



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

Appraisal Stage | Date Prepared/Updated: 08-Mar-2018 | Report No: PIDISDSA24154



**BASIC INFORMATION**

**A. Basic Project Data**

Country Cameroon	Project ID P164803	Project Name Community Development Program Support Project Response to Forced Displacement	Parent Project ID (if any) P144637
Parent Project Name Community Development Program Support Project-Phase III	Region AFRICA	Estimated Appraisal Date 19-Feb-2018	Estimated Board Date 03-Apr-2018
Practice Area (Lead) Social, Urban, Rural and Resilience Global Practice	Financing Instrument Investment Project Financing	Borrower(s) REPUBLIC OF CAMEROON	Implementing Agency Republic of Cameroon

Proposed Development Objective(s) Parent

The development objective of phase 3 (PNDP III) is to strengthen local public finance management and participatory development processes in communes for the delivery of quality and sustainable social and economic infrastructure.

Components

- Component A: Local development support
- Component B: Support to the decentralization process
- Component C: Coordination, management, monitoring and evaluation and communication

Financing (in US\$, millions)

**SUMMARY**

<b>Total Project Cost</b>	48.00
<b>Total Financing</b>	48.00
<b>Financing Gap</b>	0.00

**DETAILS**

<b>Total World Bank Group Financing</b>	48.00
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World Bank Lending	48.00
Environmental Assessment Category	
Partial Assessment (B)	
Decision	
The review did authorize the preparation to continue	

## B. Introduction and Context

### *Parent project Background*

1. **The parent project - the Cameroon Community Development Program Support Project-Phase III (CDPSP III - P144637) - has successfully implemented the Community-Driven approach to local development and supported the decentralization process.** The Project Development Objective (PDO) of the CDPSP III is to strengthen local public finance management and participatory development processes in communes for the delivery of quality and sustainable social and economic infrastructure. The parent project has three components:
  - a) **Component A: Local development support (Original financing: US\$46.77 million IDA):** The component aimed at supporting Communes in using a participatory approach to Development Planning and providing Grants to finance sub-projects. Since effectiveness on April 1, 2016, 99 communes have completed their Communal Development Plans (CDPs) and 72 others have started the process. Up to January 2018, out of the 800 sub-projects identified, 357 were completed and 129 are ongoing.
    - i. The sub-component A.1 supports the implementation of a program of activities to support local development, through the provision of grants to finance: (i) the preparation of Communal Development Plans (CDPs) through a participatory approach; (ii) CDPs-related activities (e.g. the preparation of Annual Investment Plan (*Plan d'Investissement Annuel*, PIA) and citizens monitoring mechanisms); and (iii) sub-projects. The CDPSP III also piloted in 2017 a performance-based financing of communes (*Guichet Performance*) to foster good governance and transparency in the management of communes. Through the annual assessment of the *Guichet Performance* completed with the Communes according to a list of objective criteria, the best communes in each region benefit from an allocation of FCFA50 million to finance sub-projects, in addition to their original allocation.
    - ii. The sub-component A.2 aimed at supporting the communes from the most vulnerable regions where poverty rates are the highest – Adamawa, East, North and Far North – with a larger allocation to finance sub-projects and waiving the conditionality of co-financing from the community.
  - b) **Component B: Support of the decentralization process (Original financing: US\$14.02 million IDA):** this component seeks to facilitate the sustainability of the CDPSP's benefits and strengthen the capacity of institutions that support the decentralization process.



- i. The sub-component B.1 provides institutional support to the institutions responsible for the decentralization process through technical assistance, studies, legal framework dissemination, and study tours. The main results so far are: (i) the definition of procedures with MINEPAT to ensure CDPs are taken into account into the annual planning process of investment budget; (ii) the ongoing upgrade of the comprehensive Communes database (Pro\_ADP) to a desktop, web and mobile-based database and the definition of procedures to update the database by Communes and deconcentrated services; (iii) two ongoing studies on the institutionalization of the tools and mechanisms developed through CDPSP phases so far; (iv) ongoing study on an Operation & Maintenance manual for Communes; and (v) the revision of the CDPs elaboration Manual to include different approaches adapted to emerging needs (urban environment; land-use planning; inclusion of displaced communities; rapid appraisal).
    - ii. The sub-component B.2 supports capacity building activities of communes and stakeholders involved in the decentralization process, including on citizen engagement, environment, public finance management from planning to budgeting, procurement and monitoring, operations and maintenance of infrastructures. So far, 782 beneficiaries have benefited from training provided by the project.
    - iii. The sub-component B.3 aims at strengthening the public finance management of Communes, by scaling-up the implementation of the financial management information system SIM\_BA in all communes, strengthening the capacity of the authorities to control Communes' financial management (Audit Bench, MINFI, MINATD), and mainstreaming budget transparency and accountability. So far, all the 360 communes have installed SIM\_BA and the software is being translated in English to facilitate mainstreaming in the two Anglophone regions. All communes with the software as well as the regional services of the Treasury have been trained every quarter. A Commune-led single window to speed up the lengthy payment process of contractors is being piloted in districts in some regions. Finally, the simplified budget template is being finalized and adapted to simplify its production using SIM\_BA.
  - c) **Component C: Coordination, management, monitoring and evaluation and communication (Original financing: US\$9.21 million IDA):** this component aims at providing the human and financial resources needed to implement the project. The PIU is fully staffed and operational at national and regional levels. The communication strategy has been finalized and is being implemented. The Call Center to manage Grievances has been launched in June 2017.
2. **Since effectiveness (April 2016), the project is rated Satisfactory** for both implementation and progress towards the PDO. The disbursement rate stands at 50.6% as of February 07, 2018 (US\$35.42 million out of a total of US\$70 million). As PDO and selected intermediate results-indicators show (see table 1), progress towards meeting the development objectives of the CDPSP-III is satisfactory. Of the six PDO-level indicators, one has already surpassed end-of-project targets, two show progress, one is not yet relevant, two have no actual value yet, as data will be collected during the Mid-Term Review. Regarding the intermediate indicators (see annex 3), four have surpassed end-of project targets, three have reached their targets and nine are on track and should reached their target by the closure of the project.



**Table 1: Summary of PDO-level Indicators for the CDPSP III**

Indicator	Baseline 2015	Latest Actual 30-Nov-2017	End Target 30-Nov-2019
<i>PDO Indicators</i>			
Share of decentralized Public Investment Budget projects derived from Local Development Plans	0%	60.50%	50%
Share of local councils whose financial accounts are submitted to the Audit Bench ( <i>Chambre des Comptes</i> )	0%	8.26%	50%
Sub-projects or investments for which arrangements for community engagement in post-project sustainability and/or operations and maintenance are established	0%	79.19%	100%
Eligible 31 new communes that have prepared CDPs of a quality acceptable to the association	0	Those CDPs are underway but not completed yet.	31
Beneficiaries that feel project investments reflected their needs (gender-specific)	0% (male: 0% female: 0%)	Survey will be done for the MTR	80% (male: 80% female: 20%)
Direct project beneficiaries (females)	0 (female: 0%)	392,320 (female: 20%)	1,300,000 (female: 50%)

**Refugee crisis**

3. **The sub-regional crises linked to Boko Haram and the conflict in CAR, as well as vulnerabilities stemming from external shocks,**<sup>1</sup> has had direct and severe consequences on the Far North, the North, Adamawa and the East, particularly in cross-border areas.<sup>2</sup> With about 341,000 refugees and asylum-seekers,<sup>3</sup> refugees account for over two percent of the population. Hosting regions account for 66 percent of the poor households in the country, even though they are home to only 38 percent of Cameroon’s population. Forced displacements<sup>4</sup> have greatly increased humanitarian needs, exacerbated poverty levels and put significant pressure on social, economic and governance

<sup>1</sup> Vulnerability to food insecurity, malnutrition and epidemics is exacerbated by the deterioration of the economic landscape, recurring floods and droughts and by the lack of access to adequate basic social services.

<sup>2</sup> The bordering regions of Nigeria in the Far North (Mayo Sava, Mayo Tsanaga, Logone-Chari districts) and the Central African Republic in the East (Lom-Jerem, Kadei and Bouma-Ngoko districts) and Adamaoua (Mbéré and Vina districts) and North (Mayo Rey district) are more directly and more severely affected by the crises. In these areas, physical destruction (Far North), lack of pre-crisis administrative and social services, high flows of displaced populations, and growing insecurity—including serious security incidents, and an increase in crime—makes the lives of local and displaced people particularly difficult.

<sup>3</sup> As of end November 2017. Source: UNHCR

<sup>4</sup> See the Recovery and Peacebuilding Assessment



structures that are already overstretched, and on natural resources. The increased fragility, insecurity and violence in the border countries and northern regions have resulted in the loss of livestock, interruption of agricultural activities, trade decreases, and closed markets, roads and borders.

4. **About 247,000 refugees from CAR live along the eastern border** (the majority of them in the East region and the rest of them in the Adamawa and North regions). CAR refugees live mostly integrated in Cameroonian villages and sometimes in households headed by Cameroonians. CAR refugees represent 5 percent of the total population in Adamawa and 18 percent in the East region. In some cases, refugees represent more than half of the overall population of the most affected municipalities; in Kenzou, for example, refugees account for 70% of the overall population. Post-2013 arrivals of refugees, who mostly live in dedicated refugee sites, have upset prior host-refugee relationships that were largely positive, and have led to some conflicts over resources and land use. Overall, 31% of CAR refugees live in one of the seven dedicated refugee sites, while 69% live in villages. Aid often primarily directed to refugees is also starting to cause resentment among host communities who do not benefit from as much attention from the humanitarian community; however, despite all humanitarian efforts directed towards refugees, the majority of them remains fully dependent on aid and live in extreme poverty.<sup>5</sup> The situation may become particularly problem, due to the gradual reduction of humanitarian assistance. For example, the World Food Programme (WFP) had to reduce the number of people receiving monthly food rations by 50% between 2017 and 2018.
5. **The Far North** hosts about 90,000 Nigerian refugees and 241,000 internally displaced people (IDPs). Refugees fled Boko Haram attacks, and most have been in exile for three to four years. Approximately one-fourth of these refugees have experienced multiple displacements. The majority of Nigerian refugees (some 62,500 as of 31 January 2018) live in Minawao camp, while some 25,000 to 30,000 refugees live side-by-side with IDPs and host populations in villages. While all refugees at Minawao camp are individually registered with biometrics and provided with refugee-ID-cards by UNHCR, out-of-camp refugees are yet to receive refugee cards to facilitate their identification and protection. As for the host population, as well as IDPs, many lack birth certificates and identification documents, which increases their vulnerability. Inflows of refugees and IDPs, continued insecurity, violent attacks and cross-border traffic restrictions have destabilized the economy of a region that was already very poor, under-serviced, and largely dependent on trade with Nigeria.
6. **The number of refugees in the North** being lower than in other regions, the impact there is mostly on economic and commercial activities (less commercial trade, price volatility, fewer investments,

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<sup>5</sup> According to a Food Security and Poverty Vulnerability Analysis of CAR refugees in Cameroon, conducted by the American University of Beirut in collaboration with UNHCR and WFP, poverty is alarmingly widespread amongst the CAR refugee population, with the vast majority living far below the extreme poverty line. Based on the Republic of Cameroon's national poverty lines, 98.5% of CAR refugees fall below the poverty line (XAF 22,500 per person per month) and 97.7% fall under the extreme poverty line (XAF 17,962 per person per month). This is equally true for the old (arrival between 2004 and 2006) and new caseload (arrival between 2013 and 2017). Even when applying the Minimum Food Basket (MEB), as determined by WFP, which established that a person needs a minimum of XAF 8,800 per month to reach minimum food requirements of 2,100 kcal per day, 70.1% of the total CAR refugee population does not have sufficient means to consume sufficient levels of food even with current levels of assistance provided.



less tourism). The number of communities<sup>6</sup> hosting refugees and in need of humanitarian assistance reached 18,443, as of November 2017.<sup>7</sup>

7. **The situation is particularly worrisome for women and girls.** Entrenched patriarchal norms dictate that girls and women in these communities are married early,<sup>8</sup> have limited access to land and are prohibited from inheriting after the death of their husband. Gender-Based Violence (GBV), including sexual violence,<sup>9</sup> against women is widespread, including rape, sexual exploitation, physical assault, and domestic violence. Moreover, prostitution becomes a negative coping mechanism and is used in a context of limited access to livelihoods for refugees and reduced levels of assistance. The Demographic and Health Survey (DHS 2011) finds that 55% of women over 15 years of age have experienced physical violence, mostly by their current or recent partner, but also by biological and step-parents or siblings. Twenty percent of sexually active women have been forced into their 'first time,' especially those under the age of 15 (30%). Among ever-married women, 60% have suffered physical, sexual or emotional violence at the hands of their current or former husband. Women are particularly vulnerable to sexual violence when collecting firewood, drawing water, using latrines at night, and moving outside their camps. Harmful traditional practices, including breast ironing and female genital mutilation or cutting (FGM/C), is prevalent in Cameroon (1 percent of girls and women age 15-49 years who have undergone FGM/C, 2004-2015),<sup>10</sup> and in female refugees from Nigeria (25 percent), and CAR (24.2 percent).<sup>11</sup> While FGM/C was criminalized in Cameroon in 2016, concrete measures have not been implemented to enforce this law, which reduces the likelihood that these practices will stop, particularly in refugee communities.
8. **The presence and influx of refugees have led to additional needs.** The Far North, North, Adamawa and East—all hosting refugees—represent about 41.3% of Cameroon's population (about 9.1 million people). As a result of the annual joint inter-agency planning led by OCHA and UNHCR, financing requirements to support the influx of CAR and Nigerian refugees have been estimated at US\$176.3 million in 2016 and US\$198 million in 2017. Overall, humanitarian priority needs, including those of IDPs and vulnerable host populations, amounted to US\$310 million in 2017 and are estimated to reach US\$305 million in 2018.<sup>12</sup> The financing gap reached 81%. The International Monetary Fund (IMF) has calculated the budgetary impact of the conflict due to Boko Haram (including security

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<sup>6</sup> A host community in the context of World Bank-led development programs is a community where the socio-economic environment has been transformed, positively and/or negatively, by an inflow of refugees. This is because the development response to forced displacement aims to help host communities pursue their development efforts within such transformed environments. For practical purposes of identification and delineation, the host community can be defined as the administrative level where refugees are located. In the context of Cameroon, such administrative levels refer to the commune level. Such a community will be considered "affected" if its socio-economic environment has been substantively affected by an inflow of refugees.

<sup>7</sup> HCR, November 2017 and RPBA.

<sup>8</sup> The legal age of marriage for girls in Cameroon is 15 years, versus 18 years for boys, and in the Adamawa and Far North regions, girls are married between 8 and 9 years. UNHCR. Cameroon: information on forced or arranged marriage. Source: <http://www.refworld.org/docid/3f51ec864.html>. Accessed: 11/28/2017

<sup>9</sup> Gender-based violence (GBV) refers to physical, sexual, emotional and psychological abuse, and financial control by a person (or a group of people) that cause harm to another person.

<sup>10</sup> OHCHR. Committee on the rights of the child examines the report of Cameroon. Source: <http://www.ohchr.org/EN/NewsEvents/Pages/DisplayNews.aspx?NewsID=21675&LangID=E> Accessed: 11/28/2017

<sup>11</sup> Percentage represents the prevalence of girls and women age 15-49 years who have undergone FGM/C, between 2004-2015

<sup>12</sup> See Humanitarian Response Plans for Cameroon (2016 and 2017): <https://www.humanitarianresponse.info/operations/cameroon>





expenditures) at around 1-2 per cent of gross domestic product (GDP) in 2015—in other words, between US\$325 and US\$650 million.<sup>13</sup> The Government of Cameroon has estimated the financing impact of the destruction of goods, houses (40,000 homes destroyed), schools, markets, roads and health centers at FCFA40 billions. However, the share of the investment budget allocated to these regions never reached 10% of the total budget between 2013-2016.

9. **Additional stress on services and resources as a consequence of forced displacements could:** (i) intensify tensions between communities; and (ii) fuel social discontent against the central government, especially since humanitarian aid is progressively withdrawing. The current volatile and unstable situation in CAR and Nigeria doesn't seem to allow for any potential return of refugees in the near future. Violence in the context of poverty and social discontent about perceived Government ineffectiveness and corruption, and a lack of economic opportunities constitute serious concerns for the Government.
10. **The Government of Cameroon is committed to respond to the crises.** The GoC has deployed the army on the Far North border and has been working closely with neighboring countries to counter Boko Haram violence. The GoC has also received a large number of refugees and facilitated the intervention of humanitarian actors in most of the affected areas. The Government has adopted an emergency plan to respond to the impact of the crises and improve the development of the four lagging regions. Sectoral strategies identify the Far North, North and Adamawa as priority intervention areas. An inter-ministerial *ad hoc* committee to manage the refugee emergency in Cameroon was created by Presidential Order 269 on March 13, 2014. The August 11, 2017 Letter of Development Policy (LDP) noted the policy commitment of the Government towards refugees in Cameroon and articulated a strategic approach to move towards long-term solutions that benefit refugees and host communities.
11. **On balance, the Government has maintained a relatively laissez-faire attitude toward refugees.** Among national and local authorities, there is a commitment to the acceptance of refugees, but also concerns around tensions with hosting communities and security risks associated with the presence of refugees, especially in the Far North region, where, due to the asymmetric nature of the conflict, authorities fear the infiltration of potentially radicalized individuals among the refugee population. While the approach towards CAR refugees in the East has been relatively welcoming, the attitude towards Nigerian refugees in the Far North has been influenced by the tactics of the Boko Haram insurgency, which includes indiscriminate attacks on civilians and armed forces, suicide bombings and raids on villages on Cameroonian territory. The Government relies on external partners, including UNHCR, to manage the situation and provide assistance to refugees. This largely reflects the lack of fiscal resources and the limited administrative and technical capacity available in remote border regions. Nevertheless, the Government collaborates closely with humanitarian partners and has opted to receive over 70% of refugees in the eastern regions—in local villages instead of dedicated camps. In collaboration with the CDPSP, and consistent with the CDPs, a dedicated joint support plan for CAR refugee-hosting municipalities is currently being developed to strengthen the access of both host and refugee populations to basic social services and livelihoods in the concerned areas. In addition, the Government is strongly committed to the ongoing Recovery and Peacebuilding Assessment (RPBA) process, which has a dedicated pillar: i.e. “security, forced

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<sup>13</sup> <https://www.crisisgroup.org/africa/central-africa/cameroon/b133-extreme-nord-du-cameroun-le-casse-tete-de-la-reconstruction-en-periode-de-conflit>





displacement and protection.” Finally, the LDP clearly outlines the engagement of the Government of Cameroon to improve the living conditions of displaced persons and refugees.<sup>14</sup>

12. **Development partners provide significant support to the Government of Cameroon by aligning their programs to the government’s strategy.** Part of this commitment is through budget support and multi-annual cooperation programs. Recognizing the impact of the sub-regional crisis and pre-existing structural weakness in the Far North, North, Adamawa and the East, partners have stepped up their support to interventions targeting these four regions. This includes the 2018-2020 United Nations Development Assistance Framework and several cooperation agreements between the European Union, World Bank and the Government. Bilateral partners, such as the French Development Agency (Afd), *Gesellschaft für Internationale Zusammenarbeit* (GIZ), the European Commission, and the African Development Bank also work closely with the Government to implement its development programs. Humanitarian actors are also strongly involved. The United Nations has adopted the Humanitarian Response Plan (2017-2020), which targets 1.2 million people, about 41% of the 2.9 million people in need. UNHCR has developed a Multi-Year and Multi-Partner Protection Strategy (MYMP), which has been endorsed by the Government, to reinforce the protection of refugees and strengthen their socio-economic inclusion (2018-2020).

**Box: Stakeholders agreements for long-term solutions that benefit refugees and host communities**

Agreement 1: MINEPAT, EU, UN and WB (July 2016)

The Recovery and Peace Building Assessment (2018-2022), targeting the four regions, was launched in 2017. It (i) assessed the economic, social and physical impact of the conflict in the Far North region; (ii) identified immediate and medium-term recovery and peace-building requirements; (iii) laid the foundations for elaboration of a longer-term recovery and peace-building strategy; and (iv) aimed at strengthening the link between humanitarian, development and peace-building.

Agreement 2: Ministry of Health and UNHCR (August, 2016)

UNHCR committed to financing 70 percent of fees for health services in public health facilities for CAR and Nigerian refugees in the Far North, North, Adamawa, and East regions for 2018-2020.<sup>15</sup> The convention is valid for 2 years, (renewable), with an estimated allocation of US\$19 million for 2018-2020.<sup>16</sup>

Agreement 3: UNHCR, Government of Cameroon and Government of Nigeria (March, 2017)

<sup>14</sup> Cameroon is a party to most major international agreements relevant to refugees. These include the 1951 Convention and the 1967 Protocol relating to the Status of Refugees and the 1969 OAU Convention Governing the Specific Aspects of Refugee Problems in Africa. The status and treatment of refugees in Cameroon is governed by Law No. 2005/006 of July 2005 and implementing Decree No. 2011/389 of November 2011. Under these statutes, registered refugees and IDPs can access health and education services without paying significant fees. Documentation, however, remains a critical issue.

<sup>15</sup> Convention Cadre entre Le Ministère de la Santé Publique et Le Haut-commissariat des Nations Unies pour les Réfugiés au Cameroun (2016). Accessed: Jan 20, 2018, Source:

[https://www.humanitarianresponse.info/system/files/documents/files/convention\\_hcr\\_minsante.pdf](https://www.humanitarianresponse.info/system/files/documents/files/convention_hcr_minsante.pdf)

<sup>16</sup> Republic of Cameroon, Development Policy Letter; 14 August 2017.



Tripartite agreement for the Voluntary Repatriation of Nigerian refugees living in Cameroon. A Tripartite Commission was established to oversee the implementation phase of the agreement, and ensure that practical modalities are developed to carry out the terms of the agreement.<sup>17</sup>

Agreement 4: MINEPAT, UNHCR (October, 2016) and WB (from June, 2018)

The objective of this agreement is to improve the living conditions of the populations in the East, North and Adamawa regions that host Refugees from CAR. Under this agreement, the following activities are included: (i) elaborate a support plan for communes that host refugees and mobilize funds for its implementation; (ii) facilitate inclusion of the needs of refugees and hosting populations in plans and budgets of the Government and DPs; and (iii) coordinate socioeconomic interventions related to improving the living conditions of refugees and host populations. A Steering Committee and a Technical Secretariat were established. Functioning of the Technical Secretariat is financed by UNHCR until June 2018 and by additional financing of the four AF projects from June 2018 onwards. Additional financing of the CDPSP Project will also support the implementation of the Commune Support Plan, provided that it is consistent with the CDPs, according to CDPSP's operating mode.

Agreement 5: Letter of Development Policy (August 11, 2017)

The Letter of Development Policy (LDP) on the support program for refugees and their host communities is the Cameroonian Government's statement of commitment to displaced persons and refugees, outlining the measures that have been implemented to improve their living conditions.

### ***Rationale for Additional Financing***

13. **Cameroon meets the eligibility criteria for the IDA18 Refugee Sub Window (RSW):**<sup>18</sup> (i) at the end of 2016, Cameroon was host to 375,415 refugees;<sup>19</sup> (ii) the World Bank, in consultation with UNHCR, has determined that Cameroon adheres to a framework for the protection of refugees that is adequate for the purpose of the IDA 18 RSW;<sup>20</sup> and (iii) the Government of Cameroon plans to design a strategy for identifying long-term solutions to challenges facing refugees and host communities.

14. **The AF seeks to support local development and participatory development processes in communes hosting refugees in order to improve access to quality and sustainable socio-economic infrastructure and services.** It will also contribute to reducing GBV, including sexual violence. The project will target communes in the Far North, North, Adamawa and Eastern regions that are

<sup>17</sup> Source: Relief web (2017). Tripartite Agreement for the voluntary repatriation of Nigerian refugees living between the Government of the Republic of Cameroon, the Government of the Federal Republic of Nigeria AND THE UN High Commissioner for Refugees, 2 March 2017. Accessed: January 20, 2018. <https://reliefweb.int/report/cameroon/tripartite-agreement-voluntary-repatriation-nigerian-refugees-living-cameroon>

<sup>18</sup> A country is eligible if: (i) the number of UNHCR-registered refugees, including persons in refugees-like situations, it hosts is at least 25,000 or 0.1 percent of the country population; (ii) the country adheres to an adequate framework for the protection of refugees; (iii) the country has an action plan, strategy, or similar document that describes concrete steps, including possible policy reforms that the country will undertake towards long-term solutions that benefit refugees and host communities, consistent with the overall purpose of the sub-window.

<sup>19</sup> UNHCR. 2016. Global Trends: Forced Displacement in 2016.

<sup>20</sup> The adequacy is determined based on adherence to international or regional instruments such as the 1951 Refugee Convention or its 1967 Protocol, or the adoption of national policies and/or practices consistent with international refugee protection standards.



affected by the influx of refugees. The CDPSP has already implemented a successful community-driven development approach, including: needs-identification; preparation of local development plans; and implementation of local projects nation-wide, including in the Adamawa, East, and Far North regions. In October 2016, the Ministry of Economy, Planning and Regional Development (MINEPAT) signed a convention with UNHCR to extend these participatory mechanisms to make them more inclusive of displaced populations. Under this AF, and based on its experience working in communes hosting refugees, the CDPSP III will contribute to: (i) enhancing both service-delivery and social cohesion in refugee-hosting areas through community-driven development activities; (ii) reinforcing capacity of local governments in accountable frontline service-delivery for both displaced and host communities; and (iii) strengthening the capacity and role of local government in facilitating land planning and management through an inclusive approach.

15. **The proposed AF is fully consistent with the original PDO.** There are no outstanding or unresolved safeguards in the Project. The additional investments would not require any changes to the environmental category B of the Project, nor would they trigger any new safeguard policies.
16. **The proposed investment is aligned with the new Country Partnership Framework (FY17-FY21) of Cameroon,** and the government's strategy to improve the living conditions of refugees, IDPs and host populations.
17. **The Bank is adopting an integrated approach for the four projects targeting refugees and host communities.** Three Additional Financings (Social Safety Net – P164830; CDPSP III – P164803; and HSRSP – P164954) and the Education project (ERSP – P160926) benefit from the RSW financing and aim to support refugees and host communities.
18. **Activities from the IDA18-RSW-funded projects will be integrated to enhance the impact on refugee populations and host communities.** Integrated approaches implemented in a coordinated and multi-sectorial fashion are more effective than interventions that work in isolation. Proposed activities largely complement each other and will be implemented in parallel and coordinated. The implementation of a harmonized approach will provide an integrated package of services to host communities. This would include: (i) aligning human development interventions with local planning processes (CDPs) supported by the CDPSP; (ii) promoting synergies between the construction of basic infrastructure under the CDPSP and cash for work under the social safety nets project; (iii) using community workers across all projects to provide human development, psycho-social and social cohesion services. For example, as part of the integrated approach, under the education, health, SSNP and CDPSP projects, teachers (education), community health workers (health) and community workers (SSNP and CDPSP) will be trained and sensitized about GBV, including sexual violence, mental health, psycho-social problems, as well as early warning signs (eg. signs of psychological distress etc.)--for implementation at the community level. A confidential, coordinated referral mechanism will be established for referral to community level support mechanisms or health specialists at the health facility as appropriate.<sup>21</sup>
19. **Also, integrated coordination of the projects' stakeholders, at local and national levels, will ensure synergies of responses.** The three projects (Social Safety Net, Health and CDPSP III) will harmonize their methodologies to better implement activities targeting communities and at the

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<sup>21</sup> Mental Health and Psychosocial Support in Humanitarian Emergencies (MHPSS) (2017). Source: <https://interagencystandingcommittee.org/mental-health-and-psychosocial-support-emergency-settings/content/inter-agency-referral-guidance>



commune level in order to ensure synergies, information sharing, coordination and collaboration, and avoid duplication and fragmentation. At the commune level, the objective will be to integrate all sectoral communal committees (health, education and social protection) into one overall committee. This will be achieved through the CDPSP-III supported Municipal Councils Extended to Sectors (COMES), which monitor CDPs' elaboration and implementation. At the village level, the village development committees (*Comités de Concertation*) that were institutionalized by CDPSP over the last decade will integrate the village committees set up by the other three projects. Refugees will be represented in the villages' committees. At the regional level, regular coordination meetings will be held between the project implementation units, local authorities, humanitarian actors and UNHCR. At the national level, the respective project implementation units will *de facto* collaborate and coordinate, as they will consolidate M&E reporting on RSW-financed activities and regularly report to an *ad hoc* inter-ministerial Committee comprising MINEPAT, MINATD, the Ministry of Health (MINSANTE), the Ministry of Basic Education (MINEDUB),<sup>22</sup> the World Bank and UNHCR on refugee-related activities, in addition to reporting to their respective project's Steering Committees.

20. **The coordinated projects will provide two entry points for policy dialogue:** (i) establishing an integrated approach to the medium-term socio-economic aspects of forced displacement in order to bridge fragmentation across government entities and enhance government coordination with humanitarian and development actors. Over time, the objective is for the Government to build capacity to lead the development response to forced displacement crises by factoring forcibly displaced populations systematically into national planning and resource allocation processes and to prepare for possible future shocks. Furthermore, (ii) the integrated approach will focus on lagging regions. To this end, the WBG will support a review of allocation of government resources according to vulnerability criteria, across all affected populations. This effort is part of the broader WBG policy-dialogue on decentralization and public financial management. For CAR refugees in the East, Adamawa and North regions, the objective is to manage a gradual transition from humanitarian assistance to a government-led development approach, inclusive of both displaced persons and host communities. For Nigerian refugees in the Far North, where the security situation remains fluid, the focus is on restoring conditions for a medium-term intervention. Flexibility will be key to allow for needed adjustments as refugee situations evolve.
21. The described approach will allow for quick implementation to address pressing needs and will also empower and strengthen the relevant sector agencies in addressing forced displacement under a common framework. The proposed integrated approach leverages additional financing of existing operations to help significantly reduce the time-lag between preparation and implementation, which tends to be long in Cameroon (12-18 months). Moreover, a dedicated senior staff, already based in Yaoundé—in addition to the respective TTLs and technical teams—will ensure the effective implementation and coordination of the proposed program, as well as synergies between the four projects that will benefit from RSW financing.

### Box Overview of Integrated Approach

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<sup>22</sup> The four projects included in the integrated approach will be represented by their respective line ministries.



The Bank is supporting an integrated approach to address key challenges facing refugees and host communities, building on the work of ongoing projects (CDPSP, Social Safety Nets, and HSRSP) and complementing projects in the pipeline (ERSP).

Key features of the integrated approach include:

- Adopting common targeting mechanisms (same communes and harmonized vulnerability criteria);
- Integrating interventions across four projects (as related to refugees and host communities);
- Using consolidated reporting for the four projects on refugee-related activities;
- Aligning human development interventions with local planning processes (Community Development Plans) supported by the CDPSP;
- Promoting synergies between the construction of basic infrastructure under the CDPSP and interventions under ERSP, Social Safety Nets, and HSRSP;
- Using community workers across all projects to provide human development, psycho-social, and social cohesion services;
- Using common grievance mechanisms; and
- Developing a single beneficiary database using existing national, UNHCR and project-level data.

Concrete examples of the integrated approach:

The integrated approach proposed in the Project Paper will promote synergies between CDPSP and HD projects (education and health). Therefore, if CDPSP is supporting infrastructure investments in the education sector for example, this will be done in collaboration with the Education project (that also benefits from additional financing under the IDA 18 refugee sub-window) that will focus more on the provision of qualified service providers, thus improving the quality of service delivery. The same approach will be used with regards to health services.

The four projects will be integrated at different levels:

- Central level: the existing coordination mechanism established under the Partnership Agreement between the Government of Cameroon and UNHCR will be used and reinforced;
- Project management level: the PIUs will coordinate at national and regional levels, through an overlapping M&E framework, local coordination mechanisms and reporting to a Refugee-specific Steering Committee;
- Community level: all existing sectoral communal committees (CDPSP, ERSP and SSNP) will be integrated into one overall committee at the communal level. Community health worker representatives and members of the district health committee will participate in coordination meetings organized at the commune level.

Building on the Recovery and Peacebuilding Assessment process, efforts will be made to engage with additional actors, including the UN Resident Humanitarian Coordinator, UN agencies, international humanitarian organizations, key bilateral partners, the private sector, and NGOs.

### ***Rationale for Restructuring***

22. **The Additional financing is also the opportunity to clearly integrate innovative pilots into the Project.** First, the performance-based financing of communes was not planned in the original Project document, but was piloted in 2017 with the original financing from component A to test the feasibility, the interest of stakeholders, and the potential effect. The pilot was successful in several ways: (i) nearly all mayors participated in the exercise; (ii) the results of the assessment and the reward system had the intended effects of emulation between mayors; (iii) MINEPAT and MINATD



found the process particularly useful; and (iv) the published results also nurtured the accountability process between constituencies and mayors, as well as between mayors and the State (i.e. MINATD). Given this success, it has been decided to repeat the process in subsequent years. Second, the database on Communes' socio-economic data and infrastructures (Pro\_ADAP) developed by CDPSP under phase II and scaled-up under phase III, was initially developed for the Project's M&E purpose and not mentioned as an activity in the Project document. However, given the potential of such a tool, it was decided to gradually transfer the tool to the State. Indeed, Pro-ADAP improves the monitoring of integrated investments under the CDPs and sectoral plans to respond to the identified needs and it has become a tool for integrated and territorial planning, which will be beneficial for the AF. This activity would appear as a new activity in component B, but at no additional cost. Moreover, two studies are ongoing and a committee has been set up to explore options on how to institutionalize the CDPSP. Therefore, CDPSP extension will provide an opportunity to deepen the policy and technical dialogue with the government regarding CDPSP institutionalization (as this was the initial goal of the third phase of the CDPSP) and the progressive roll-out of the decentralization reform. CDPSP will also continue activities implemented under CDPSP II, aimed at supporting communes on civil registration.

23. **Also, the closing date needs to be extended from November 30, 2019 to June 30, 2022** to accommodate the Additional Financing. Consequently, the mid-term review planned for March 2018 is postponed to early 2019, aligning with AFD's mid-term review (co-financing CDPSP III). This will provide the necessary period of time to act upon the roadmap for 2019-2022 (decided by the Client) on how to institutionalize the CDPSP.
24. **Finally, the results framework needs to be updated** to reflect current realities and the project's extension dates: some baseline data need to be corrected, some targets have been over-achieved and need to be revised upward, some indicators can be integrated into a new one (e.g. the Local Councils Performance Index has several dimensions) and dates of most indicators need to be aligned with the new closing date.

### C. Proposed Development Objective(s)

25. **The PDO of the CDPSP will remain the same:** to strengthen local public finance management and participatory development processes in communes for the delivery of quality and sustainable social and economic infrastructure. Concerning the results framework (see Annex 3), new intermediate indicators have been introduced to monitor the progress of the project in alleviating pressures induced by the influx of refugees in targeted host communes. Moreover, the PDO-level indicator on the number of direct beneficiaries will be further disaggregated to account for refugee and host communities specifically.

### D. Project Description

26. **Component A: Local development support (Original financing: US\$46.77 million IDA/AF: US\$34.42 million).** There are two sub-components:
27. *Sub-component A.1. Local Development Investments for Communes (Original financing: US\$16.77 million/AF: US\$3.09 million).* In October 2016, the Ministry of Economy, Planning and Regional Development (MINEPAT) signed a convention with UNHCR to extend these local mechanisms to make them more inclusive of displaced populations and host communities. Community-driven





approaches have shown potential to improve budgeting for, and delivery of, activities that respond to community needs while also enhancing self-reliance and social cohesion. Original activities will continue to be implemented as planned, but will integrate the refugee element:

- a) Multi-disciplinary teams consisting of representatives of the decentralized units of technical ministries and Local Service Providers will assist communes to prepare/update CDPs through a participatory approach. Under this AF, the project will enhance and improve the inclusion of the needs of refugees, as already piloted in 2017 in the first wave of CDPs revision, with a particular focus on women and girls. CDPs will be updated on an annual basis through the communes' Annual Investment Plan (*Plan d'Investissement Annuel*, PIA) and will take into account movements of refugees in the communes.
- b) Moreover, as part of the CDPs' update process--and taking into account the Joint Support Plan for refugee hosting municipalities (MINEPAT-UNHCR)--, comprehensive information and data will be collected in targeted villages hosting refugees in order to identify problems faced by refugees and host communities. This consultative work will include refugees living in these communities and provide the Project with a participatory diagnostic of the investment needed in host villages. Refugees' Camp representatives will also be included in the Commune's level policy dialogue around CDPs' finalization. This will also be the opportunity to strengthen feedback loops on CDPs' implementation for both host communities and displaced persons. Village consultation committees will be set up during these participatory consultations and will systematically include refugees.<sup>23</sup> These committees will be useful to prevent risks of inter-community tensions, as they could eventually act as early warning mechanisms. The CDPSP III will support the communes in undertaking this activity and facilitate the consideration of the refugees' and host communities' needs in the plans.
- c) Under the AF, the Project will continue to support performance-based financing (*Guichet Performance*) to foster good governance and transparency. The 2017 competitive mechanism will be repeated annually and reward the best-managed communes in each region of Cameroon with an additional allocation of FCFA50 million to finance sub-projects. Moreover, a reward for the best annual progress of FCFA25 million will be allocated to one commune in each region.

28. *Sub-component A.2. Targeted Investments for the Poorest and Vulnerable Populations in the Adamawa, North, Far North and Eastern regions (Original financing: 30 million IDA/AF: US\$31.33 million).* The objective of this sub-component is to strengthen the level and quality of socio-economic infrastructure in refugee-hosting communes in the Adamawa, North, Far North and East regions, which include areas with refugees. Original activities under the parent project will continue to be implemented as planned, but a new financing window (*Guichet Réfugiés*) will be created, targeting refugee-hosting communes based on UNHCR's biometric registration data. Activities to be implemented or continued under this AF are:

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<sup>23</sup> The CDPSP has already piloted the inclusion of refugee population in the participatory elaboration of CDPs in 19 communes hosting refugees since October 2017. The CDPs development methodology has been revised to integrate refugees at all stages of the process. Refugees living in camps have not been included, as they have been supported by UNHCR so far. The inclusion of refugees in the participatory elaboration of CDPs has been carried out smoothly. Refugees have participated in all preparation activities and have been engaged in the diagnostic process. Their views have been taken into account in the selection of sub-projects. Refugees have also been represented in all local committees, such as the Village Development Committees.





- d) The AF will finance: (i) social infrastructure, including health, education, water and sanitation; and (ii) economic or productive investments, such as the construction/rehabilitation of rural markets, communities' storage facilities, rural roads, small bridges, culverts, small-scale irrigation schemes and small electrification projects. Investments will be identified in consultation with communities in the CDPs and appraised per technical, financial, social, economic, institutional, and environmental criteria set out in the project implementation manual. Generally, communes/communities will be responsible for all phases of the sub-project, including preparation of the proposal, contracting, implementation, and operation and maintenance. As needed, Local Service Providers (LSPs) will provide support. The Project will prioritize the communes affected by inflows of refugees, where structures delivering basic services are already overstretched. It will increase access for the most vulnerable to essential physical assets and social services and thereby create an environment for economic and social activities in the communes of the four regions. Moreover, improving access to essential services for women is key. Therefore, a prioritization of public infrastructures (public lighting, reducing distance to water points, etc.) will be done in a participatory manner in a way that mitigates risks of conflicts between communities and contributes to reducing GBV, including sexual violence.
- e) Under the AF, the project will create a special financing window – *Guichet Réfugiés* – for the communes hosting refugees. The CDPSP III will work in all communes hosting refugees in the Far North, North, Adamawa and East regions and allocations will be made on a pro-rata basis. The database of communes hosting refugees will be updated on an annual basis, taking into account the UNHCR refugees database, CDPs and data from the population census carried out by BUCREP (Central Bureau for Population Census and Study in Cameroon, *Bureau Central de Recensement et d'Etude de la population au Cameroun*). Priority criteria will be developed by the project to help the Municipal Councils Extended to Sectors (COMES) select sub-projects to mitigate the impact of the refugee crisis. Feasibility studies for these priority sub-projects will be conducted. Since financed socio-economic infrastructures (the sub-projects) are public goods, beneficiaries will be both refugees and host communities. The project will adopt an inclusive and conflict-sensitive approach to avoid exacerbating tensions between host communities and displaced persons in the choice of subprojects and their location. Because host communities will benefit from additional resources thanks to the refugee populations, this should not be perceived as a diversion of resources from Cameroonians to refugees. Communication activities will stress this fact.

29. **Component B: Support of the decentralization process (Original financing: US\$14.02 million IDA/AF: US\$5.73 million).** This component seeks to facilitate the sustainability of the CDPSP's benefits and to strengthen the capacity of institutions that support the decentralization process. There are three sub-components:

- f) *Sub-component B.1. Institutional support to the decentralization process (Original financing: US\$1.34 million IDA/AF: US\$350,000).* Under the parent project, this sub-component provides institutional support of the GOC's institutions responsible for the design and implementation of the decentralization process through technical assistance, implementation of studies, organization of workshops and study tours on decentralization. Original activities under the parent project will continue to be implemented as planned. Moreover, the Pro\_ADG web-based database will be transferred to MINEPAT with the related capacity-building,



contributing to the production of routine statistics, and public accessibility. The AF will finance additional studies as needed, related to refugees' inclusion, GBV—including sexual violence—and forced displacement.

- g) *Sub-component B.2. Capacity Building (Original financing: US\$9.92 million IDA/AF: US\$4.76 million).* Under the parent project, this sub-component supports the implementation of capacity-building activities for communes to strengthen their operational capacities and for other local stakeholders that support the decentralization process. It supports community-based Operation & Maintenance systems and builds the capacity of municipalities to manage infrastructures. Moreover, communes play a central role in managing refugees, as: (i) communes are the smallest local administrative authorities in the country; (ii) the decentralization process is deepening and communes have competences, often shared, over sectors (education, health, roads...) that are crucial for refugees and host communities. However, communes are overstretched and do not have the capacity to meet the needs. Therefore, under the proposed AF, capacity strengthening of communes will be critical. The project will provide support to communes hosting refugees so that they will be better equipped to face the challenges. The operational capacities of communes will need to be strengthened. Dedicated technical assistance to the communes (technical assistance and equipment) will be financed to implement additional activities under the *Guichet Réfugiés*. Capacity-building activities, training and technical assistance to the communes (local elected officials, communal staff, territorial administration...) will be carried out in partnership with UNHCR<sup>24</sup> and could include: (i) the basics of international protection, as well as international and national refugee laws; (ii) common features and aspects of managing refugee populations and peaceful cohabitation; (iii) effective management of risks and opportunities associated with the presence of large numbers of refugees; (iv) awareness of protection risks, such as GBV, including sexual violence, (especially as risks of GBV, including sexual violence, are particularly high in the context of forced displacements); (v) concrete how-to guidelines for communes to interact with different refugees' communities in various environments (campsites and outside-of-camps in urban and rural areas) and for fostering the socio-economic inclusion and self-reliance of refugees. This could also be the opportunity to organize events to present good practices and thus create a community of practice for communes' executives (including the mayor, permanent secretaries, etc). Logistical support to the communes and the harmonization of databases (in particular map databases) will also be included under the AF. Study tours will be organized to draw lessons from similar projects in Africa and to encourage the development of a community of practice among institutional partners in Cameroon. Moreover, the project will support the creation of community radios, as part of its work on citizen engagement, in the four regions. The CDPSP will also support municipal-level civil registration management system and pro-active registration of newborns and women, as per Cameroonian law. This support includes the issuance of birth certificates to host communities and refugees via the endogenous solutions approach, the establishment of special local hearings for the purpose of issuing replacement birth certificates or duplicates, and to foster outreach by trained register officers into the communities and villages—working in synergies with the Social Safety Net project, Health

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<sup>24</sup> UNHCR has been involved throughout the preparation process of the three AFs: CDPSP, Health and Safety Nets, however this strong collaboration from UNHCR and humanitarian actors will have to continue and be even reinforced during the implementation phase. The project will build the capacity of UNHCR on the CDD approach.



project and Education project. It will be crucial to carry out these activities in coordination with BUNEC (National Registration Bureau, *Bureau National de l'État civil*) to ensure the recognition of birth certificates issued by the project. Specific training will also be provided to village consultation committees on risks mitigation. Indeed, these committees will be useful to prevent risks of inter-community tensions, as they can act as early warning mechanisms. Strengthening institutional capacity at the local and national levels will be crucial to help authorities develop an integrated response to handle the refugee crisis.

30. *Sub-component B.3. Local Public Financial Management System (Original financing: US\$2.76 million IDA/AF: US\$615,000)*. Under the parent project, this sub-component implements a program of activities to strengthen the public financial management systems of the communes, as well as transparency, building on the financial information management system SIM\_BA. It builds the capacity of communes in local revenue mobilization and finance management (e.g. integrating amortization into the Budgeting process). Original project activities will continue.

**Box: Gender and GBV, including sexual violence**

Gender is integrated in the parent project activities mostly by adapting the participatory mechanism for the elaboration of the CDPs to the community's context. Indeed, community-based approaches promote a process of direct consultation and dialogue with the entire community, ensuring the engagement and leadership of women and girls.<sup>25</sup> In communities where women are culturally inclined not to voice publicly their concerns, separate groups are set-up to ensure women's priorities are heard, before being shared and consolidated among the other groups' inputs to be consolidated into the village plan. Community development plans must explore the specific concerns of women and girls linked to any sub-projects, community investments, and social mobilization efforts to ensure their consideration are included in any plan. If women and female youth are not part of community consultations, their particular issues may not surface, and even when they do participate, sociocultural norms may limit the extent to which GBV issues are discussed. Therefore, facilitating discussions on sensitive topics like GBV issues with community members is key.<sup>26</sup> Also, there is also always a woman to be selected in the village development committee (*comité de concertation*), whose function is to follow up both CDPs and the village plan's implementation. Moreover, CDPSP will carry out activities aimed at supporting documentation, especially birth certificates. Women without IDs (95% of the population) cannot have access to the justice system. For example, according to Cameroon's penal code, a female youth under the age of 18 cannot be forced into marriage. However, without IDs, it is very difficult for women to defend their rights. Therefore, supporting documentation, along with awareness-raising campaigns conducted by the Education project, would be a good opportunity to fight GBV, including sexual violence.

**Synergies with the other three projects:**

<sup>25</sup> As outlined in the report "Kenya Development Response to Displacement Impact Projects. Understanding and addressing gender-based violence" (World Bank), addressing GBV, including sexual violence, throughout a project starts with understanding and promoting guiding principles so that survivors and those at risk are safe and treated with respect, that confidentiality is maintained, and discrimination avoided. Therefore, the report advises that all GBV-interventions (including sexual violence) should be informed by human-rights based, survivor-centered and community-based approaches.

<sup>26</sup> World Bank. (2017). "Kenya Development Response to Displacement Impact Projects. Understanding and addressing gender-based violence."



Complementary to CDPSP's activities, the other three AFs will also carry out activities that will contribute to reducing GBV, including sexual violence. The Social Safety Net project (SSNP) will introduce complementary interventions to address GBV by including men, boys, couples, and their communities. The feasibility of establishing an Early Warning System on GBV issues, shared by the four projects, will be studied. In communes of overlap with the Health Project, the SSNP will explore identifying and referring beneficiaries in need of this care to health structures. The health project will: (i) provide emergency health services, sexual and reproductive health services, including those related to the provision of care for victims of rape, FGM and GBV; (ii) deliver a comprehensive mental health and psychosocial support program for victims of GBV, including sexual violence, at the health facility and community level; (iii) provide sensitivity training on GBV and sexual violence for frontline health professionals and community health workers, and through school-based sexual health programs; and (iv) deliver focused training of health professionals and community health workers on the provision of care for victims of rape, FGM and GBV, including physical, sexual and psychological violence. The education project will carry out training activities to teachers and their pedagogic supervisors, complemented by sensitization on gender and GBV, including sexual violence.

In addition, adjustments will be made in the project's ESMF to tackle GBV, including sexual violence issues--given the particular vulnerability of the targeted beneficiaries (see Social Safeguard section).

Refugees' camps are also not exempt from violence against women. Apart from cultural and religious factors, which may hinder the equal development of women and girls (access to schools, limited household occupations, and exclusion from the decision-making system), phenomena such as rape, sexual exploitation, physical assault, domestic violence and prostitution are also a reality for refugees.

**31. Component C: Coordination, management, monitoring and evaluation and communication (Original financing: US\$9.21 million IDA/AF: US\$7.85 million).** The project implementation unit will be strengthened to ensure project implementation.

- h) M&E:* Under the AF, this component will support a regular monitoring and evaluation (M&E) system and knowledge management. Efforts will be made to support Government in mainstreaming data collection, sharing and utilization. Inclusion of refugee-related information will be progressively included in the Government's regular database. Data used for the calculation of the allocation formula will be updated annually to adjust the funds on a needs-basis. Current data on the project will be updated and cross-referenced with UNHCR data to enable a more precise diagnostic of the communes and propose a new allocation formula for the *Guichet Réfugiés*. CDPSP's results' framework will be updated to take into account micro-projects implemented as part of the *Guichet Réfugiés*. Specific mechanisms for participatory monitoring by local committees will be established and will include representatives of the refugees and host communities. Moreover, to enable the project to monitor the implementation of activities in hard-to-reach areas, the project will explore innovative mechanisms, such as Third Party Monitoring and the use of Information and Communication Technologies (ICT).
- i) On knowledge-management:* The project will develop a knowledge-management strategy, based on its database and short studies conducted on refugees. The scope of these studies will be discussed with the three other projects that benefit from the IDA 18 refugee window and with partners (UN agencies, French Development Agency, MINEPAT...)



- j) On Coordination: A collaboration framework will be established to foster coordination of interventions at local and national levels and promote synergies among partners.<sup>27</sup>
- k) Grievance-Redress Mechanism: Projects' beneficiaries will have access to the GRM. The four projects will establish a harmonized GRM mechanism, by setting up a single free hotline.
- l) Staffing: Additional staffs dedicated to the *Guichet Réfugiés* will be required in the project's National Coordination Unit (NCU) and the Regional Coordination Units (RCU) to enable rapid and effective implementation of activities.

**Box: Integrated RSW Coordination and Project's Management**

- **Grievance Redress Mechanism (GRM)**: IPP and RAPs will include a unique and harmonized GRM, which will address complaints received from the population (refugees included). The GRM to be implemented will build on CDPSP's experience based on three essential components: (i) systematic collection and management of the Project's activities, related to claims by the Project Implementation Unit; (ii) a formal, popular complaint mechanism through a free hotline number; and (iii) requests for direction and management to/by local councils and local authorities (traditional rulers included). Based on these three pillars, the Borrower should refine its actual GRM. This will serve as a "one-stop-shop" GRM that will be streamlined in other WBG's financed projects.
- **RSW shared M&E system**: the respective M&E system will be coordinated to ensure synergies and savings in data collection on refugees and host communities.

**E. Implementation**

32. **Project Implementation Arrangements.** The coordination and management of the project is organized at two levels: The National Coordination Unit (NCU) prepares work and budget plans and monitors and evaluates project activities on a national level, while the Regional Coordination Units (RCU) prepares work and budget plans, and monitors and evaluates the implemented activities, while managing the project/s in their regions. At the NCU level, the project team in place comprises the project coordinator, the financial management specialist, the procurement specialist, the M&E specialist, the environmental specialist, the training specialist, the infrastructure supervisor, the internal auditor and the communication specialist. The project will hire an M&E assistant in charge of monitoring all the activities related to the *Guichet Réfugiés*, as well as an accounting assistant. At the RCU level, the team comprises the RCU coordinator, the financial management specialist, the procurement specialist, the M&E specialist, the infrastructure supervisor, the environmental specialist and the training specialist. It is envisaged to hire four specialists in charge of vulnerable populations--in particular refugees--in each of the four regions hosting refugees. The Ministry of Economy, Planning, and Regional Development (MINEPAT) is responsible for overall project oversight. Implementation arrangements follow the decentralization framework. The Project's National Steering Committee (PNSC), with a broad representation of stakeholders, is responsible for approving the annual work plans and budgets, as well as examining annual internal auditor

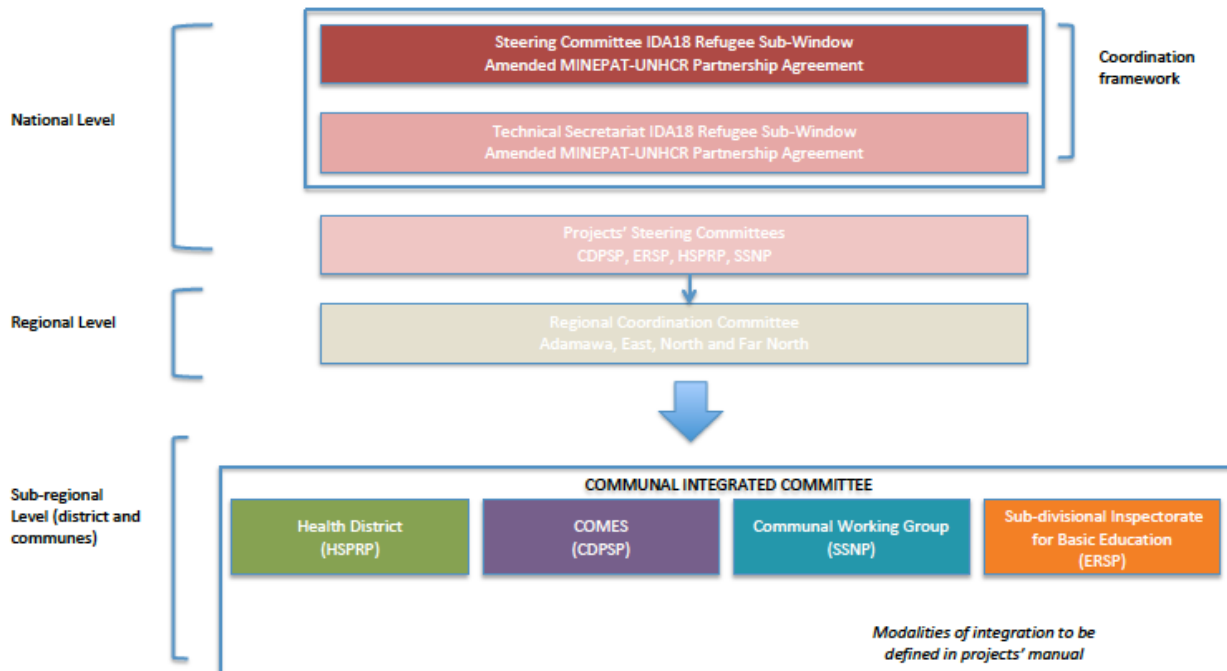
<sup>27</sup> See next sections on the project implementation arrangements.



reports and financial audit reports, and guiding the overall project implementation. The PNSC meets twice a year.

- 33. **A light coordination mechanism**, building on relevant existing set-ups, will be established to ensure: (i) complementarity between the activities of the four Bank projects benefitting from the IDA 18 refugee window; (ii) the development and use of the integrated database to facilitate the monitoring of refugee-related activities; and (iii) good interactions with GoC and other partners. This mechanism would include a platform at the strategic level and a technical secretariat at the operational level. It is envisaged to use, reinforce and adapt the existing coordination framework that has been put in place as part of the Partnership Agreement between the GoC and the United Nations High Commissioner for Refugees, signed on October 4, 2016. Under this Agreement, a Steering Committee, with representatives of all stakeholders working with refugees and host communities, and a Technical Secretariat have been established. Therefore, the AF would be used to finance the Secretariat and the Steering Committee. The Steering committee will ensure the coordination of the four AFs and the Secretariat will be responsible for overseeing and monitoring the implementation of all the activities implemented by the four projects under the IDA18 refugee sub-window. Therefore, the Technical Secretariat will consist of an M&E specialist to monitor the activities of the four AFs under the IDA18 refugee sub-window. This approach will promote the establishment of an integrated M&E system with a single consolidated reporting system for the activities of the IDA18 refugee sub-window with all relevant information and synergies for the four projects, as well as collaboration between them for data collection. This will be discussed during implementation to ensure synergies and savings. The four projects will define the operational modalities in their Project Implementation Manuals (PIM). This coordination mechanism would also foster coordination with Pillar 1 of the RPBA.

INTEGRATED APPROACH: INSTITUTIONAL ARRANGEMENTS AND COORDINATION FRAMEWORK OF THE FOUR ADDITIONAL FINANCINGS







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

The project will be implemented in the rural areas of all ten regions of the country. The project will be implemented in all ten regions of the country. These regions are divided into five (5) agro-ecological zones of Cameroon: bimodal and mono-modal agro-ecological zone (On the coastal area, it has a multitude of anthropogenic pressure and it is also a highly urbanized zone); the Sudano-sahelian and Guinean savannah zones (These are dry zones that are mostly affected by pressures such as fuel wood harvesting, land degradation, exposure to floods, which always bring a threat of cholera, malaria and dengue) and the Western Highlands. Indigenous Peoples live in the East region and OP/BP 4.10 has been triggered in order to ensure that these populations will be effectively included in project benefits.

**G. Environmental and Social Safeguards Specialists on the Team**

FNU Owono Owono, Social Safeguards Specialist  
Cyrille Valence Ngouana Kengne, Environmental Safeguards Specialist

**SAFEGUARD POLICIES THAT MIGHT APPLY**

Safeguard Policies	Triggered?	Explanation (Optional)
Environmental Assessment OP/BP 4.01	Yes	This policy is triggered due to the activities that will be financed under Component 1- Local Development Support-.Social infrastructures, construction/rehabilitation of rural markets, communities’ storage facilities, rural roads, bridges, culverts, small scale irrigation schemes for grassroots communities. While minimal to moderate in terms of impact, these activities will result to environmental and social impacts that will need to be adequately handled. PNDP phase 3 ESMF has been revised and disclosed in Cameroon and at the Bank's website on March, 8 2018.
Natural Habitats OP/BP 4.04	No	The activities funded under this project will not be undertaken in the areas where Natural habitats will be threatened. The ESMF clearly excludes all subprojects that could have negative risks and impacts on natural habitats.
Forests OP/BP 4.36	Yes	This policy is triggered as the project is likely to finance small scale reforestation activities, based on





		<p>communes' demand. In addition, this policy is triggered because refugees and population influx usually fuels the need for more space to build homes and grow food, and PNDP could work with communes to address drivers of pressure on natural resources including land degradation and deforestation.</p>
Pest Management OP 4.09	Yes	<p>While the project will not finance the purchase of pesticides, the Project activities under component 1 may induce the increase of pesticides use in the communities' storages facilities. A PMP has been prepared, consulted and disclosed in-country and on the Bank's website on March, 8 2018.</p>
Physical Cultural Resources OP/BP 4.11	Yes	<p>The project will finance some activities under the Local development Plan that may consist of land excavations. The ESMF includes procedures for addressing physical cultural resources encountered during project implementation. The environmental and social screening form was updated in 2017 to include chance find procedures measures. Furthermore, a comprehensive chance find procedures was prepared for the parent project and will be embedded in bidding documents.</p>
Indigenous Peoples OP/BP 4.10	Yes	<p>This policy is triggered with respect to the pygmy communities living primarily in the Southern and Eastern regions as well as in other parts of the country. The IPP from PNDP Phase 2 has been updated, consulted upon and disclosed. The updated version has been disclosed in-country and on the Bank's website on March, 8 2018.</p>
Involuntary Resettlement OP/BP 4.12	Yes	<p>This policy is triggered as the project is likely to finance activities that could lead to Involuntary Resettlement. Voluntary land contribution might be expected from targeted beneficiaries as is sometimes the case with community-driven interventions. For this reason, the RPF might need to include special provisions for land acquisition; and accepting and recording such voluntary contributions. The RPF from PNDP Phase 2 has been updated, consulted upon and disclosed. The updated version has been disclosed in-country and on the Bank's website on March, 8 2018.</p>
Safety of Dams OP/BP 4.37	No	<p>The project does not involve the construction of dams.</p>



Projects on International Waterways OP/BP 7.50	No	The Government of Cameroon (GoC) notified on January 30, 2015 the Niger Basin Authority (NBA) of planned hydraulic infrastructures under PNDP3 . NBA's reply dated May 21, 2015 authorizes the GoC to undertake water abstraction and indicates that proposed activities are likely to affect national and not transboundary aquifers. However, it requires Cameroon to exchange data and information on the technical specifications of these hydraulic infrastructures; their geolocation; previous quantity abstracted and projected quantity to be abstracted, etc. This information is being collated and will be shared in 2019.
Projects in Disputed Areas OP/BP 7.60	No	N/A

**KEY SAFEGUARD POLICY ISSUES AND THEIR MANAGEMENT**

**A. Summary of Key Safeguard Issues**

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

The project will finance both social infrastructures (health, education, water and sanitation) and economic investments (construction/rehabilitation of rural markets, communities’ storage facilities, rural roads, small bridges, culverts, small scale irrigation schemes for grassroots communities), and this entails potential negative environmental and social risks and impacts in the project’s area of influence, including: (i) ineffective solid, liquid wastes and medical waste management; water and soil pollution due to construction activities, increase of use of pesticides and herbicides; (ii) health and occupational safety risks associated with the construction of socio-economic infrastructures; (iii) forest degradation and deforestation, loss of flora and fauna; (iv) soil erosion and silting due to the rehabilitation of water management structures for irrigated schemes, as well as to poor agricultural practices; (v) pressure on natural resources due to population influx, growing demand for land to build homes and extraction of fuel wood (vi) social conflict due to reduction in land available and access to socioeconomic infrastructures built; (vii) HIV/AIDS expansion risk; (viii) increase in the incidence of malaria and bilharzias constructed small scale irrigation schemes are poorly managed.

2. Describe any potential indirect and/or long term impacts due to anticipated future activities in the project area: The potential most important indirect impact could be an increase pressure on natural resources by local communities after improvement of social infrastructures such as rural roads and storage facilities.

3. Describe any project alternatives (if relevant) considered to help avoid or minimize adverse impacts. To minimize or avoid adverse impacts, the project will capitalize the lessons learnt during the three first phases. For all subprojects, an alternative comparative analysis will be carried out based on the environmental and social screening of several options. The project will not finance activities that could have significant adverse impacts in protected areas such as national parks or primary forests. For the most part, these are demand-driven activities that require the support of the beneficiary community.



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

The Gov. of Cameroon has already taken significant steps to protect its environment through a National Policy on Environmental Protection and a series of legislative and regulatory texts for environmental protection and nature conservation (i.e. comprehensive environmental and social legal framework, including the 1996 Environmental Law and its implementation decrees). The implementation arrangements for the relevant safeguards instruments are fully integrated with the overall implementation arrangements of the Project. The Project implementation entity will be maintained and will comprise of two E&S qualified safeguards specialists: a Senior environmental and social specialist and an assistant Environmental and Social Specialist at the central level (ii) 10 environmental and social specialists in the ten regional offices of the project. External consultants will be hired to carry out specific environmental and social studies including bi-annual environmental and social audits. The Ministry of Economy, Planning and regional Development, through the Project implementing Unit, has the ultimate responsibility for the Project's compliance with Cameroonian legislation and Bank safeguards guidelines. The PIU will coordinate closely with the ministries involved in the Project, notably Ministry of Environment, Ministry of Social Affairs, and the Ministry in Charge of Land and Domain.

In addition the Bank team will systematically include Environmental and social safeguard members during the project support missions. Relevant environmental and social safeguards capacity building sessions will be organized by the PIU and when needed by the Bank safeguards specialists during the support missions.

To ensure that potential negative environmental and social risks and impacts of future sub-projects are identified and appropriately managed, the Borrower has updated the existing Environmental and Social Management Framework (ESMF) prepared and prepared and disclosed in 2015. The updated ESMF was disclosed on March, 8 2018, it now includes: new national environmental laws and regulations; environmental challenges associated with refugees; occupational health-safety guidance; GRM requirements; working conditions; and new project scope and description. The ESMF establishes a mechanism to determine and assess the future potential environmental and social impacts of the project and then to establish mitigation, monitoring and institutional measures to be taken during planning and implementation of sub-projects. The ESMF also includes clear procedures required for identification and protection of cultural property from theft and treatment of discovered artifacts; these will be included in standard bidding documents (SBD). Each SP's ESIA/ESMP will provide specific procedures for handling "chance finds" during implementation.

The Borrower customizes the pest management plan (PMP) of Agriculture Investment and Market Development Project (P143417) approved in 2014, and it was updated and disclosed on March, 8 2018 in Cameroon and on the Bank website. The PMP reflect measures that need to be taken during the project implementation (storage facilities; protective gear for pesticide application; safe handling and disposal of packaging materials; and relevant training). The Borrower has updated the Indigenous Peoples Plan (IPP) and the RPF prepared under phase 2. These documents were disclosed in Cameroon on March 25, 2015 and at InfoShop on March 26, 2015. The new versions of the documents were disclosed on March, 8 2018.

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

The key stakeholders involved in this project are: mayors of the 360 communes involved in the project, communities based organizations, civil society, as well as relevant public services.

Extensive public consultations were carried out during the update process of the ESMF, the RPF and the IPAP. The consultation process will continue throughout Project implementation. The Bank team and the Project Implementation Unit will ensure that the same consultation process will be maintained for the specific safeguards



instruments as needed.

**B. Disclosure Requirements (N.B. The sections below appear only if corresponding safeguard policy is triggered)**

**Environmental Assessment/Audit/Management Plan/Other**

Date of receipt by the Bank  25-Mar-2015	Date of submission for disclosure  26-Mar-2015	For category A projects, date of distributing the Executive Summary of the EA to the Executive Directors
------------------------------------------------	------------------------------------------------------	----------------------------------------------------------------------------------------------------------

**"In country" Disclosure**

The review of this Safeguards has been Deferred.

Comments

**Resettlement Action Plan/Framework/Policy Process**

Date of receipt by the Bank  25-Mar-2015	Date of submission for disclosure  26-Mar-2015
------------------------------------------------	------------------------------------------------------

**"In country" Disclosure**

The review of this Safeguards has been Deferred.

Comments

**Indigenous Peoples Development Plan/Framework**

Date of receipt by the Bank  25-Mar-2015	Date of submission for disclosure  26-Mar-2015
------------------------------------------------	------------------------------------------------------

**"In country" Disclosure**



The review of this Safeguards has been Deferred.

Comments

**Pest Management Plan**

Was the document disclosed prior to appraisal?

NA

Date of receipt by the Bank

25-Mar-2015

Date of submission for disclosure

26-Mar-2015

**"In country" Disclosure**

**If the project triggers the Pest Management and/or Physical Cultural Resources policies, the respective issues are to be addressed and disclosed as part of the Environmental Assessment/Audit/or EMP.**

If in-country disclosure of any of the above documents is not expected, please explain why:

The review of this Safeguards has been Deferred.

Comments

**C. Compliance Monitoring Indicators at the Corporate Level (to be filled in when the ISDS is finalized by the project decision meeting) (N.B. The sections below appear only if corresponding safeguard policy is triggered)**

**OP/BP/GP 4.01 - Environment Assessment**

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

No

**OP 4.09 - Pest Management**

Does the EA adequately address the pest management issues?



Yes

Is a separate PMP required?

Yes

If yes, has the PMP been reviewed and approved by a safeguards specialist or PM? Are PMP requirements included in project design? If yes, does the project team include a Pest Management Specialist?

No

**OP/BP 4.11 - Physical Cultural Resources**

Does the EA include adequate measures related to cultural property?

Yes

Does the credit/loan incorporate mechanisms to mitigate the potential adverse impacts on cultural property?

No

**OP/BP 4.10 - Indigenous Peoples**

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

Yes

If yes, then did the Regional unit responsible for safeguards or Practice Manager review the plan?

NA

If the whole project is designed to benefit IP, has the design been reviewed and approved by the Regional Social Development Unit or Practice Manager?

NA

**OP/BP 4.12 - Involuntary Resettlement**

Has a resettlement plan/abbreviated plan/policy framework/process framework (as appropriate) been prepared?

Yes

If yes, then did the Regional unit responsible for safeguards or Practice Manager review the plan?

NA

Is physical displacement/relocation expected?

TBD

Is economic displacement expected? (loss of assets or access to assets that leads to loss of income sources or other means of livelihoods)

TBD

**OP/BP 4.36 - Forests**

Has the sector-wide analysis of policy and institutional issues and constraints been carried out?

Yes

Does the project design include satisfactory measures to overcome these constraints?

Yes



Does the project finance commercial harvesting, and if so, does it include provisions for certification system?

No

### **The World Bank Policy on Disclosure of Information**

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

NA

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

NA

### **All Safeguard Policies**

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

Yes

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

Yes

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

Yes

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

Yes

## **CONTACT POINT**

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### **Borrower/Client/Recipient**

REPUBLIC OF CAMEROON  
PNDP PNDP  
PNDP

### **Implementing Agencies**





Republic of Cameroon  
Ministry of Economy, Planning and Regional Development Minis  
Minister of Economy, Planning and Regional Development

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