor Tangala, DFAP/MINFOF (GEF National Committee)

Jean Celestin Thouen, Programme Régional de Gestion de l'Information Environnementale
Debazou Yantio, Ministry of Agriculture and Rural Development (GEF National Committee)
Zachée Yetgna, CCEY-CA
Martin Zeh-Nlo, UNDP-Cameroon
Dolette Tchakountio, MINEP
Prudence Galega, NESDA-CAM
Véronique Kamgang K., ENS – University of Yaoundé
Marie Laure Mpeck Nyemeck, GEF SGP/UNDP Translator, MINEP
Roger Fotso, Wildlife Conservation Society
Luc Podie, Ministry of Energy and Water (GEF National Committee)
René Ndonou, CAA/Ministry of Finance (GEF National Committee)
Samson Neckmen, CBSD-Cameroon
Olivière Mouahba, DCP/MINEP (GEF National Committee)
Alim Hamadadi, DAG/MINEP (GEF National Committee)
Gabriel Ebe Eba, Chief of Project Unit/MINEP
Ondoua Serge Herve,
Moussa Seibou, Chief of Cooperation Unit
Sekou Toure, GEF (Moderator)
Rob D. van den Berg, GEF Evaluation Office
Lee Alexander Risby, GEF Evaluation Office

Annex H. Country Response

(English Translation)

Yaoundé, 25 August 2008

From: The Minister, GEF Political Focal Point

To: M. Barbut, CEO and Chair Person of the GEF

Ref. Country Portfolio Evaluation: Cameroon 1992-2007

Dear Ms. Chairperson:

I acknowledge receipt of the final report of the evaluation conducted in Cameroon from October 2007 to June 2008.

As a follow up, on behalf of the Cameroonian Government I would like to express our deep gratitude for having involved our country in this rich experience. In fact, Cameroon was very happy to participate in the evaluation process and to help members of the GEF Council achieve their goals.

We globally agree with the conclusions and recommendations of this report because in general they show the urgent need of a more efficient cooperation between the GEF and Cameroon.

After having received this evaluation report, Cameroon has benefited from important financial investments in all focal areas, which has permitted us to achieve encouraging results that we all know through the assessment carried out by the GEF Evaluation Office. Our efforts must be strengthened not only to capitalize the achievements, but also to address the major issues that affect the global environment today.

When we decided to discuss this report after the national dialogue that we recently organized in Yaoundé with support from the GEF, and where the principal objective was to strengthen the integration and impact of the GEF activities within the national sustainable development policies, our major concern was to obtain a solid base to work from that could give us the lessons about the successes and failures of the past, especially now that we are in a process to identify our national priorities and to develop our national strategy for GEF 4 and GEF5.

In accordance to the implementation plan and as a follow up to the national dialogue, the National GEF Committee and other major stakeholders will meet in the next months to discuss the adoption of the GEF national strategy for 2006-2010 and 2011-2015. It is expected that during this meeting the results of the evaluation will be shared in order to ensure a better country ownership.

In spite of the constant support of the GEF, we are aware that the future will not be completely easy given the obstacles that the RAF puts in the way of our efforts: in spite of the capacity acquired, resource mobilization still is a true challenge. In addition, probably because of the constraints of the RAF, the GEF Executing Agencies and the international Non Governmental Organizations are now shy in their cooperation with the countries, most notably when they are requested for their technical support to develop a project that has not been their initiative.

All of the above, in addition to other problems such as the institutional conflicts, insufficient capacities to identify and propose relevant projects; the rigidity of the eligibility criteria of the GEF, and others contribute to seriously compromise the access of our country to the RAF finances.

But if because of these problems, we were not capable of taking advantage of the many enriching results that the evaluation process has permitted to obtain, that would be even more terrible for the global environment.

Cameroon is fully prepared, as in the past, to work closely with the GEF for the implementation of the conclusions and recommendations of the evaluation report. We intend to actively participate in future programs of financing for forest ecosystems of the Congo Basin, which for us constitutes an initiative to be encouraged.

With my most sincere regards and highest consideration.

Hele Pierre

GEF Evaluation Office Publications

Number	Title	Year
Evaluation Reports		
45	GEF Country Portfolio Evaluation: Cameroon (1992–2007)	2009
44	GEF Annual Country Portfolio Evaluation Report 2008	2008
43	GEF Country Portfolio Evaluation: South Africa (1994–2007)	2008
42	GEF Country Portfolio Evaluation: Madagascar (1994–2007)	2008
41	GEF Country Portfolio Evaluation: Benin (1991–2007)	2008
40	GEF Annual Performance Report 2007	2008
39	Joint Evaluation of the GEF Small Grants Programme	2008
38	GEF Annual Performance Report 2006	2008
37	GEF Country Portfolio Evaluation: Samoa (1992–2007)	2008
36	GEF Country Portfolio Evaluation: The Philippines (1992–2007)	2008
35	Evaluation of the Experience of Executing Agencies under Expanded Opportunities in the GEF	2007
34	Evaluation of Incremental Cost Assessment	2007
33	Joint Evaluation of the GEF Activity Cycle and Modalities	2007
32	GEF Country Portfolio Evaluation: Costa Rica (1992–2005)	2007
31	GEF Annual Performance Report 2005	2006
30	The Role of Local Benefits in Global Environmental Programs	2006
29	GEF Annual Performance Report 2004	2005
28	Evaluation of GEF Support for Biosafety	2006
	Third Overall Performance Study	2005
	GEF Integrated Ecosystem Management Program Study	2005
	Biodiversity Program Study	2004
	Climate Change Program Study	2004
	International Waters Program Study	2004
Evaluation Documents		
ED-3	Guidelines for GEF Agencies in Conducting Terminal Evaluations	2008
ED-2	GEF Evaluation Office Ethical Guidelines	2008
ED-1	The GEF Evaluation and Monitoring Policy	2006



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