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Report No: PAD2744

INTERNATIONAL DEVELOPMENT ASSOCIATION

PROJECT PAPER

ON A

PROPOSED ADDITIONAL CREDIT

IN THE AMOUNT OF EUR 24.6 MILLION

(US\$30 MILLION EQUIVALENT) AND

A

PROPOSED ADDITIONAL GRANT FROM THE IDA18 REFUGEE WINDOW IN THE  
AMOUNT OF US\$30 MILLION

TO

THE REPUBLIC OF CAMEROON

FOR THE

SOCIAL SAFETY NET PROJECT

March 30, 2018

Social Protection and Jobs Global Practice  
Africa Region

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## CURRENCY EQUIVALENTS

Exchange Rate Effective February 28, 2018

Currency Unit = EUR

EUR 0.81843107 = US\$1

US\$1 = SDR 0.69161554

## FISCAL YEAR

January 1 – December 31

## ABBREVIATIONS AND ACRONYMS

AF	Additional Financing
CAA	Autonomous Sinking Fund ( <i>Caisse Autonome d'Amortissement</i> )
CDPSP	Community Development Support Project
CT	Cash Transfer
CWG	Community Working Group
DA	Designated Account
DPO	Development Policy Operation
ECAM	Cameroonian Household Survey ( <i>Enquête Camerounaise auprès des Ménages</i> )
ECD	Early Childhood Development
ERSP	Education Reform Support Project
ESMF	Environmental and Social Management Framework
ESMP	Environmental and Social Management Plans
FGM	Female Genital Mutilation
FM	Financial Management
GBV	Gender-based Violence
GDP	Gross Domestic Product
GoC	Government of Cameroon
GRM	Grievance Redress Mechanism
HD	Human Development
HSRSP	Health System Performance Reinforcement Project
IDP	Internally Displaced People
IFR	Interim Financial Report
IGA	Income-generating Activities
IP	Indigenous Peoples
IPP	Indigenous Peoples Plan
IPPF	Indigenous Peoples' Planning Framework

ISR	Implementation Status and Results Report
LDP	Letter of Development Policy
LTG	Local Targeting Group
M&E	Monitoring and Evaluation
MoF	Ministry of Finance
MINAS	Ministry of Social Affairs
MINATD	Ministry of Territorial Administration and Decentralization ( <i>Ministre de l'Administration Territoriale et de la Décentralisation</i> )
MINEDUB	Ministry of Basic Education ( <i>Ministère de l'Education de Base du Cameroun</i> )
MINEPAT	Ministry of Economy, Planning and Regional Development ( <i>Ministère de l'Economie, de la Planification et de l'Aménagement du Territoire</i> )
MIS	Management Information System
NGO	Nongovernmental Organization
NIC	National Identity Card
NIES	Notice of Impact Environmental and Social
NPF	New Procurement Framework
PBF	Performance-based Financing
PCN	Project Concept Note
PDO	Project Development Objective
PIM	Project Implementation Manual
PIU	Project Implementation Unit
PMP	Pest Management Plan
PMT	Proxy Means Testing
PMU	Project Management Unit
PPSD	Project Procurement Strategy for Development
PRPSS-C	Health System Performance Improvement Project in Cameroon
PWP	Public Works Program
RPBA/RCP	Recovery and Peace Building Assessment ( <i>Relèvement et Consolidation de la Paix</i> )
RCT	Randomized Controlled Test
RGPH	General Population Census ( <i>Recensement Général de la Population et de l'Habitat</i> )
RPF	Resettlement Policy Framework
SSNP	Social Safety Nets Project
THIMO	Labor Intensive Public Works Program ( <i>Travaux d'Haute Intensité de Main d'Oeuvre</i> )
UGP	Safety Nets Unit ( <i>Unité de Gestion du Projet</i> )
UN	United Nations
UNHCR	United Nations High Commissioner for Refugees

UNICEF  
WA  
WFALA

United Nations Children's Fund  
Withdrawal Application  
World Bank Finance and Accounting Loan Operations

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**BASIC INFORMATION – PARENT (Cameroon Social Safety Nets - P128534)**

Country Cameroon	Product Line IBRD/IDA	Team Leader(s) Rebekka E. Grun		
Project ID P128534	Financing Instrument Investment Project Financing	Resp CC GSP07 (9346)	Req CC AFCC1 (6544)	Practice Area (Lead) Social Protection & Labor

Implementing Agency: MINEPAT

Is this a regionally tagged project?  No				
<input type="checkbox"/> Situations of Urgent Need or Capacity Constraints <input type="checkbox"/> Financial Intermediaries <input type="checkbox"/> Series of Projects	Bank/IFC Collaboration  No			
Approval Date  21-Mar-2013	Closing Date  31-Dec-2019	Original Environmental Assessment Category  Partial Assessment (B)	Current EA Category  Partial Assessment (B)	

**Development Objective(s)**

The project development objective (PDO) is to support the establishment of a basic national safety net system including piloting targeted cash transfers and public works programs for the poorest and most vulnerable people in participating areas within the Recipient's territory.

**Ratings (from Parent ISR)**

	Implementation	Latest ISR
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	03-Sep-2015	18-Mar-2016	27-Dec-2016	23-May-2017	21-Sep-2017	31-Jan-2018
Progress towards achievement of PDO	MS	MU	MU	MS	MS	MS
Overall Implementation Progress (IP)	MS	MS	MS	MS	MS	S
Overall Safeguards Rating		S	S	S	MS	MS
Overall Risk	H	S	S	S	S	S

#### BASIC INFORMATION – ADDITIONAL FINANCING (Social Safety Nets for Crisis Response - P164830)

Project ID	Project Name	Additional Financing Type	Urgent Need or Capacity Constraints
P164830	Social Safety Nets for Crisis Response	Restructuring, Scale Up	Yes
Financing instrument	Product line	Approval Date	
Investment Project Financing	IBRD/IDA	03-Apr-2018	
Projected Date of Full Disbursement	Bank/IFC Collaboration		
30-Jun-2018	No		
Is this a regionally tagged project?			
No			

☒ Situations of Urgent Need or Capacity Constraints

☐ Financial Intermediaries

☐ Series of Projects

#### PROJECT FINANCING DATA – PARENT (Cameroon Social Safety Nets - P128534)

**Disbursement Summary (from Parent ISR)**

Source of Funds	Net Commitments	Total Disbursed	Remaining Balance	Disbursed	
IBRD				<div></div>	%
IDA	50.00	36.43	9.50	<div></div>	79 %
Grants				<div></div>	%

**PROJECT FINANCING DATA – ADDITIONAL FINANCING (Social Safety Nets for Crisis Response - P164830)****FINANCING DATA (US\$, Millions)****SUMMARY**

Total Project Cost	60.00
Total Financing	60.00
Financing Gap	0.00

**DETAILS**

International Development Association (IDA)	60.00
IDA Credit	30.00
IDA Grant	30.00

**COMPLIANCE****Policy**

Does the project depart from the CPF in content or in other significant respects?

☐ Yes ☒ No

Does the project require any other Policy waiver(s)?

☐ Yes ☒ No



## INSTITUTIONAL DATA

### Practice Area (Lead)

Social Protection & Labor

### Contributing Practice Areas

### Climate Change and Disaster Screening

This operation has been screened for short and long-term climate change and disaster risks

### Gender Tag

Does the project plan to undertake any of the following?

a. Analysis to identify Project-relevant gaps between males and females, especially in light of country gaps identified through SCD and CPF

Yes

b. Specific action(s) to address the gender gaps identified in (a) and/or to improve women or men's empowerment

Yes

c. Include Indicators in results framework to monitor outcomes from actions identified in (b)

Yes

## PROJECT TEAM

### Bank Staff

Name	Role	Specialization	Unit
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<b>Extended Team</b>			
<b>Name</b>	<b>Title</b>	<b>Organization</b>	<b>Location</b>



CAMEROON  
SOCIAL SAFETY NETS FOR CRISIS RESPONSE

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## I. BACKGROUND AND RATIONALE FOR ADDITIONAL FINANCING

### A. Introduction

1. This Project Paper seeks the approval of the Executive Directors to provide Additional Financing (AF) to the Cameroon Social Safety Nets Project (SSNP) (P128534), in the amount of US\$60 million (US\$30 million grant from IDA18 Refugee Sub-window and US\$30 million credit from IDA18 national allocation). The proposed AF will expand the Social Safety Net established under the parent project, mainly in regions hosting refugees and at risk of refugee influx, as well as in new regions affected by poverty and fragility. The scaling up will (a) alleviate poverty and vulnerability in host communities, (b) integrate refugees into national social protection systems, and (c) build peace and improve living conditions in fragile regions. The Project Paper also includes a Level 2 restructuring of the parent project to amend the Financing Agreement by combining two categories of eligible expenditures into a new one and extend the credit closing date to December 30, 2022.

2. The Government of Cameroon (GoC) requested the AF on August 11, 2017. The proposed AF is expected to become effective in June 2018, with a new proposed closing date of December 30, 2022.

### B. Country Context

3. **While growth averaged almost 6 percent in 2014–2015, Cameroon’s economy slowed down in 2016 and 2017.**<sup>1</sup> Growth is estimated at 3.7 percent in 2017 due to continued decline in oil production and the contraction in rubber and coffee production, affected by lower international prices and aging plantations. On the demand side, private consumption, at about 70 percent of gross domestic product (GDP), has been the main driver of growth. Econometric analysis of long-term growth determinants indicates that between 2000 and 2015, Cameroon’s annual average GDP per capita growth reached 1.2 percent, the bulk of which was explained by public infrastructure investment, favorable commodity prices, and financial deepening. Despite the resilience and diversification of its economy, Cameroon’s slowdown in growth implies a narrowing of its fiscal and external margins of maneuver and an increase in its public debt.

4. **Inequality has increased and progress on poverty reduction and shared prosperity has been modest.** Per capita income has stagnated in Cameroon and the Gini coefficient is high, at 44.0 in 2014, implying that the bottom 20 percent consumed less than 5 percent of all consumption, whereas the richest 20 percent consumed almost half of all consumption.

5. **The results of the fourth Cameroonian household survey (*Enquête Camerounaise***

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<sup>1</sup> Macroeconomic data and analysis mainly quoted from the Program Document of the current Development Policy Operation (DPO p163657); household survey data and analysis provided by the PIU of the Safety Net Project.



*auprès des Ménages* [ECAM-4]) show that poverty gains have been marginal, as the poverty rate declined from 40.2 percent in 2001 to 37.5 percent in 2014, while the number of absolute poor increased between 2007 and 2014 by 12 percent to 8.1 million people. Poverty strongly affects the Far North (74.3 percent), North (67.9 percent), Adamawa (47.1 percent), and the North-West (55.3 percent) and, to a lesser extent, the South (34.1 percent). The pattern of consumption growth confirms regional inequalities. Regions with the highest initial levels of poverty (North, Far North, North-West) experienced declines in consumption whereas regions with lower poverty rates (Douala and Yaoundé, Littoral, West, South-West) saw their levels of consumption increase and poverty decline.

6. **Cameroon's social indicators are well below those of comparator countries, despite its vast natural resources, a relatively educated work force and capable bureaucracy.** In particular, with a maternal mortality rate of 782 per 100,000 births (which has stagnated since the 1990s), an under-five mortality rate of 103 per 1,000 births, about 30 percent of under-five children stunted, and a primary completion rate lower than 75 percent, Cameroon's health and education outcomes are well below the average of other middle-income countries.

7. **Gender-based violence (GBV) has an extreme record.** The Demographic and Health Survey of 2011 finds that 55 percent of women over 15 years of age have experienced physical violence, mostly by their current or recent partner, but also by biological parents, stepparents, or siblings. Twenty percent of sexually active women have been forced into their 'first time', especially those under the age of 15 (30 percent). Among ever-married women, 60 percent have suffered physical, sexual, or emotional violence at the hands of their current or former husband. Forty-three percent of the victims of partner violence have sustained injuries.

### C. The Current Project Status and Results

8. **The original (parent) credit for the SSNP was approved on March 21, 2013 (US\$50 million) and became effective on June 27, 2014, with an original closing date of August 31, 2018, and December 31, 2019, after the first extension.** Currently, the project is rated Satisfactory for implementation and Moderately Satisfactory for progress toward the Project Development Objective (PDO). Overall, the SSNP has been evaluated as Moderately Satisfactory since the January–February 2017 mission (midterm review). The disbursement rate stands at 79 percent (US\$36.4 million out of total of US\$50 million) and 100 percent of the remaining amount is committed and to be disbursed during calendar year 2018. The proposed AF will be crucial for providing resources to continue project activities beyond the original closing date. The interventions of the parent project have, according to a rigorous impact evaluation, significantly contributed to (a) reduced poverty among beneficiaries, (b) improved housing conditions, (c) reduced food insecurity, (d) improved behavior in relation to education and health, (e) increased likelihood of having an identification paper, and (f) increased social attitudes, especially mutual help and membership in associations.<sup>2</sup>

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<sup>2</sup> Refer to annex I for details.



## **Component 1: Development of a national safety net system (US\$7.8m together with Component 4)**

9. The SSNP currently has (a) an effective and robust targeting system for recipients of cash transfers (CTs), emergency cash transfers, and Labor Intensive Public Works, (b) an efficient payment system, (c) a good management information system (MIS) to manage the registry of households, and (d) a good monitoring and evaluation (M&E) system, as well as a complaints mechanism and communications strategy.

10. **Communication.** The parent project has a multipurpose and multistakeholder national communications strategy. The professional communications specialist of the Project Implementation Unit (PIU) implements an action plan that addresses Government decision makers at central and de-central levels, the general public, potential beneficiaries, and donor partners. There are two axes, targeting (a) general visibility and (b) beneficiary awareness.

11. **Regarding general visibility, the two key messages diffused are: 1. the SSNP meets a real need in Cameroon and 2. the SSNP has the desired impact.** Channels have included primetime news television, broadsheet print media, and radio, with regular frequency and national bilingual coverage. There are no negative narratives surrounding the SSNP that need mitigating, but the general visibility can be improved.

12. **Regarding beneficiary awareness, a short film on project objectives and benefits is shown to beneficiaries just after registration.** Further, there are monthly awareness campaigns with a focus on human capital building and explaining purpose and procedures under the project. Under the AF, the GBV-related materials of these campaigns will be strengthened.

13. **Currently, Component 1 of the SSNP targets beneficiaries for the Health System Performance Improvement Project in Cameroon (PRPSS-C) in some areas.** Beneficiaries of the SSNP benefit from the PRPSS-C, which allows households, particularly those living in poverty, to have access to health centers at a lower cost. Further, both projects will carry out a joint impact assessment. In this context, a baseline survey was conducted by the National Institute of Statistics and a final survey will be organized at the end of the SSNP.

## **Component 2: Cash transfer program (US\$36.3m)**

14. **Currently, 54,000 households<sup>3</sup> benefit from CTs, including 42,000<sup>4</sup> households for regular CTs and 12,000<sup>5</sup> households for emergency cash transfers.** Emergency cash transfers were the Government's immediate response to the crisis generated by the massive influx of refugees and internally displaced people (IDP) into the Far North region and follow a faster and less complex targeting procedure. Households receiving regular CTs receive accompanying measures comprising (a) human capital development (community awareness campaigns) and (b)

<sup>3</sup> All results reported as of January 31, 2018.

<sup>4</sup> Exceeding the target of 40,000 households.

<sup>5</sup> This activity did not have an indicator in the Results Framework so far.



economic capital development (training in income-generating activities [IGAs]). Beneficiaries are trained in self-selected IGAs, such as raising chicken and small ruminants, agriculture, and retail. Livestock and agricultural products are sold. The accompanying measures are currently enhanced further to address early childhood development (ECD), in partnership with the United Nations Children's Fund (UNICEF).

15. The CTs received have enabled the beneficiary households to gradually escape from poverty and increase their human and economic capital: (a) the number of students completing primary education has increased, (b) households are attending health centers, (c) they are registering for a national identity card (NIC), (d) they are participating in savings groups, and (e) both family cohesion and social inclusion have increased.<sup>6</sup>

### **Component 3: Labor Intensive Public Works Program (PWP) (US\$5.9m)**

16. **At present, 21,000 people have benefited from public works activities in phases 1, 2, 3, and 4, working toward an original project target of 30,000.** The fifth phase of 6,000 beneficiaries is under preparation. The activities of the public works have made it possible to (a) rehabilitate rural roads, (b) build water pools for pastoral or pisciculture purposes, (c) build water management diversion bays, (d) protective dikes, (e) clean up urban areas, and (f) develop irrigation canals. The work carried out has facilitated the circulation on some rehabilitated roads and environmental hygiene in urban centers. The public works benefit paid to the workers has enabled human capital building and community participation like in Component 1. Beneficiaries have access to training in IGAs and literacy.

### **Component 4: Project Management (see component 1)**

17. The project counts on experienced staff and proven processes, including a procurement management system and financial management. The parent project joined Components 1 and 4 in one disbursement category.

18. **The project is a safeguards category 'B'.** There are no outstanding or unresolved safeguards or fiduciary issues in the project.

### **D. Rationale for Additional Financing**

19. **The pressures of fragility and flight in Cameroon are persistent and, in some cases, increasing.** Cameroon experiences persistent fragility in some regions through security threats in its borders with the Central African Republic CAR (Eastern, Adamawa, and North regions) and Nigeria (Far North). In addition, the country is experiencing social unrest in the South West and North West (English) regions.

20. **A large refugee population and ongoing refugee streams put pressure on poor host**

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<sup>6</sup> See annex I.



**communities.** With about 339,000 refugees at the end of 2017, refugees account for over 2 percent of the population. Even before influx, the refugee-hosting regions had among the lowest human development (HD) indicators and deepest levels of poverty in the country. 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. Access to basic services is limited and hosting regions are largely isolated from the rest of the country. The presence of large numbers of refugees is exacerbating preexisting challenges in these areas.

**21. The East and Adamawa regions host about 248,000 refugees from the CAR, who live mostly integrated in Cameroonian villages and sometimes in households headed by Cameroonians.** CAR refugees represent 6 percent of the host population in Adamawa and 20 percent in the East region. Post-2013 refugee arrivals have upset prior host-refugee relationships that were largely positive and led to conflicts over resources and land use. Aid directed to refugees is also starting to cause resentment among host communities.

**22. The Far North hosts about 91,000 Nigerian refugees and 242,000 IDPs.** The lack of identification papers often makes it difficult to determine the status of individual people and to distinguish between refugees, IDPs, and hosts. Inflows of refugees and IDPs, continued insecurity, and cross-border traffic restrictions have destabilized the economy of a region that was already very poor, underserved, and largely dependent on trade with Nigeria. Looking ahead, there is a risk of further increases in the number of people displaced by the Boko Haram conflict.

**23. Social indicators are particularly severe in host regions.** In 2017, 90,000 cases of acute malnutrition were recorded in the Far North, North, Adamawa, and Eastern regions, with 80 percent of the estimated cases in the Far North and North.<sup>7</sup> The pupil/teacher ratio in primary education is 130.4 in the Far North, 121.4 in the North, 91.9 in Adamawa, and 99.0 in the East, compared to a national average of 81.2.<sup>8</sup> In these four regions, basic social services fail to meet the needs and expectations of the public in a context of rapid population growth.

**24. In a difficult environment, refugee flows could become a concern for development.** Despite its potential and resilient economy, Cameroon's poverty has not significantly diminished. Access to basic services remains insufficient. It is in this context that the GoC has to define its options in strengthening host communities and integrating refugees.

**25. The GoC requested the IDA18 Refugee Sub-window AF on August 11, 2017, in a Letter of Development Policy (LDP).** This sub-window was created in response to demand from refugee-hosting countries, such as Cameroon, for development assistance and concessional financing from the World Bank Group to help advance policy and institutional reforms and support countries in managing the refugee situation. The GoC meets all three criteria to access financing

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<sup>7</sup> 2017 SMART Survey.

<sup>8</sup> *Ministère de l'Éducation de Base du Cameroun (MINEDUB) 2015–2016 Statistical Yearbook.*





through the regional sub-window on refugees and host communities<sup>9</sup> including the following: (a) Cameroon hosts about 339,000 refugees; (b) the World Bank Group, in consultation with the United Nations High Commissioner for Refugees (UNHCR), has determined that Cameroon adheres to a framework for the protection of refugees that is adequate for the purpose of the IDA18 Refugee Sub-window;<sup>10</sup> (c) the GoC has articulated a strategic approach to move toward long-term solutions that benefit refugees and host communities (Box 1). The access to the sub-window for Cameroon was approved by the Board on September 29, 2017. The AF will support the implementation of Cameroon's policy commitments related to the refugee issues outlined in the LDP.

**Box 1. Agreements Between the GoC, World Bank, UNHCR, and Other Stakeholders to Move Toward Long-term Solutions that Benefit Refugees and Host Communities**

Agreement 1: Ministry of Economy, Planning and Regional Development (*Ministère de l'Economie, de la Planification et de l'Aménagement du Territoire*, MINEPAT), European Union, United Nations (UN), and World Bank; July 2016

- **Objective.** Recovery and Peace Building Assessment (*Relèvement et Consolidation de la Paix*, RCP)
- **The assessment was launched in 2017.** It evaluates the economic, social, and physical impact of the conflict in the Far North region and addresses immediate and medium-term recovery and peacebuilding requirements, while laying the foundations for elaboration of a longer-term recovery and peace building strategy. It also aims to strengthen the link between humanitarian development and peace building.

**Agreement 2: MINEPAT and UNHCR, October 2016**

- **Objective.** To improve the living conditions of the populations in the East, North, and Adamawa regions that host refugees from Central African Republic.
- Activities include (a) elaborating a support plan for Local Councils that host refugees, (b) mobilizing funds for implementation of the support plan, (c) facilitating the inclusion of the needs of refugees and hosting populations in plans and budgets of Government and development partners, and (d) coordinating socioeconomic interventions in response to the living conditions of refugees and host populations.
- A Steering Committee was established and is presided over by the Secretary General of MINEPAT and the UNHCR representative. A Technical Secretariat was established, co-led by the Deputy Director of the Multilateral Cooperation of MINEPAT and a representative of UNHCR. The Technical Secretariat supports the Steering Committee and will be financed by UNHCR until June 2018. Thereafter, the Technical Secretariat will be financed through the Governments National Development Program (Community Development Support Project [CDPSP]).

<sup>9</sup> A country is eligible if (a) the number of UNHCR-registered refugees, including persons in refugee-like situations, it hosts is at least 25,000 or 0.1 percent of the country population; (b) the country adheres to an adequate framework for the protection of refugees; and (c) the country has an action plan, strategy, or similar document that describes concrete steps, including possible policy reforms that the country will undertake toward long-term solutions that benefit refugees and host communities, consistent with the overall purpose of the window.

<sup>10</sup> Adequacy is determined based on adherence of national policies and/or practices consistent with international refugee protection standards.





26. **The proposed AF is intended to extend the current coverage of activities of the SSNP to December 30, 2022 in current and additional participating areas.** The proposed AF is in line with OP 13.20 on Additional Financing and it will finance the implementation of additional and expanded activities that scale up the project's impact and development effectiveness. The AF would bridge the financing gap from the parent project created by the launch of the emergency cash transfers as an additional activity and the increase of the daily rate of the beneficiaries of the public works. Given the macroeconomic and fiscal situation, the Government is having difficulties filling that gap.

27. The proposed investments are aligned with the new Systematic Country Diagnostic of June 2016 and the Country Partnership Framework (2017) for the Republic of Cameroon and with the themes of the Government's Social Protection Strategy of December 2017.

28. **The proposed AF will foster an integrated approach among the different projects that benefit from this allocation, that is, the SSNP, the Health System Performance Reinforcement Project (HSRSP), the CDPSP, and the Education Reform Support Project (ERSP).** Proposed activities complement each other and will be implemented in parallel. Possible guiding principles for the four projects include the targeting of beneficiaries and the alignment of interventions to address gender issues. The implementation of a harmonized approach between these four projects will provide an integrated package of services to host communities (Box 2).

29. It is also expected that the four operations will be presented to the Board at the same time.

**Box 2. Integrated Approach Across the AF of the SSNP and the Education, the Health, and the Community Development Projects in Support of Refugees and Host Communities**

The World Bank is working toward an integrated approach to address key challenges facing refugees and host communities, building on the work of ongoing projects (CDPSP, SSNP, and HSRSP) and the new ERSP.

Key features of this approach include

- Adopting a common targeting mechanism (targeting the same Local Councils where possible and building on the poverty identification of the SSNP);
- Integrating interventions across four projects as related to refugees and host communities;
- Aligning HD 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 the ERSP, SSNP, and HSRSP;
- Using community workers across all projects to provide HD, psychosocial, and social cohesion services;
- Using a common grievance redress mechanism (GRM); and
- Developing a single beneficiary registry using existing national, UNHCR, and project-level data.

The four projects will be integrated at different levels:



- **Central level.** The existing coordination mechanism established under the Partnership Agreement between the GoC and UNHCR will be used and reinforced (see Box 1).
- **Project management level.** The PIUs will coordinate at the national and regional levels.
- **Community level.** All existing sectoral communal committees (CDPSP, education, and social safety net) 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 Local Council level.

Building on the Recovery and Peace Building Assessment (RPBA) 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 nongovernmental organizations (NGOs).

30. **The proposed AF will be implemented in a coordinated manner.** Each project has a specific set of activities targeting refugees and host communities. However, they all have a common partner at the local level: the Local Councils. In all Local Councils of project activity, the HD projects and the CDPSP will explore pooling their Local Council level staff and share their protocols, to achieve better coverage. The project will be concretely integrated as follows: Communal Development Plans that are supported by CDPSP-III, and that also exist for communities hosting refugees, will receive sectoral inputs that will inform the education, health, and safety net projects.

31. Regarding implementation arrangements, the four projects will be integrated at different levels:

- (a) At the central level, it is envisaged to use and reinforce the existing coordination framework that has been established as part of the Partnership Agreement between the GoC and UNHCR on October 4, 2016 (see Box 1). Under this Agreement, a Steering Committee, with representatives of all the stakeholders working on refugees and host communities, and a Technical Secretariat have been set up.
- (b) At project management level, the PIUs will jointly discuss the coordination of Local Council-level staff.
- (c) At the Local Councils' level, the objective will be to integrate all sectoral communal committees (health, education, and social protection) into one overall committee.
- (d) At the village level, the village development committees (*Comités de Concertation*) that were institutionalized by CDPSP over the last decade are exploring integrating the village committees set up and supported by the other three projects. These committees will include refugee representation under the proposed AF. In addition to advance policy dialogue, close coordination with UNHCR will be crucial. Building on the RPBA process, efforts will be made to engage with additional actors, including the UN Resident Humanitarian Coordinator, UN agencies, international humanitarian organizations such as the International Organization of Migration, key bilateral partners, the private sector, and NGOs.



## II. DESCRIPTION OF ADDITIONAL FINANCING

### A. Summary of Proposed Changes

32. **The proposed AF is consistent with the original PDO.** There are no outstanding or unresolved safeguards or fiduciary issues in the project. The additional investments would not require any changes to the social and environmental category of the project nor would they trigger any new safeguard policies.

33. **The main proposed change from the parent project is a scale-up of existing components and activities to new regions and groups of beneficiaries, including refugees.** In summary, this entails (a) a revision of the Results Framework to target larger beneficiary numbers and a new beneficiary category of refugees, (b) extending the closing date of the overall project to December 30, 2022, (c) an expansion of components and costs, and (d) the formalization of the current practice of allowing the PIU staff seconded from the Government to receive performance-based bonuses. The AF will also use the new procurement framework (NPF).

34. The PDO of the SSNP will remain the same: “to support the establishment of a basic national safety net system including piloting targeted cash transfers and public works programs for the poorest and most vulnerable people in Participating Areas within the Recipient’s territory.”

35. **The proposed AF will enhance the social safety net system established under the parent project.** The scaled-up safety net will provide (a) relief to host communities stressed due to the massive influx of refugees, (b) a solution for vulnerable populations in the Northwestern and Southwestern regions who are suffering the consequences of fragility, and (c) generally stronger resilience among the vulnerable through the increase of coverage.

### B. Change in Results Framework

36. **The Results Framework has been expanded to reflect the addition of new beneficiaries including refugees and new regions, as well as new activities already started under the parent project such as the Emergency Transfers and the Early Childhood outreach.** More specifically, the following changes will apply to the outcome indicators:

- The target for the direct total project beneficiaries (individuals) will be revised from 420,000<sup>11</sup> to 834,000, reflecting the additional new beneficiaries to be supported by the AF.

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<sup>11</sup> Please note that the parent project is exceeding most of its targets and therefore currently serving 482,000 beneficiaries, in excess of the original target of 420,000.



- The target for the beneficiary households of regular CTs will be revised from 40,000<sup>12</sup> to 82,000, reflecting the additional new beneficiaries to be supported by the AF.
- The target for individuals benefitting from Labor Intensive Public Works will be increased from 30,000<sup>13</sup> to 53,000, of which 8,500 refugees.
- A new indicator has been added to measure the number of households benefitting from emergency cash transfers.
- A new indicator has been added to measure the share of regular CT beneficiaries that have adopted Essential Family Practices for ECD.

37. Several new indicators have been included to measure the inclusion of refugees:

- An indicator to measure the number of refugees targeted and identified as poor under the project's criteria (proxy means test [PMT]) and registered in the MIS
- The number of refugee households registered for regular CTs (essentially breaking down the same indicator for nationals and refugees)
- An indicator to measure the percentage of targeted refugee households that participate in accompanying measures (essentially breaking down the same indicator for nationals and refugees)
- A new indicator for refugee individuals benefitting from Labor Intensive Public Works (essentially breaking down the same indicator for nationals and refugees)
- An indicator to measure the number of refugee households benefitting from emergency cash transfers (essentially breaking down the same indicator for nationals and refugees)

## C. Finance

### Loan Closing Date

38. To permit the full implementation of the scaled-up activities under the AF, the overall project will be extended to December 30, 2022, from its current closing date of December 31, 2019.

### Reallocation

39. The proposed reallocation entails (a) combining Categories 1 and 3 of the original financing into one new Category 4 and (b) regrouping Categories 2a, 2b, and 2c of the original Financing Agreement into one new Category 5. Thus, the original financing will be amended with two new expenditures Categories 4 and 5 that will read as follows:

<sup>12</sup> Please note that the parent project is exceeding most of its targets and therefore currently serving 42,000 households, in excess of the original target of 40,000.

<sup>13</sup> This original project target is currently not yet reached; the project served 15,000 at end 2017, and currently serves 21,000, see para 16.



- Category 4: “Goods, works, consultant services, training and Operating Costs under Parts A, B (2), B (1.a), C, and D of the project.” Should a cost overrun arise, it would be financed in this category.
- Category 5: Cash Transfers under Part B (1.b) of the project.

## Change in Disbursement Arrangements

40. Upon AF effectiveness, the current disbursement arrangements under the initial project will apply to the AF as well. However, two new Designated Accounts (DAs) for the AF will be opened in a commercial bank acceptable to IDA and managed by *Caisse Autonome d’Amortissement* (CAA). The ceiling of the DAs will be established by World Bank Loans team (WFALA) depending on the disbursement methods. In addition to the advances to the DA, the other methods of disbursing the funds (reimbursement, direct payment, and special commitment) will also be available to the project. The minimum value of applications for these methods is 20 percent of the DA’s ceiling. The project will have to sign and submit withdrawal applications (WAs) electronically using the eSignatures module accessible from the World Bank’s Client Connection website. Additional instructions for disbursements will be provided in the Disbursement Letters that will be issued for this AF.

## Change in Disbursement Estimates

41. The expected disbursements include all sources of financing and have been updated to reflect the AF.

**Table 1. Expected Disbursements**

Expected Disbursements (US\$, millions, including all Sources of Financing)										
Fiscal Year	2018	2019	2020	2021	2022	0000	0000	0000	0000	0000
Annual	3.80	13.92	16.73	16.78	8.82	0.00	0.00	0.00	0.00	0.00
Cumulative	3.80	17.72	34.45	51.23	60.05					

## D. Components

### Change to Components and Costs

42. The four components of the parent project would employ additional funds as described in the following paragraphs.

#### **Component 1: Development of a national safety net system (US\$15.2 million)<sup>14</sup>**

43. Under the AF, the tools developed for the safety net system (notably targeting and payment systems, MIS registration, M&E, and the complaints mechanism) will be deployed

<sup>14</sup> For a detailed cost breakdown between national IDA and the IDA Refugee window, see table 3.



**to new beneficiaries (proposed expansion see below for each component).** Poor households will be identified with the developed targeting mechanism and registered in the MIS. All above-mentioned tools, which have already been developed under the parent project, will be applied to both nationals and refugees.<sup>15</sup>

**44. The aforementioned four projects (SP, Health, Education, Community Development) will cooperate in the targeting of beneficiaries and coordinate procedures and registration.** Efforts will be made to support the GoC in consolidating a single beneficiary registry, hosted in the MIS of the SSNP, and using existing project-level data from all four projects.

- As part of this effort, the Health Project will scale up activities carried out by the National Office of Civil Registration (*Bureau National de l'Etat-civil*) to strengthen civil registration and vital statistics activities for refugees and host communities.
- The Education Project will enable the identification of children in preschool and schools who do not as yet have a birth certificate.
- The CDPSP conducts activities to register children who do not attend school, as well as those who are orphaned or separated from parents and communities by conflict, and will assist civil registration centers to provide them with a birth certificate using the most accurate information available. This includes outreach by trained register officers into the communities and villages to register refugees and host populations.
- Note that the GoC has a parallel reform and project on civil registration. In this context, the SSNP will support civil registration of refugees and vulnerable population, as far as beneficiaries of the project, through referral, depending on individuals' expressed demand. This is already done under the parent project.

**45. The SSNP's targeting mechanism (for details see Annex I) starts with a house-to-house outreach survey, that is, a method that will naturally cover all households in a selected community, irrespective of refugee status, ethnicity, or other.** The targeting will identify and refer poor households that require birth certificates to the nearest civil registration centers, which will be sensitized to receive them and provide all registration papers. Refugees wishing to become citizens will be referred to the same civil registration center. The poverty status of households will be assessed rigorously and poor households, irrespective of nationality, will be registered in the project's MIS. The project will not use UNHCR's previous poverty assessment on refugees but apply the parent project's rigorous PMT.

46. Registration in the MIS, which is the basis of a unified registry of vulnerable beneficiaries for Cameroon, should also increase refugees' protection.

**47. Finally, both nationals and refugees will have access to the GRM.** The three HD projects and the CDPSP will explore sharing the core structures of their GRMs such as the *Numero Vert* ('800 number') which already exists for the CDPSP.

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<sup>15</sup> For details on the targeting logistics, please see annex I.



## **Component 2: Cash Transfer Program (US\$37.7 million)**

48. This continues to comprise two subcomponents.

### ***Subcomponent 1: Cash Transfers***

#### ***➤ Subcomponent 1 A: Regular Cash Transfers***

49. The project currently covers 42,000<sup>16</sup> poor households in the regions of the Far North, North, North West, Adamawa, East, Yaoundé, and Douala.

50. Under the AF, an additional 40,000 beneficiary households will be included in additional Local Councils in the aforementioned regions, as well as in the new regions of the South and South-West.

51. **The current design of the transfer, notably amount and frequency, will be maintained.** Both poor nationals and poor refugees will have access to the regular CT, following the exact same admission criteria, namely being identified as poor by the PMT. The Legal Agreement for this AF includes provisions for making direct CTs to refugees.

#### ***➤ Subcomponent 1 B: Emergency cash transfers***

52. The project currently pays emergency cash transfers, which follow a faster and easier targeting mechanism, and are shorter in duration, to 12,000 households in the host communities in some areas of the Far North.

53. The AF will cover 6,000 additional households, both nationals and refugees, in new Local Councils in the Far North and additionally refugee-hosting Local Councils in Adamawa, the North, and the East region as well as in the conflict-ridden North-West and South-West regions.

### ***Subcomponent 2: Accompanying measures***

54. **The existing accompanying measures build on a ‘moral contract’ signed by all beneficiaries, which commits them to a series of actions that build human capital, for example, paying children’s school fees and school books, taking sick members of the household to the doctor, and giving children and the elderly as well as pregnant women three meals a day.** Beneficiaries in all regions receive monthly awareness events and outreach to encourage them to follow the contract.

55. Under the AF, this subcomponent will be strengthened with two essential additions/modifications: (a) an ECD component on essential family practices in health, hygiene, safety, and education and (b) revised awareness activities that foster human capital protection in addition to human capital building. The objective is to address GBV in Cameroon with innovative

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<sup>16</sup> Exceeding the original project target of 40,000 households.





materials that include men and boys, couples, as well as communities at large. Together with the Gender Innovation Lab, the project will explore if a range of innovative approaches can be compared in a rigorous impact evaluation in the new areas. In general, according to the evidence,<sup>17</sup> CTs are a good entry point for working with couples on healthy relationships, nonviolent conflict resolution, and healthy parenting. Accompanying measures alongside transfers have been seen to have an impact on reducing GBV. CTs are often also a good way to delay precocious marriages, a common risk factor for GBV. However, in a high GBV context such as Cameroon, the project will not be able to eliminate all risk.

56. **In the same context, the feasibility of providing psychosocial care will be studied.** In Local Councils of overlap with the Health Project, the SSNP will explore identifying and referring beneficiaries in need of this care to the public health structures, who are building up mental and psychosocial support under their AF.

57. **Operationalization in the field.** The ECD activity is realized in five pilot Local Councils, by community liaisons under the supervision of the project's current field operators, at a ratio of 30 households per liaison. In all Local Councils of project activity, the HD projects and the CDPSP will explore pooling their Local Council level staff and share their protocols, to achieve better coverage.

58. According to the current dialogue with the Government, the accompanying measures will be opened to both poor nationals and refugees in all participating areas.

### **Component 3: Labor Intensive Public Works (PW) (US\$7.1 million)**

59. **The project currently offers public works to 21,000 individual beneficiaries in the Far North, North, East, and Adamawa.** A further 9,000 individuals are foreseen under the parent project for 2018 in regions of North West, East, and North, working toward the original project target of 30,000.

60. **The AF would add to this target 23,000 individual beneficiaries in additional Local Councils of the above-mentioned regions as well as in Local Councils of the new regions of South and South West.** Both poor nationals and refugees will be eligible for this component. The project currently undertakes a study into the feasibility of adding a mobile crèche activity to the public works, to take care of preschool-age children brought to the work sites by the large number of female beneficiaries of this component. The crèches would then also be an anchor to teach ECD-relevant content to parents working in labor intensive public works.

61.

**Component 4: Project management** (cost covered under Component 1, as per disbursement categories of the parent project)

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<sup>17</sup> With thanks to Diana Arango (CCSA Gender) for comprehensive comments.





62. The project management structures of the parent project will be maintained. The capacity in both safeguards and financial management will be closely monitored and enhanced where needed. The operational manual of the project will be updated after effectiveness in line with the content of the project documents.

63. **To summarize, the coverage of the parent project will be strengthened to consider current shocks related to insecurity and social unrest in some regions.** So, the project will be

- (a) Maintained in the Far North, North, Adamawa, and Eastern regions to support refugees, IDP and host communities;
- (b) Intensified in the North-West region and introduced to the South West region for peacemaking purposes and to mitigate the adverse effects of social unrest and poverty in these region;
- (c) Introduced to the South region as it is now one of the five regions with the highest poverty rates according to ECAM-4; and
- (d) Strengthened in the cities of Douala and Yaoundé to sustainably address urban poverty.

64. **Humanitarian - development transition.** The project management and the World Bank team have had regularly exchanges with UNHCR during the preparation of this AF. In agreement with UNHCR and with the Government, the SSNP will first concentrate on communities where refugees live integrated in the community and will only later approach camps. At all times, the project will remain in touch with UNHCR and progress in proportion to the retreat of humanitarian support.

**Table 2. Project Costs and Financing Plan by Component (US\$, millions)**

Component	Original IDA (Cameroon Social Safety Nets) (P128534)	AF IDA18 Refugee Sub- window	AF National IDA	Revised Total Cost
1. Development of a national safety net system and 4. Project management	7.8	5.4	9.8	23.0
2. Cash transfers with accompanying measures	36.3	20.3	17.4	74.0
3. Labor Intensive Public Works	5.9	4.3	2.8	13.0
<b>TOTAL</b>	<b>50.0</b>	<b>30.0</b>	<b>30.0</b>	<b>110.0</b>



## **E. Other Changes**

### **Change in Financial Management**

65. **A performance-based bonus (prime), which is not part of their salary, will be paid to Government staff who are assigned to the project (*personnel fonctionnaire*) in the PIU.** The Project Implementation Manual (PIM) will be revised accordingly, in particular to (a) specify the amount of the bonuses or a range, (b) list the performance criteria and associated indicators, (c) clarify that the performance indicators and bonuses will be subject to annual clearance by the World Bank, and (d) clarify the performance verification/assessment mechanism. It is not expected that the performance-based bonuses will increase the overall revenue of the civil servants outside the limits of the normal salary ranges applied for the project. This change formalizes the current practice of the parent project, which is covered by the current Financing Agreement.

### **Change in Procurement**

66. **The project will be governed by the NPF.** All goods, works, non-consulting services, and consulting services required for the project and to be financed out of the proceeds of the loan shall be procured in accordance with the requirements set forth or referred to in the Procurement Regulations (World Bank Procurement Regulations for IPF Borrowers, dated July 1, 2016, revised in November 2017) and the provisions of the Procurement Plan.

67. **In line with the clause 12 of OP 10.00 for ‘Situations of Urgent Need of Assistance or Capacity Constraints’, a Project Procurement Strategy for Development (PPSD) and the derived Procurement Plan may be deferred up to the project implementation phase.** This has been confirmed by the Country Director at the Decision Meeting.

68. Considering that the activities under this project are similar with the parent project, the client, with the support of the World Bank, will provide these documents (PPSD and the Procurement Plan) no later than the beginning of this project.



### III. KEY RISKS

**Table 3. Risk Ratings**

<b>Risk Category</b>	<b>Rating</b>
1. Political and Governance	High
2. Macroeconomic	Substantial
3. Sector Strategies and Policies	Substantial
4. Technical Design of Project or Program	Substantial
5. Institutional Capacity for Implementation and Sustainability	Substantial
6. Fiduciary	Substantial
7. Environment and Social	Substantial
8. Stakeholders	Moderate
9. Other: Refugee Protection	Substantial
<b>OVERALL</b>	<b>Substantial</b>

69. **The overall risk of the AF to the SSNP remains Substantial, the same as for the original project.** Political and governance risk is High, while the macroeconomic, sector strategies and policies, technical design, institutional capacity, and fiduciary risks are Substantial.

70. **Political and governance.** Despite the increased and strong commitment of MINEPAT, the project's sponsoring authority, as well as ongoing discussions around the establishment of a permanent social safety nets institution within the Government, the risk remains High. In addition, the presidential elections, which are planned for late 2018, could potentially have a destabilizing effect on the project's implementation, especially if a leadership change results in shifting Government priorities for the sector. The risk is particularly high in the crisis-affected regions (the Anglophone regions, the East, and the three northern regions), where the project could be perceived as serving vested interests. The project is mitigating this risk through a diligent and high-quality communications policy. A recently hired communications specialist has ensured positive media coverage of the project and its impact. National visibility, including among senior government officials, is now high.

71. **Macroeconomic.** The risk remains Substantial. The ongoing public expenditure review of the social protection sector provides a basic mechanism for the budgetary monitoring of social expenditure (Project Expenditure Review [PER]) from the Government and its partners. Preliminary results show that expenditures are low (1.5 percent of GDP) and regressive; they benefit the rich rather than the poor. Programs are poorly targeted, predominantly covering the urban population, and the old at the expense of the young. The Government's long-term fiscal commitment to social protection remains under discussion, especially in the context of the DPO.



However, the early findings of the PER have sparked the interest of the Ministry of Finance (MoF) and the rising visibility of the safety net project have the potential of changing the trend of budget discussions in the MoF.

**72. Sector strategies and policies.** The risk remains Substantial. Although the delayed effectiveness of the original project was a result of the Government's priorities, the impact evaluation of the pilot operation showed very positive results, which convinced the Government of the importance of investing in social protection. Today, the Government sees the project's core activities (CTs and labor intensive public works) as very effective mechanisms to assist the most vulnerable populations, especially in areas that are experiencing shocks such as social unrest and climate change. The Government's commitment to the sector is evidenced by the fact that one of the DPO's three pillars focuses on scaling up social protection.

**73. Technical design of project.** Since the AF will essentially continue funding the activities that have already been ongoing under the original project, the risk remains Substantial. Through the IDA18 Refugee Sub-Window, the AF will make sure the activities carried out under the original project are adapted to specifically reach refugees and host communities. These potential adaptations are not anticipated to increase the complexity of the technical design. IDPs, refugees, and host communities were already targeted under the original project, through emergency cash transfers. Therefore, putting a specific emphasis on targeting refugees and host communities is not anticipated to increase the technical design risk of the project, which will also be mitigated through coordination and synergies with other World Bank operations targeting the same populations. The complexity associated with the addition of two new subcomponents will be offset by their focus—reinforcement of accompanying measures and ECD—which will strengthen the effectiveness of the other components and, as a result, achievement of the PDO.

**74. Institutional capacity for implementation and sustainability.** Current implementation arrangements will not change and the risk remains Substantial. The project has a solid, fully staffed PIU, which is present both at the central and local levels. The PIU is very committed and has made significant efforts since project effectiveness to increase its efficiency, especially in terms of financial management (FM), procurement, and M&E. In fact, the PIU's performance and strong ownership over the management of the project resulted in lowering the institutional capacity for implementation and sustainability risk from High to Substantial in the last Implementation Status and Results Report (ISR). In addition, the PIU has developed strong and effective partnerships with both World Bank teams (for example, health operation) and external partners (for example, UNICEF), especially in the HD sector. As for mitigating measures, dialogue with the PIU about strengthening organization and reporting as well as performance management of the individual PIU members to achieve a uniformly high performance is ongoing and advised by a World Bank organizational specialist.

**75. Fiduciary.** The fiduciary arrangements for the AF will remain the same as for the original project and the risk remains Substantial. The PIU has considerably improved effectiveness in FM and procurement since project effectiveness, as proved by the faster pace and overall increase in disbursements. This is in part because of the development of an effective and robust MIS, which



includes an efficient payment module for CTs. The improved fiduciary performance of the PIU has in fact led to a decrease of the fiduciary risk from High to Substantial in the last ISR. The mitigating measures are the same as for the preceding risk.

76. **Other: Refugee protection.** Refugee protection risks are Substantial. The World Bank, in consultation with UNHCR, has confirmed that Cameroon's protection framework is adequate for the purposes of the sub-window. UNHCR has provided the World Bank with an overall positive assessment of Cameroon's protection framework. However, five key risks have been identified: (a) potential deportation remains a particular concern in the volatile security environment in the Far North region; (b) insecurity and high levels of violence in the Far North pose significant protection challenges; (c) the Government does not issue identity documents to refugees; (d) GBV, including sexual violence, remains one of the most serious threats to the safety and security of refugee and IDP women and children; and (e) refugees have the right to legal residency, primary education, public health, and employment, but their living conditions are generally precarious because of the lack of employment and regular income.

77. To mitigate these risks, the GoC has committed to a number of new progressive reforms, outlined in its LDP: (a) preparing a medium-term refugee management strategy; (b) facilitating greater access to basic social services for refugees, host communities, and IDPs; (c) improving legal security for refugees to facilitate their resilience; and (d) better understanding the causes of vulnerability of refugees and host communities. The GoC has also taken explicit protection-related commitments in the LDP, namely the (a) issuance and recognition of biometric identity documents for refugees (along with travel documents), in accordance with Decree 2007/ 255 of September 4, 2007, and Decree 2016/373 of August 4, 2016, on the procedures for Law 97/012 of January 10, 1997, on the requirements for the entry and exit of foreigners (*Délégation Générale a la Sureté Nationale* DGSN - MINATD); (b) systematic issuance of birth certificates for refugee children born in Cameroon with new registry offices (or reinforcement of existing registry offices) in areas with large populations of refugees and displaced persons; and (c) strengthening of the institutional capacities of refugee status management bodies to facilitate the registration of asylum seekers and decisions on refugee status (MINREX Technical Secretariat) and ensure that the population census planned in Cameroon in 2018 is comprehensive and counts all of the people living in border areas. The Steering Committee will also provide a platform to discuss the issue of refugees and returns. At the project level, to mitigate refugee protection risks, the CDPSP will contribute to civil registration (access to identity documents for newborns), social cohesion, and peace through participatory approach.



## IV. APPRAISAL SUMMARY

### A. Economic Analysis

78. **The economic and financial analysis of the program is the same as the one that was undertaken at the time of the preparation of the parent project.** All general statements on rationale, impact, and efficiency made at that point are still valid. International experience shows that conditional CTs can play an important role in reducing poverty and improving social indicators such as nutrition, education, and health outcomes. This also includes positive effects on local economies and investments toward productive activities.

79. An impact evaluation undertaken on a pilot version of the SSNP in Cameroon has in fact strongly confirmed the direction of all results forecasted in the original economic analysis (see Annex I for full description).

80. **Under the AF, there are no new components.** Existing components will be rolled out to additional regions and additional beneficiaries. Specifically, the project will cover an additional 40,000 households or 120,000 individuals with regular CTs. Additional emergency transfers will be rolled out to 6,000 households or 18,000 individuals, and Labor Intensive Public Works will include 23,000 additional individuals.

81. **There is a rationale for Government intervention with CTs as the market alone fails to help people escape poverty traps.** There is no commercial credit available to the risk profile of the project beneficiaries, large enough in size and long term enough to allow them to improve their welfare or human capital.

82. **The value added of the World Bank in this area is strongly confirmed.** The World Bank has unique experience in designing, appraising, implementing, and evaluating social safety nets together with and through governments. Rigorous evaluations have proven a positive track record of impact on poverty reduction and human capital building. As for working with refugees, the international donor community has called for a gradual shift of humanitarian to development financing to integrate long-term refugees and has entrusted a significant role to the World Bank through the IDA18 Refugee Sub-window.

83. The cost-benefit evaluation of the proposed components of regular CTs, emergency cash transfers, and labor intensive public works is positive and remains the same as estimated in the original economic analysis.

84. M&E has been appropriately adjusted to fit the expansion of the components to new regions and beneficiaries; see Results Framework.



## **B. Technical**

85. **The project's design follows proven best practices for CT and labor intensive public works programs (PWP).** The beneficiaries of CTs are selected from among the chronically poor using a structured combination of targeting approaches (geographic targeting, community-based targeting, and PMT). Beneficiaries of the PWP will self-select into the program based on the wage rate (set low enough to attract only the poorest workers) plus additional criteria if necessary. This approach maximizes targeting accuracy and is an effective way to channel limited resources to the poorest people. The targeting system is also non-discriminating by design: it targets poverty and no other category. Households benefitting from the CTs participate in training on IGAs and how to access credit and savings to increase the impact of the program on the productivity and investments of households. When households register for the CT program, they enter a moral contract that commits them to adopting positive kinds of behavior that will benefit their household, such as sending their children to school and using all available health care services for their children to increase the household's human capital.

86. **The payment system makes use of the latest developments in payment processes and centrally managed information systems.** The payment system is compatible and integrated with other operational processes such as the selection and registration of beneficiaries, the preparation of the list of beneficiaries to be paid, and the reconciliation of accounts through the MIS. Information and communication technology and mobile technologies will be tested and integrated into the project over the course of its implementation as part of the continuous learning promoted in the pilot approach.

## **C. Financial Management**

87. **The FM is arranged within the existing setup for the original SSNP for which a FM review was conducted in November 2017.** The review concluded that the project has acceptable and adequate FM arrangements to ensure reliability of financial reporting, effectiveness, and efficiency of project operations and compliance with applicable laws, guidelines, and procedures. The FM team comprises a financial and administrative officer, an accountant, and an assistant accountant. The team is supported by an internal auditor. In addition, the project is endowed with a procedures manual and an accounting software.

88. **However, because of a few shortcomings related mainly to the quality of interim financial reports (IFRs) and poor management of the advances made under the project, the overall FM performance of the project and associated risk were rated Moderately Satisfactory and Substantial, respectively.** The risk level will remain the same for the AF. The project is taking actions to address these weaknesses.

89. **On that basis, it has been agreed that FM arrangements would remain the same as for the original project.** However, since the current arrangement is not considering the AF specificities that include operations toward refugees and host communities, it is considered that





the following measures should be taken within three months of effectiveness to mitigate the associated risk: (a) the project procedures manual should be updated to consider the accounting and reporting needs under the AF; (b) therefore, the accounting software should be customized accordingly; (c) four dedicated DAs (two for each source of financing) should be opened and managed by CAA; and (d) to ensure the annual financial statements that will be produced under the AF are audited, the ToR of the initial project external auditor will be updated to reflect the AF activities.

90. **A performance-based bonus (prime) will be paid to the government staff (civil servants) who are assigned to the project in the PIU.** The bonuses are not part of the salary of these staff. The PIM has been revised accordingly, in particular to (a) specify the amount of the bonuses or a range, (b) describe the performance criteria and associated indicators, (c) clarify that the performance indicators and bonuses will be subject to clearance by the World Bank every year, and (d) clarify the performance verification/assessment mechanism. This change formalizes the current practice of the parent project, which is covered by the current Financing Agreement.

91. **There are no overdue unaudited IFRs or audit reports in the project and the sector at the time of preparation of this AF.** The IFRs are prepared every quarter and submitted to the World Bank regularly (for example, 45 days after the end of each quarter) with a delay that is being taken care of to ensure future IFRs are submitted on time. For the sake of reporting on the activities performed under the AF, the safety nets team will submit quarterly IFRs in a form and content acceptable to the World Bank within 45 days after the end of the quarter. The format will be the same as under the ongoing project and will be prepared jointly. The 2016 audit report was submitted on time and the external auditor expressed a qualified opinion pertaining mainly to the weak management of the advances. The accounts of this AF will be audited together with the initial project on an annual basis and the external audit report along with the management letter will be submitted to IDA within six months after the end of each calendar year. The ToR of the external auditing firm will include the scope of this AF and the project will comply with the World Bank disclosure policy of audit reports.

92. **Disbursement.** Upon AF effectiveness, the disbursement arrangements under the initial project will apply to the AF as well. The proposed additional funding of an amount of US\$60 million (IDA Refugees US\$30 million and IDA national US\$30 million) to be disbursed until 2022 will finance 100 percent of eligible expenditures inclusive of taxes. For that purpose, four DAs denominated in CFA francs will be opened in a commercial bank acceptable to IDA and managed by CAA. The ceiling of the DAs will be established by WFALA depending on the disbursement methods. In addition to the advances to the DA, the other methods of disbursing the funds (reimbursement, direct payment, and special commitment) will also be available to the project. The minimum value of applications for these methods is 20 percent of the DAs' ceiling. The project will have to sign and submit WAs electronically using the eSignatures module accessible from the World Bank's Client Connection website.

93. Additional instructions for disbursements will be provided in the Disbursement Letter that will be issued for this AF.





**Table 4. FM Action Plan**

<b>Risk</b>	<b>Mitigation Measures</b>	<b>Timeline</b>
The AF funds might be comingled with the initial financing funds	Open two segregated DAs (one for each financing source)	Immediately after effectiveness
The AF activities may not be adequately captured in the current internal control system	Update the procedures manual to consider the AF specificities (operations towards refugees and host communities), including the associated accounting and reporting needs	Within two months of effectiveness
Delays may occur for the submission of agreed consolidated IFRs and annual project financial statements	Customize the accounting software to consider the AF activities	Within two months of effectiveness
The AF annual financial statements might not be audited	Update the ToR of the external auditor	Within three months of effectiveness

94. Based on the current overall residual FM risk, which is Substantial, the project will be supervised twice a year to ensure that the FM arrangements still operate well and funds are used for the intended purposes and in an efficient way.

#### **D. Procurement**

##### **Applicable Policies and Procedures**

95. All goods, works, non-consulting services, and consulting services required for the project and to be financed out of the proceeds of the loan shall be procured in accordance with the requirements set forth or referred to in the Procurement Regulations (World Bank Procurement Regulations for IPF Borrowers, dated July 1, 2016, revised in November 2017) and the provisions of the Procurement Plan.

##### **Procurement Arrangements**

96. Procurement activities for this AF will be carried out by the existing Safety Net PIU in close collaboration with the respective beneficiaries.

97. The procurement performance for the original project has been rated Moderately Satisfactory to Satisfactory during implementation thus far, and the procurement risk of the project is rated Substantial to date.

98. The key risks identified for procurement under this project are as follows: (a) staff involved in the project may not have sufficient knowledge of the NPF and/or there is a risk of confusion with previous sets of guidelines, (b) inadequate communication and interaction between the beneficiaries and the PIU may lead to delays in procurement processes and poor cost estimations, (c) administrative routines may increase delays in the procurement processes and affect project implementation, and (e) poor filing may lead to the loss of documents.



99. The residual risk will remain Substantial after adopting the agreed mitigation action plan summarized in table 5.

**Table 5. Procurement Action Plan**

<b>Risk</b>	<b>Action</b>	<b>Responsibility</b>	<b>Date</b>
1. Staff involved in the project who may not have sufficient knowledge on the NPF and/or risk of confusion with the former guidelines	Organize workshop sessions to train all staff involved in the procurement of the project on the NPF	PIU/World Bank	2 months after effectiveness
	Continuous hands-on trainings of identified key staff on the NPF	World Bank Procurement Specialist	During the life of the project
2. Inadequate communication and interaction between the beneficiaries and the PIU, which may lead to delays in procurement processes and poor estimation of the costs	Update the manual of administrative, financial, accounting procedures to consider this AF and the NPF and clarify the role of each team member involved in the procurement process of the project and the maximum delay for each procurement stage, specifically with regard to the review, approval system, and signature of contracts	PIU	2 months after effectiveness
3. Administrative routines may increase delays in the procurement processes and affect project implementation	Exercise quality control on all aspects of the procurement process, including developing ToRs, technical specifications, bidding documents, proposals, request for quotations, evaluation, and award	PIU	During the life of the project
	Monitor, on a regular basis, the Procurement Plan implementation and set up a close follow-up in relations with beneficiaries and official bodies involved (Ministry of Public Contracts [ <i>Ministère des Marchés Publics</i> ], CAA) to ensure that appropriate actions are taken on time	PIU	During the life of the project
4. Poor filing, which can lead to loss of documents	Set an appropriate filing system at the level of PIU to ensure compliance with the World Bank procurement filing manual	PIU/procurement specialist	During the life of the project



100. **Frequency of procurement reviews and supervision.** The World Bank's prior and post reviews will be carried out based on thresholds indicated in table 6. The IDA will conduct six-monthly supervision missions and annual post-procurement reviews; the standard post-procurement reviews by World Bank staff should cover at least 15 percent of contracts subject to post review. Post reviews consist of reviewing technical, financial, and procurement reports by World Bank staff or consultants selected and hired by the World Bank. Project supervision missions shall include a World Bank procurement specialist or a specialized consultant. IDA may also conduct an Independent Procurement Review at any time until two years after the closing date of the project.

101. **Procurement prior review.** The procurement risk is rated Substantial. Table 6 summarizes the procurement prior review for 'Substantial'. These prior review thresholds can evolve according to the variation of procurement risk during the life of the project.

**Table 6. Procurement Prior Review Thresholds (US\$, millions)**

Type of Procurement	Thresholds
Goods, information technology, and non-consulting services	2.0
Consulting firms	1.0
Individual consultants	0.3

#### **E. Social (including Safeguards)**

102. **The AF will be mainly implemented in regions hosting refugees and at risk of refugee influx, as well as in new regions affected by poverty and fragility.** The arrival of thousands of refugees in those regions will increase pressure on basic infrastructure and resources and will worsen living conditions and vulnerability of host communities. On top of this, the arrival of refugees in host communities will introduce new practices and habits in a context which is already heterogeneous (with many ethnic groups and the presence of indigenous peoples [IPs] and/or other vulnerable groups). This will exacerbate existing social cohesion issues and other risks related to land acquisition, the consideration of most vulnerable groups, and GBV-related issues. The proposed AF's design will integrate those social challenges by reviewing the social safeguards instrument prepared for the parent project.

103. **The parent project triggered the two social safeguard policies (OP/BP 4.10 [Indigenous Peoples] and OP/BP 4.12 [Involuntary Resettlement]).** The parent project had prepared and disclosed the Resettlement Policy Framework (RPF) and Indigenous Peoples' Planning Framework (IPPF) at the InfoShop in 2012. Concerning OP 4.12, the implementation of the CT and public works components in the parent project did not require any acquisition of land and did not lead to the destruction of property (crops, houses, graves). All microprojects were subject to a social screening, the results of which are recorded in each microproject submission file.



104. **For the AF, the RPF has been updated and was disclosed in-country and in the Bank on March 9, 2018.** The RPF updates include the analysis of potential land acquisition challenges in the additional project's footprints and provides guidance regarding screening and to establish the principles for compensation and the preparation of a resettlement action plan(s) if necessary considering the fact that in the target areas, activities to be financed under the project will be mainly implemented in lands that are already being cultivated and in pastoral lands.

105. **The IPPF has been updated and disclosed in-country and in the Bank on March 9, 2018.** The IPPF includes an options analysis for a better coverage of isolated communities and most vulnerable IP households in selected councils and for the financing of community-based social infrastructures that would improve the capacity to absorb new immigrants.

106. **A more detailed Indigenous Peoples Plan (IPP) will be prepared before activities are implemented in the field.** The PIU would also consider including special provisions for Bororos in the IPP as this vulnerable group constitutes a part of refugees.

107. To ensure representation of the Baka and Bororos, these groups will be included in the activity management committees (*Comité de Gestion des Activités*, CGA).

108. **GBV.** GBV in various forms is widespread in Cameroon and in neighboring countries. In the context of the refugees, violence against women and girls, including GBV, sexual exploitation, and abuse is also an issue, particularly in refugees' camps, according to UNHCR. Apart from cultural and religious factors, which may hinder the equal development of women and girls (access to school, household occupations, and exclusion from the decision-making system), phenomena such as rape, female genital mutilation (FGM), sexual exploitation, and abuse, including physical assault, domestic violence, and prostitution are also a reality among the refugee population. These are risks that could jeopardize the implementation of the AF. Adjustments will be made in the project's Environmental and Social Management Framework (ESMF) to tackle issues related to GBV, sexual exploitation, and abuse.

109. **In this context, in particular, the GRM document prepared for the parent project in December 2017 will be updated during implementation.** The GRM documents and their implementation, including the waiver commitment letter and the complaint registration form, will be disseminated to the beneficiaries, who will be aware of and trained in the complaint management process. These actions will reduce the potential social impacts and will allow to manage the risk, if a consistent monitoring of safeguard compliance is in place.

110. **The project has a strong social orientation, thus requiring a specialist in social issues in the PIU team.** In addition, the head of Social Action Services, representing the Ministry of Social Affairs (MINAS) at the municipal level, is being involved in the implementation of the project, because it is the actor responsible for the Baka and Bororo populations in the councils and has in-depth knowledge on their preferences.



## **F. Environment (including Safeguards)**

111. **The parent project was categorized as B and the proposed AF would not trigger new safeguards policies and would therefore also be categorized as B.** This is because none of the activities financed by the proposed AF is expected to induce adverse, irreversible environmental and social impacts. The potential environmental impacts of the project will be limited, site specific, and manageable to an acceptable risk if a consistent monitoring of safeguards compliance is in place. The parent project triggered five environmental safeguards policies (OP/BP 4.01 [Environmental Assessment]; OP/BP 4.04 [Natural Habitats]; OP/BP 4.36 [Forests]; OP 4.09 [Pest Management], and OP/BP 4.11 [Physical Cultural Resources]).

### **Safeguard Instruments**

112. The following safeguards instruments have been prepared:

- **OP/BP 4.01 (Environmental Assessment).** An ESMF for the parent project was prepared and disclosed in 2012, and it makes provisions of the World Bank Safeguard policies triggered for this project, namely OP 4.01 (Environmental Assessment), OP 4.36 (Forests), and OP 4.11 (Physical Cultural Resources). The ESMF establishes a mechanism to determine and assess future potential environmental and social impacts of the project and then to set out mitigation, monitoring, and institutional measures to be taken during planning and implementation of subprojects under Component 3 such as soil conservation, reforestation activities, small irrigation systems, small infrastructure rehabilitation, and rural road maintenance to minimize adverse environmental and social impacts.
  - The ESMF has been updated and disclosed in-country and in the Bank on February 22, 2018, to include environmental challenges associated with refugees and new regions to be covered, occupational health safety guidance, and working conditions and new project description. It also pays particular attention to integrating the gender dimension of CTs in ensuring that any social mitigation actions will have gender differential positive impacts.
- **OP/BP 4.09 (Pest Management).** A Pest Management Plan (PMP) for the parent project was prepared and disclosed in 2012. It proposes guidance and measures that could be used to prevent and address environmental and human risks associated pest management-related activities. This PMP was updated and disclosed in-country and in the Bank on February 22, 2018.
- **OP/BP 4.11 (Physical Cultural Resources).** During the Environmental and Social Management Plan (ESMP) and/or Notice of Impact Environmental and Social (NIES) processes, particular attention will be placed on physical cultural resources and relevant mitigation measures proposed if needed. A comprehensive chance find



procedure was prepared for public works activities and will be embedded in the bidding documents.

- **OP/BP 4.36 (Forests).** The project does not support commercial forest exploitation. However, this policy was triggered as the project intended to finance small-scale reforestation activities. The ESMP/NIES for these activities will assess and provide relevant guidance to consider during the site selection to be followed to avoid or reduce potential negative impact on health and quality of forest.

113. **Project activities include arrangements for monitoring environmental safeguards compliance.** The ESMF has identified a list of indicators that will be used to monitor environmental and social improvements in the following areas: (a) capacity building, (b) mitigation measures, (c) M&E, and (d) grievance management and stakeholder engagement.

114. **Moreover, environmental and social mitigating and monitoring measures identified in the ESMF will be distributed along with the Project Operations Manual.** The PIU has recruited a full-time safeguards staff who is responsible for following up on environmental and social safeguards. This staff will be maintained full-time and will undergo relevant training in social development, sensitization on gender, GBV, and social inclusion.

## **V. WORLD BANK GRIEVANCE REDRESS**

115. Communities and individuals who believe that they are adversely affected by a World Bank (WB) supported project may submit complaints to existing project-level grievance redress mechanisms or the WB's Grievance Redress Service (GRS). The GRS ensures that complaints received are promptly reviewed in order to address project-related concerns. Project affected communities and individuals may submit their complaint to the WB's independent Inspection Panel which determines whether harm occurred, or could occur, as a result of WB non-compliance with its policies and procedures. Complaints may be submitted at any time after concerns have been brought directly to the World Bank's attention, and Bank Management has been given an opportunity to respond. For information on how to submit complaints to the World Bank's corporate Grievance Redress Service (GRS), please visit <http://www.worldbank.org/en/projects-operations/products-and-services/grievance-redress-service>. For information on how to submit complaints to the World Bank Inspection Panel, please visit [www.inspectionpanel.org](http://www.inspectionpanel.org).



## VI. SUMMARY TABLE OF CHANGES

	Changed	Not Changed
Change in Results Framework	✓	
Change in Components and Cost	✓	
Change in Loan Closing Date(s)	✓	
Change in Disbursements Arrangements	✓	
Change in Procurement	✓	
Change in Implementing Agency		✓
Change in Project's Development Objectives		✓
Cancellations Proposed		✓
Reallocation between Disbursement Categories		✓
Change in Safeguard Policies Triggered		✓
Change of EA category		✓
Change in Legal Covenants		✓
Change in Institutional Arrangements		✓
Change in APA Reliance		✓
Other Change(s)		✓

## VII. DETAILED CHANGE(S)

### RESULTS FRAMEWORK

#### Project Development Objective Indicators

Development and implementation of an effective targeting mechanism for cash transfer programs

Unit of Measure: Yes/No

Indicator Type: Custom

Baseline

Actual (Current)

End Target

Action



Value	No	Yes	Yes	Revised
Date	30-Jun-2014	31-Dec-2017	30-Dec-2022	
<b>Development and implementation of a functional and effective MIS system for the cash transfer and public works programs</b> Unit of Measure: Yes/No Indicator Type: Custom				
	Baseline	Actual (Current)	End Target	Action
Value	No	Yes	Yes	Revised
Date	30-Jun-2014	31-Dec-2017	30-Dec-2022	
<b>Creation and implementation of a permanent safety net institution within the Government</b> Unit of Measure: Yes/No Indicator Type: Custom				
	Baseline	Actual (Current)	End Target	Action
Value	No	No	Yes	Revised
Date	01-Jul-2013	31-Dec-2017	30-Dec-2022	
<b>The share of beneficiary households (of both cash transfer and public works program) who live below the poverty line</b> Unit of Measure: Percentage Indicator Type: Custom				
	Baseline	Actual (Current)	End Target	Action
Value	0.00	0.00	70.00	Revised
Date	30-Jun-2014	31-Dec-2017	30-Dec-2022	
<b>Cash Transfer Program</b> Unit of Measure: Percentage Indicator Type: Custom Breakdown				
	Baseline	Actual (Current)	End Target	Action
Value	0.00	0.00	70.00	New
Date	30-Jun-2014	31-Dec-2017	30-Dec-2022	
<b>THIMO/Cash for Work Program</b> Unit of Measure: Percentage Indicator Type: Custom Breakdown				





	Baseline	Actual (Current)	End Target	Action
Value	0.00	0.00	70.00	New
Date	30-Jun-2014	31-Dec-2017	30-Dec-2022	
<b>The per capita consumption level of households benefitting from cash transfers</b> Unit of Measure: Percentage Indicator Type: Custom				
	Baseline	Actual (Current)	End Target	Action
Value	0.00	0.00	15.00	Revised
Date	30-Jun-2014	31-Dec-2017	30-Dec-2022	
<b>Direct project beneficiaries</b> Unit of Measure: Number Indicator Type: Custom				
	Baseline	Actual (Current)	End Target	Action
Value	0.00	482,913.00	834,000.00	Revised
Date	30-Jun-2014	31-Dec-2017	30-Dec-2022	
<b>Female beneficiaries</b> Unit of Measure: Percentage Indicator Type: Custom Supplement				
	Baseline	Actual (Current)	End Target	Action
Value	0.00	51.90	51.90	Revised

### Intermediate Indicators

<b>Cash transfer payment system developed and implemented</b> Unit of Measure: Yes/No Indicator Type: Custom				
	Baseline	Actual (Current)	End Target	Action
Value	No	Yes	Yes	Revised
Date	30-Jun-2014	31-Dec-2017	30-Dec-2022	
<b>Monitoring and evaluation system developed and implemented</b> Unit of Measure: Yes/No				



Indicator Type: Custom				
	Baseline	Actual (Current)	End Target	Action
Value	No	Yes	Yes	Revised
Date	30-Jun-2014	31-Dec-2017	30-Dec-2022	
Frequency of publication of monitoring reports				
Unit of Measure: Number				
Indicator Type: Custom				
	Baseline	Actual (Current)	End Target	Action
Value	0.00	6.00	6.00	Revised
Date	30-Jun-2014	31-Dec-2017	30-Dec-2022	
Program management expenses as share of total program				
Unit of Measure: Percentage				
Indicator Type: Custom				
	Baseline	Actual (Current)	End Target	Action
Value	0.00	25.53	20.00	Revised
Date	30-Jun-2014	31-Dec-2017	30-Dec-2022	
of which cash transfers management expenses				
Unit of Measure: Percentage				
Indicator Type: Custom Breakdown				
	Baseline	Actual (Current)	End Target	Action
Value	0.00	25.53	20.00	New
Date	30-Jun-2014	31-Dec-2017	30-Dec-2022	
of which emergency cash transfers management expenses				
Unit of Measure: Percentage				
Indicator Type: Custom Breakdown				
	Baseline	Actual (Current)	End Target	Action
Value	0.00	5.00	15.00	New
Date	31-Dec-2015	31-Dec-2017	30-Dec-2022	
of which Labor-Intensive Public Works management expenses				
Unit of Measure: Percentage				
Indicator Type: Custom Breakdown				



	Baseline	Actual (Current)	End Target	Action
Value	0.00	44.70	50.00	New
Date	30-Jun-2014	31-Dec-2017	30-Dec-2022	
Households benefitting from regular cash transfer program Unit of Measure: Number Indicator Type: Custom				
	Baseline	Actual (Current)	End Target	Action
Value	0.00	42,000.00	82,000.00	Revised
Date	30-Jun-2014	31-Dec-2017	30-Dec-2022	
Refugee beneficiary households benefitting from regular cash transfers Unit of Measure: Number Indicator Type: Custom Breakdown				
	Baseline	Actual (Current)	End Target	Action
Value	0.00	0.00	8,000.00	New
Date	31-Jul-2018	31-Jul-2018	30-Dec-2022	
Timely payments of regular cash transfers Unit of Measure: Percentage Indicator Type: Custom				
	Baseline	Actual (Current)	End Target	Action
Value	0.00	96.82	80.00	Revised
Date	30-Jun-2014	31-Dec-2017	30-Dec-2022	
Beneficiary households of regular cash transfers participating in accompanying measures Unit of Measure: Percentage Indicator Type: Custom				
	Baseline	Actual (Current)	End Target	Action
Value	0.00	89.29	80.00	New
Date	30-Jun-2014	31-Dec-2017	30-Dec-2022	
Refugee beneficiary households benefitting from accompanying measures Unit of Measure: Percentage Indicator Type: Custom Breakdown				



	Baseline	Actual (Current)	End Target	Action
Value	0.00	0.00	80.00	New
Date	31-Jul-2018	31-Jul-2018	30-Dec-2022	
Beneficiary households of regular cash transfers who have adopted essential family practices Unit of Measure: Amount(USD) Indicator Type: Custom				
	Baseline	Actual (Current)	End Target	Action
Value	0.00	0.00	80.00	New
Date	30-Jun-2014	31-Dec-2017	30-Dec-2022	
Households benefiting from the emergency cash transfers program Unit of Measure: Number Indicator Type: Custom				
	Baseline	Actual (Current)	End Target	Action
Value	0.00	6,000.00	18,000.00	New
Date	30-Jun-2014	31-Dec-2017	30-Dec-2022	
Refugee beneficiary households benefitting from emergency transfers Unit of Measure: Number Indicator Type: Custom Breakdown				
	Baseline	Actual (Current)	End Target	Action
Value	0.00	0.00	2,500.00	New
Date	31-Jul-2018	31-Jul-2018	30-Dec-2022	
Timely payments of emergency cash transfers Unit of Measure: Percentage Indicator Type: Custom				
	Baseline	Actual (Current)	End Target	Action
Value	0.00	100.00	80.00	New
Date	30-Jun-2014	31-Dec-2017	30-Dec-2022	
Refugee households registered in the Management Information System Unit of Measure: Number Indicator Type: Custom				



	Baseline	Actual (Current)	End Target	Action
Value	0.00	0.00	10,000.00	New
Date	31-Jul-2018	31-Jul-2018	30-Dec-2022	
<b>Number of effective days worked</b> Unit of Measure: Number Indicator Type: Custom				
	Baseline	Actual (Current)	End Target	Action
Value	0.00	870,543.00	3,180,000.00	Revised
Date	30-Jun-2014	31-Dec-2017	30-Dec-2022	
<b>Timely payment of LIPW workers</b> Unit of Measure: Percentage Indicator Type: Custom				
	Baseline	Actual (Current)	End Target	Action
Value	0.00	40.00	80.00	Revised
Date	30-Jun-2014	31-Dec-2017	30-Dec-2022	
<b>Number of new community assets created or existing assets maintained</b> Unit of Measure: Number Indicator Type: Custom				
	Baseline	Actual (Current)	End Target	Action
Value	0.00	106.00	315.00	Revised
Date	30-Jun-2013	31-Dec-2017	30-Dec-2022	
<b>Direct PWP beneficiaries</b> Unit of Measure: Number Indicator Type: Custom				
	Baseline	Actual (Current)	End Target	Action
Value	0.00	15,000.00	30,000.00	Marked for Deletion
Date	30-Jun-2013	20-Dec-2017	30-Jun-2018	
<b>Female Direct PWP beneficiaries (%)</b> Unit of Measure: Percentage Indicator Type: Custom Supplement				



	Baseline	Actual (Current)	End Target	Action
Value	0.00	38.03	50.00	Marked for Deletion
<b>Total direct beneficiaries of LIPW</b> Unit of Measure: Number Indicator Type: Custom				
	Baseline	Actual (Current)	End Target	Action
Value	0.00	15,000.00	53,000.00	New
Date	30-Jun-2014	31-Dec-2017	30-Dec-2022	
<b>Of which women</b> Unit of Measure: Percentage Indicator Type: Custom Supplement				
	Baseline	Actual (Current)	End Target	Action
Value	0.00	38.03	50.00	New
Unit of Measure: Percentage Indicator Type: Custom				
	Baseline	Actual (Current)	End Target	Action
Value		89.29	80.00	Marked for Deletion
Date	30-Jun-2014	31-Dec-2017	31-Dec-2022	
<b>Households benefiting from the emergency cash transfer program</b> Unit of Measure: Number Indicator Type: Custom Supplement				
	Baseline	Actual (Current)	End Target	Action
Value	0.00	6,000.00	18,000.00	New
<b>Refugees that are direct LIPW beneficiaries</b> Unit of Measure: Number Indicator Type: Custom				



	Baseline	Actual (Current)	End Target	Action
Value	0.00	0.00	8,500.00	New
Date	30-Jun-2014	31-Dec-2017	30-Dec-2022	
Of which women (%) Unit of Measure: Percentage Indicator Type: Custom Supplement				
	Baseline	Actual (Current)	End Target	Action
Value	0.00	0.00	50.00	New
Refugees registered in the Management Information System MIS for the LIPW/Cash for Work program Unit of Measure: Number Indicator Type: Custom				
	Baseline	Actual (Current)	End Target	Action
Value	0.00	0.00	17,000.00	New
Date	30-Jun-2014	31-Dec-2017	30-Dec-2022	
Grievances registered related to delivery of project benefits addressed (%) Unit of Measure: Percentage Indicator Type: Custom				
	Baseline	Actual (Current)	End Target	Action
Value	0.00	0.00	80.00	New
Date	30-Jun-2014	31-Dec-2017	30-Dec-2022	

## COMPONENTS

Current Component Name	Current Cost (US\$, millions)	Action	Proposed Component Name	Proposed Cost (US\$, millions)
Laying the Foundations of a Safety Net System and Supporting Project Management	7.80		Laying the Foundations of a Safety Net System and Supporting Project Management	7.80
Cash Transfer Program with Accompanying Measures to Boost Household Productivity	36.30		Cash Transfer Program with Accompanying Measures to Boost Household Productivity	36.30



Public Works Program Pilot	5.90		Public Works Program Pilot	5.90
<b>TOTAL</b>	<b>50.00</b>			<b>50.00</b>

#### LOAN CLOSING DATE(S)

Ln/Cr/Tf	Status	Original Closing	Current Closing(s)	Proposed Closing	Proposed Deadline for Withdrawal Applications
IDA-52240	Effective	31-Aug-2018	31-Dec-2019	30-Dec-2020	30-Apr-2021

#### DISBURSEMENT ARRANGEMENTS

Change in Disbursement Arrangements

Yes

#### Expected Disbursements (in US\$, millions)

Fiscal Year	2014	2015	2016	2017	2018
Annual	0.00	0.00	0.00	0.00	0.00
Cumulative	0.00	0.00	0.00	0.00	0.00

#### SYSTEMATIC OPERATIONS RISK-RATING TOOL (SORT)

Risk Category	Latest ISR Rating	Current Rating
Political and Governance	● High	● High
Macroeconomic	● Substantial	● Substantial
Sector Strategies and Policies	● Substantial	● Substantial
Technical Design of Project or Program	● Substantial	● Substantial
Institutional Capacity for Implementation and Sustainability	● Substantial	● Substantial
Fiduciary	● Substantial	● Substantial
Environment and Social	● Substantial	● Substantial
Stakeholders	● Moderate	● Moderate
Other	● Substantial	● Substantial





Overall		● Substantial	● Substantial
<b>LEGAL COVENANTS – Social Safety Nets for Crisis Response (P164830)</b>			
<b>Sections and Description</b>			
Steering Committee on Refugees and Technical Secretariat on Refugees			
To facilitate coordination among stakeholders in respect of the carrying out and monitoring the implementation of the pertinent activities related to refugees under the Project, the Recipient shall maintain the Steering Committee on Refugees and the Technical Secretariat on Refugees at all times during the implementation of the Project in a manner satisfactory to the Association.			
<b>Conditions</b>			
Type	Description		
Effectiveness	The Association is satisfied that the Recipient has an adequate refugee protection framework.		
Type	Description		
Effectiveness	The Recipient has updated the Project Implementation Manual in a manner satisfactory to the Association.		



## VIII. RESULTS FRAMEWORK AND MONITORING

### Results Framework

COUNTRY : Cameroon

Social Safety Nets for Crisis Response

#### Project Development Objectives

The project development objective (PDO) is to support the establishment of a basic national safety net system including piloting targeted cash transfers and public works programs for the poorest and most vulnerable people in participating areas within the Recipient's territory.

#### Project Development Objective Indicators

Action	Indicator Name	Core	Unit of Measure	Baseline	End Target	Frequency	Data Source / Methodology	Responsibility for Data Collection
Revised	<b>Name:</b> Development and implementation of an effective targeting mechanism for cash transfer programs		Yes/No	No	Yes	UGP	System assessment	Year 2, 3, and end of project

**Description:** An effective targeting mechanism is: • Capable of selecting poor beneficiaries • Accepted by the community • Cost effectively in targeting beneficiaries, and it expected that the system will be scaled up and fully automated and functional for TMO, TMU and THIMO programs and for accounting, procurement and beneficiary coaching.



Revised	<b>Name:</b> Development and implementation of a functional and effective MIS system for the cash transfer and public works programs		Yes/No	No	Yes	UGP	System Assessment	Year 2, 3, 4, and end of project
<b>Description:</b> An effective MIS system is capable of generating lists and report in an effective and transparent manner. Processes can be streamlined and automated.								
Revised	<b>Name:</b> Creation and implementation of a permanent safety net institution within the Government		Yes/No	No	Yes	UGP	Project administrative monitoring data and government decree awaited.	Year 1, 3 and end of project
<b>Description:</b> The creation of a sustainable institution responsible for social safety nets in Cameroon is expected.								
Revised	<b>Name:</b> The share of beneficiary households (of both cash transfer and public works program) who live below the poverty line		Percentage	0.00	70.00	After the beginning of the payment of each cycle	PMT at identification and follow-ups, measured against baseline evaluation data	UGP and World Bank
New	Cash Transfer		Percentage	0.00	70.00			



	Program							
New	THIMO/Cash for Work Program		Percentage	0.00	70.00			
Description: Measures targeting effectiveness of CT & PWP programs. Baseline data is defined by initial IE baseline survey in the project areas								
Revised	<b>Name:</b> The per capita consumption level of households benefitting from cash transfers		Percentage	0.00	15.00	UGP and World Bank	IE	Year 3 or 4
Description: Baseline per capita consumption measured by IE survey. 15% increase compared to the baseline.								
Revised	<b>Name:</b> Direct project beneficiaries		Number	0.00	834,000.00	UGP	Project administrative monitoring data	Yearly
Revised	Female beneficiaries		Percentage	0.00	51.90			
Description: Direct beneficiaries are people or groups who directly derive benefits from an intervention (i.e., children who benefit from an immunization program; families that have a new piped water connection). Please note that this indicator requires supplemental information. Supplemental Value: Female beneficiaries (percentage). Based on the assessment and definition of direct project beneficiaries, specify what proportion of the direct project beneficiaries are female. This indicator is calculated as a percentage.								



### Intermediate Results Indicators

Action	Indicator Name	Core	Unit of Measure	Baseline	End Target	Frequency	Data Source / Methodology	Responsibility for Data Collection
Revised	<b>Name:</b> Cash transfer payment system developed and implemented		Yes/No	No	Yes	UGP	System assessment	Year 2, 3, 4, and end of project
<b>Description:</b> • Processing time required for processes to be established in the PIM. Lists to be generated by the MIS • Payments completed • Reconciliation completed; Time Required by the Payment System for Cycle 4 (payment every 2 months for cash transfers beneficiaries).								
Revised	<b>Name:</b> Monitoring and evaluation system developed and implemented		Yes/No	No	Yes	UGP	System assessment	Year 2 and end of project
<b>Description:</b> Type and timing of reporting are defined in PIM. Data collection steps for evaluation specified in evaluation plan. The M&E system is improved and the evaluation analysis is carried out.								
Revised	<b>Name:</b> Frequency of publication of monitoring reports		Number	0.00	6.00	UGP	Project administrative monitoring data	Every 6 months
<b>Description:</b> World Bank assessment of timeliness and quality of reports produced. Reports should be produced every 6 months.								
Revised	<b>Name:</b> Program management expenses as share of total program		Percentage	0.00	20.00	UGP	Project administrative and monitoring data	Every 6 months
New	of which cash		Percentage	0.00	20.00			



	transfers management expenses							
New	of which emergency cash transfers management expenses		Percentage	0.00	15.00			
New	of which Labor-Intensive Public Works management expenses		Percentage	0.00	50.00			
<b>Description:</b> Program management expense: ratio between operating expenses and total annual expenditures for each of the two programs (components2 and 3) (As specified in the PIM).								
Revised	<b>Name:</b> Households benefitting from regular cash transfer program		Number	0.00	82,000.00	UGP	Project administrative monitoring data	Every 6 months
New	Refugee beneficiary households benefitting from regular cash transfers		Number	0.00	8,000.00			
<b>Description:</b>								
Revised	<b>Name:</b> Timely payments of regular		Percentage	0.00	80.00	UGP	Project administrative	Every 6 months, Year



	cash transfers						monitoring data, Beneficiary assessment	1 and 3
Description: % of beneficiary households receiving transfer as per PIM guidelines								
New	<b>Name:</b> Beneficiary households of regular cash transfers participating in accompanying measures		Percentage	0.00	80.00			
New	Refugee beneficiary households benefitting from accompanying measures		Percentage	0.00	80.00			
Description:								
New	<b>Name:</b> Beneficiary households of regular cash transfers who have adopted essential family practices		Amount(US D)	0.00	80.00			
Description:								
New	<b>Name:</b> Households benefiting from the emergency cash		Number	0.00	18,000.00			



	transfers program							
New	Refugee beneficiary households benefitting from emergency transfers		Number	0.00	2,500.00			
Description:								
New	<b>Name:</b> Timely payments of emergency cash transfers		Percentage	0.00	80.00			
Description:								
New	<b>Name:</b> Refugee households registered in the Management Information System		Number	0.00	10,000.00			
Description:								
Revised	<b>Name:</b> Number of effective days worked		Number	0.00	3,180,000.00	UGP	Project administrative monitoring data	every 6 months
Description: Sum of man/ days all sites								
Revised	<b>Name:</b> Timely payment of LIPW workers		Percentage	0.00	80.00	UGP	Project administrative monitoring data	Every 6 months





Description: % of workers receiving payment as per PIM guidelines

Revised	<b>Name:</b> Number of new community assets created or existing assets maintained		Number	0.00	315.00	UGP	PWP site assessment	Each year of PWP and end of project
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Description: PWP subprojects are defined in PIM

New	<b>Name:</b> Total direct beneficiaries of LIPW		Number	0.00	53,000.00			
New	Of which women		Percentage	0.00	50.00			

Description:

New	<b>Name:</b> Refugees that are direct LIPW beneficiaries		Number	0.00	8,500.00			
New	Of which women (%)		Percentage	0.00	50.00			

Description:

New	<b>Name:</b> Refugees registered in the Management Information System MIS for the LIPW/Cash for Work program		Number	0.00	17,000.00			
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Description:



New	<b>Name:</b> Grievances registered related to delivery of project benefits addressed (%)		Percentage	0.00	80.00				
Description:									


**Target Values**
**Project Development Objective Indicators**

Action	Indicator Name	Baseline	YR1	YR2	YR3	YR4	YR5	End Target
Revised	Development and implementation of an effective targeting mechanism for cash transfer programs	No	N	Y	N	N	Y	Y
Revised	Development and implementation of a functional and effective MIS system for the cash transfer and public works programs	No	N	Y	N	N	Y	Y
Revised	Creation and implementation of a permanent safety net institution within the Government	No						Y
Revised	The share of beneficiary households (of both cash transfer and public works program) who live below the poverty line	0.00	0.00	50.00	60.00	70.00	70.00	70.00
New	Cash Transfer Program	0.00						70.00
New	THIMO/Cash for Work Program	0.00						70.00



Revised	The per capita consumption level of households benefitting from cash transfers	0.00	0.00	0.00	0.00	15.00	0.00	15.00
Revised	Direct project beneficiaries	0.00						834,000.00
Revised	Female beneficiaries	0.00						51.90

### Intermediate Results Indicators

Action	Indicator Name	Baseline	YR1	YR2	YR3	YR4	YR5	End Target
Revised	Cash transfer payment system developed and implemented	No	N	Y	N	N	Y	Y
Revised	Monitoring and evaluation system developed and implemented	No	N	Y	N	N	Y	Y
Revised	Frequency of publication of monitoring reports	0.00						6.00
Revised	Program management expenses as share of total program	0.00	0.00	0.00	20.00	20.00	20.00	20.00
New	of which cash transfers management expenses	0.00						20.00
New	of which emergency cash transfers management expenses	0.00						15.00
New	of which Labor-Intensive Public Works management	0.00						50.00



	expenses							
Revised	Households benefitting from regular cash transfer program	0.00	0.00	5,000.00	20,000.00	40,000.00	40,000.00	82,000.00
New	Refugee beneficiary households benefitting from regular cash transfers	0.00						8,000.00
Revised	Timely payments of regular cash transfers	0.00	0.00	80.00	80.00	80.00	80.00	80.00
New	Beneficiary households of regular cash transfers participating in accompanying measures	0.00						80.00
New	Refugee beneficiary households benefitting from accompanying measures	0.00						80.00
New	Beneficiary households of regular cash transfers who have adopted essential family practices	0.00						80.00
New	Households benefitting from the emergency cash transfers program	0.00						18,000.00
New	Refugee beneficiary households benefitting from emergency transfers	0.00						2,500.00
New	Timely payments of emergency cash transfers	0.00						80.00
New	Refugee households	0.00						10,000.00



	registered in the Management Information System							
Revised	Number of effective days worked	0.00	0.00	0.00	60.00	60.00	60.00	3,180,000.00
Revised	Timely payment of LIPW workers	0.00						80.00
Revised	Number of new community assets created or existing assets maintained	0.00	0.00	0.00	60.00	130.00	200.00	315.00
New	Total direct beneficiaries of LIPW	0.00						53,000.00
New	Of which women	0.00						50.00
New	Refugees that are direct LIPW beneficiaries	0.00						8,500.00
New	Of which women (%)	0.00						50.00
New	Refugees registered in the Management Information System MIS for the LIPW/Cash for Work program	0.00						17,000.00
New	Grievances registered related to delivery of project benefits addressed (%)	0.00						80.00



## ANNEX I: SOCIAL SAFETY NET PILOT PROJECT: IMPACT EVALUATION

### 1. Overview of the Implementation of the Project

#### 1.1. Objectives of the Project

1. **The GoC is taking steps to improve its social safety net system through the implementation of a Social Safety Net Pilot Project based on CTs (using its own resources).** The objectives of the project are to (a) test the methodology of social safety net type programs, (b) develop national capacities for implementing social safety net type programs, and (c) improve the living conditions of poor and vulnerable households.

#### 1.2. Scope of the Project

2. **The CTs have benefitted 2,000 households in two different Local Councils—one rural Local Council (Soulédé-Roua in the Far North, with 1,500 beneficiary households) and one urban Local Council (Ndop in the Northwest, with 500 beneficiary households).** The pilot project has been implemented in 15 villages of the Soulédé-Roua Local Council and in seven districts of the Ndop Local Council.

#### 1.3. Targeting of Beneficiaries

3. A combination of three targeting methodologies was used to select the CT beneficiaries.
- (a) **Geographical targeting** to select the beneficiary regions, departments, and Local Councils on the basis of the poverty map prepared from the data contained in ECAM-3 in 2007 and from the third General Population Census (RGPH3) carried out in 2005.
  - (b) **Community-based targeting.** (i) a Community Working Group (CWG) was set up in each Local Council; the CWG selected the CT beneficiary villages/districts on the basis of previously agreed poverty criteria and (ii) a Local Targeting Group (LTG) was set up in each beneficiary village/district. The LTG drew up a list of potential beneficiary households for each village/district, under the supervision of the Local Citizen Control Group.
  - (c) **Targeting on the basis of the PMT**, which collects data on household living conditions and then calculates a score for ranking households by income level.
4. **The CWG comprises representatives of various sector ministries (Ministry of Health, Ministry of Basic Education, MINAS, Ministry for the Promotion of Women and Family), NGOs, religious authorities, associations (of women, men, and youth) and of traditional chiefs, and the poor.** The CWG decides on the poverty criteria and profile of beneficiary villages/districts, follows up on the implementation of the project, and monitors beneficiaries (targeting, registration, payments, PWPs, and so on).



#### 1.4. Selection of Beneficiary Households

5. Once the PMT is completed, the data collected are entered in the Management Information System (MIS), which processes the information for each Local Council, as follows: (a) it calculates the poverty score for each household, (b) it classifies them from the most to the least poor, (c) it facilitates the selection of beneficiary households in each Local Council and ensures that a minimum number of beneficiaries are selected for each village. The MIS also selects the person responsible for receiving the CTs in each beneficiary household, with women being assigned priority.

##### **Box 1: PMT Model**

$$Constant + \sum_k \alpha_k X_{ki}$$

$(X_{1i}, X_{2i}, \dots, X_{Ki})$  are the characteristics of household  $i$  observed during the PMT survey;  $(\alpha_1, \alpha_2, \dots, \alpha_K)$  are fixed coefficients.

#### 1.5. Registration of Beneficiaries

6. The registration of beneficiaries in each Local Council was conducted in two main stages.

- (a) A village assembly was held to enable the population to validate the list of beneficiary households generated by the MIS on the basis of the PMT scores. This made it possible to eliminate the less-poor households appearing on the main list and to replace them with poorer households on the waiting list, thereby significantly reducing errors of inclusion. At the same time, errors of exclusion were minimized by requesting the Local Council to propose three times more potential households than the number of beneficiary households ultimately selected.
- (b) The households were then invited to go to the registration points. The registration points have three different stations: (a) the identification post; (b) the registration post; and (c) the communication/sensitization post, where household heads and contact persons are shown a film of about seven minutes and are taken through the moral contract to sensitize them about the project's expectations of them.

7. **The Project Card or beneficiary card also contains the photo of the contact person, whose signature and fingerprints are affixed to the document at the point of registration.** Registration is complete once the household head signs the moral contract that is provided. Registration was conducted by young people who were recruited for this purpose in each Local Council and trained in the identification, registration, and sensitization of beneficiaries. At the end of each training stage, the candidates were evaluated on the basis of a written test that enabled the Project Management Unit (PMU) to select the top performers to carry out the field work.





## 1.6.Moral Contract

8. Once the registration process was completed, and after all beneficiaries had been provided with useful information on the project (payment amounts, payment schedule, documents required for payments, a time table of support measures, and so on) and, of course, on the Government's expectations of them, each household head undertook, by signing a moral contract, to ensure that their household would carry out a number of tasks in the areas of health, education, nutrition, IGAs, hygiene, and civil registry.

9. The moral contract has two sides: on one side, the Government's expectations of each beneficiary household are written in letters, and on the other, the Government's expectations are outlined in images for those unable to read.

### Box 1.1. Contents of Moral Contract

- **Education**
  - Pay school fees of my children
  - Buy school supplies for my children
  - Send my children to school on every school day
- **Health**
  - Take my children to a health facility when they are sick
  - Ensure that my children are vaccinated, in accordance with the immunization schedule
  - Ensure that pregnant women in the household undergo prenatal consultations
  - Ensure that women give birth in a health facility
- **Nutrition**
  - Provide two to three meals per day to children
  - Provide two to three meals per day to pregnant women
  - Provide two to three meals per day to the elderly
- **Income-generating activities**
  - Save a portion of the cash to create an income-generating activity
- **Community work schemes**
  - Ensure that one household member (adult and able-bodied) participates in PWPs organized in the local Local Council
- **Others**
  - Always request children to wash their hands with soap and clean water before each meal, after using the toilet, after play
  - Obtain birth certificates for children at birth and for those without a certificate
  - Participate in all the sensitization and training sessions organized under the project

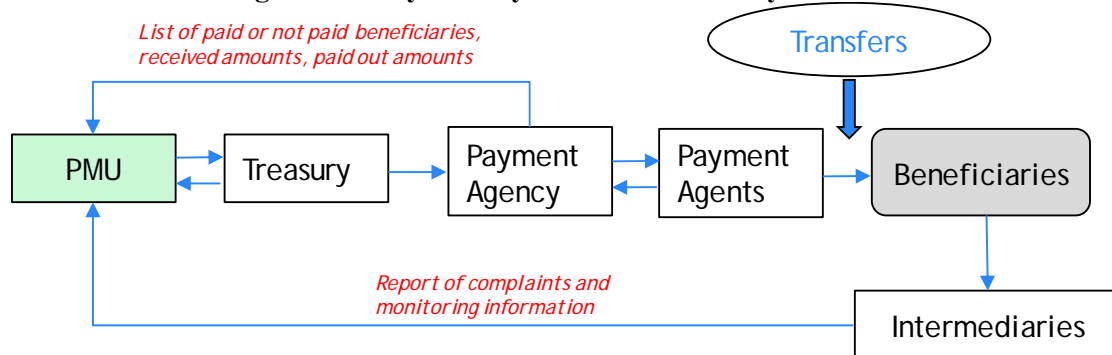
## 1.7.Payments to Beneficiaries

10. Each beneficiary household should receive 12 payments over a 24-month period, that is, 10 payments of CFAF 20,000 and 2 payments of CFAF 80,000 (as the 6th and 12th payments).



11. **The disbursement of payments to beneficiaries was not undertaken by the PMU.** A payment agency was recruited by public tender to effect payments to beneficiaries in the two Local Councils. Furthermore, to prevent fraud and corruption, the PMU has devised a payment system involving several actors: the PMU, Treasury Department, payment agency, beneficiaries, payment agents, and intermediaries.

**Figure 1.1. Payment System Established by the PMU**



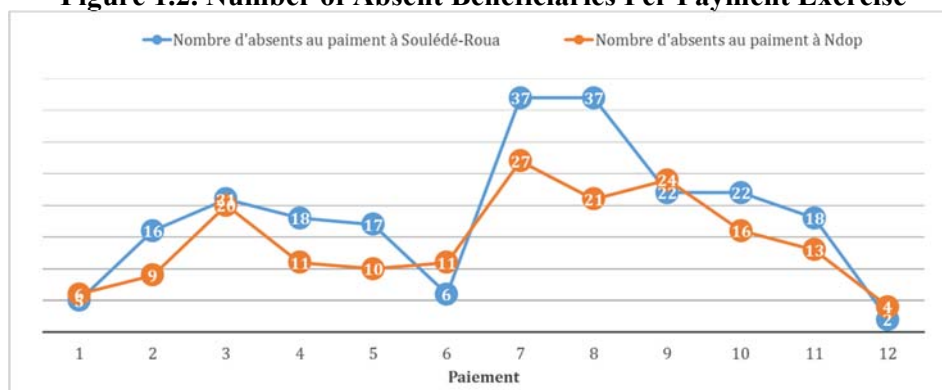
12. The payment agent performs the following tasks for each beneficiary paid: (a) records the amount received on the payment advice and beneficiary card, (b) [sic] records the number and date of issue of the National Identity Card (NIC) on the payment advice, (c) ensures that the beneficiary signs the payment advice, (d) ensures that the fingerprints of the beneficiary are affixed to the payment advice and beneficiary card, (e) signs and affixes the paid stamp on the beneficiary card.

13. The disbursement of payments to beneficiaries in any given village is always made under the supervision of a member of the CWG, who, upon completion of the payment exercise, signs the report containing (a) the number of beneficiaries to be paid, the number paid and not paid and (b) the total number to be paid, the total number paid, and the remainder. This report is also signed by the payment agency and the PMU representative.

14. **The payment of beneficiaries began in November 2013 in Ndop and in December 2013 in Soulédé-Roua.** It ended in January 2016 in the two Local Councils. The beneficiary households recorded a high rate of participation over the course of the 12 payments. The maximum number of absentees recorded at a payment exercise was 37 in Soulédé-Roua, of the 1,500 beneficiary households, and 27 in Ndop, of the 500 beneficiary households. The lowest rate of participation recorded during the payment exercise was, therefore, 97.53 percent in Soulédé-Roua and 94.60 percent in Ndop. Absences were due mainly to illness, death, or movement of the person concerned.



Figure 1.2. Number of Absent Beneficiaries Per Payment Exercise



### 1.8. Beneficiary Support Measures

15. Support measures comprised mainly the communication of useful information to beneficiaries during registration and sensitization and training on IGAs.

16. **Before each payment of CFAF 80,000, beneficiaries received training in the areas of their choice (agriculture, livestock farming, and small business).** The beneficiaries of Souledé-Roua were trained in the intensive cultivation of corn for consumption, in improving the system of rearing of small ruminants, and in improving small business management systems. Beneficiaries in Ndop received training in the intensive cultivation of corn, small business, and the traditional chicken rearing.

17. **From July 2015 to the end of the payment exercise, beneficiaries were sensitized each month about the moral contract.** At the end of the project, the PMU organized public prize-giving ceremonies attended by the Deputy Prefect and handed out gifts to beneficiary households that had abided by the moral contract.

18. The PMU requested the Ministry of Agriculture and Rural Development to provide improved corn seeds that were then distributed free of charge to beneficiary households in each Local Council immediately before the start of the sowing season.

### 1.9. Public Works Programs

19. **In exchange for the award of CTs, each beneficiary household is required to have one adult, able-bodied member of their household participate in the PWP activities organized locally.** With this in view, the beneficiaries of each village/district drew up a list of PWP activities to be carried out in their local Local Councils, while the CWG drew up the list of PWP activities that all beneficiaries in all villages/districts should carry out for the benefit of the Local Council. The beneficiaries and the CWG agreed on an implementation schedule for the selected PWP activities.

20. The CWG and beneficiaries selected the following PWP activities in Souledé-Roua: collection of local materials (sand and rocks) for the construction of classrooms, clearing and weeding of rural paths, reforestation, construction of stone ponds, making of clay bricks, the



construction of classrooms using local materials, maintenance of the main roadway, and cleaning of public spaces (markets, sub-prefectures, city hall, and district hospital).

21. The PWP activities selected for Ndop are the digging and excavation of ditches, the renovation and widening of access roads, management of existing water points, participation in water supply works, cleaning of the main market, maintenance of the main roads of the Local Council, and cleaning of the state's deconcentrated services (ubprefecture, court of justice, city hall, district hospital, police station, gendarmerie, and other deconcentrated state services);

22. **The PWP activities began in Ndop and Soulédé-Roua in February 2014.** The authorities participated actively in their organization (subprefectures, city halls, and village/district chiefs). The PWP activities also benefitted from the participation of non-beneficiary households, as a number of them teamed up with beneficiary households involved in the projects.

### **1.10. Management Information System (MIS)**

23. To facilitate the implementation of the project and, in particular, to follow up on payments and monitor beneficiaries, the PMU developed, with financial and technical support from the World Bank, an MIS with a database stored on an SQL<sup>18</sup> server.

24. The MIS was used throughout the project to calculate the PMT scores of potential beneficiary households, produce the list of beneficiary households, produce the list of contact persons, register contact persons, produce beneficiary cards, prepare the payment advice documents, and produce the list of payments.

## **2. Project Evaluation Methodology**

### **2.1. Impact Evaluation**

25. **The Social Safety Net Pilot Project was designed to facilitate an impact evaluation.** In view of the significance of the project as the linchpin for the development of a coordinated national social safety net system in Cameroon, it is essential that the project's effects (causal) on the living conditions of households be known. The impact evaluation has, therefore, been rigorously planned.

26. **The impact evaluation methodology for the SSNP was selected before the effective launch of the project in the field and is based on randomized controlled testing (RCT).** RCT is often considered the most reliable evaluation method, particularly for studies on social policies. It facilitates a comparison of the evolution in the average living conditions (before and after the CTs) of a group of beneficiary households to the evolution in the average living conditions of a control non-beneficiary household group living in Local Councils where the program was not implemented but whose profile would have rendered them eligible for the program.

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<sup>18</sup> Structured Query Language, a language to consult relational data base management systems.



27. **Of the two beneficiary Local Councils of the pilot project, the poorer Local Council of Soulédé-Roua (also the poorest in Cameroon) was selected as the beneficiary group for the impact evaluation.** The control group was selected on the basis of its similarity with the beneficiary group so as to facilitate the creation of the best possible counterfactual and to avoid any possible contamination of the control group from the CTs made to the beneficiary group. The Hina Local Council, which is located in the same department (Mayo Tsanaga) as the Soulédé-Roua Local Council, was selected as the control group. The two Local Councils are largely similar in terms of culture and population behavior. At the time of selection, the poverty level of Hina was not very different from that of Soulédé-Roua. Finally, the Hina Local Council was not very far geographically from Soulédé-Roua and did not participate in the same periodic markets, thereby facilitating the avoidance of any contamination of the control group from the CTs received in Soulédé-Roua.

28. **The baseline survey was conducted by the National Statistics Institute between November and December 2013, immediately before the first payment in Soulédé-Roua.** The final evaluation survey was carried out between June and September 2016, about six months after the final payment. The project received financial and technical support from the World Bank for conducting the surveys.

## **2.2.Internal Evaluation**

29. For M&E, the PMU organized an internal evaluation of the pilot project in 2014, to gather the views of the beneficiary Local Councils on the implementation of the project and to evaluate the utilization of the CTs by the beneficiary households.

30. **The first internal evaluation was organized in Ndop in May/June 2014.** At that point, four payments had already been made in Ndop. The evaluation in Soulédé-Roua was conducted in June/July 2014 after three payments had been affected there.

31. **A qualitative data collection approach was used for the internal evaluation.** It entailed the following: (a) conducting structured interviews with a random sample of beneficiary households and (b) organizing discussion groups among beneficiary households (also chosen randomly) and the resource persons in each Local Council.

## **3. Main Outcomes of the Project**

### **3.1.Beneficiaries of the Project**

32. **It must be stressed that although 2,000 beneficiary households were selected to participate in the Government's pilot project, approximately 15,000 individuals, mainly women, benefitted directly from CTs.** Within beneficiary households, almost all the contact persons responsible for receiving the monetary transfers were women (table 1.1).



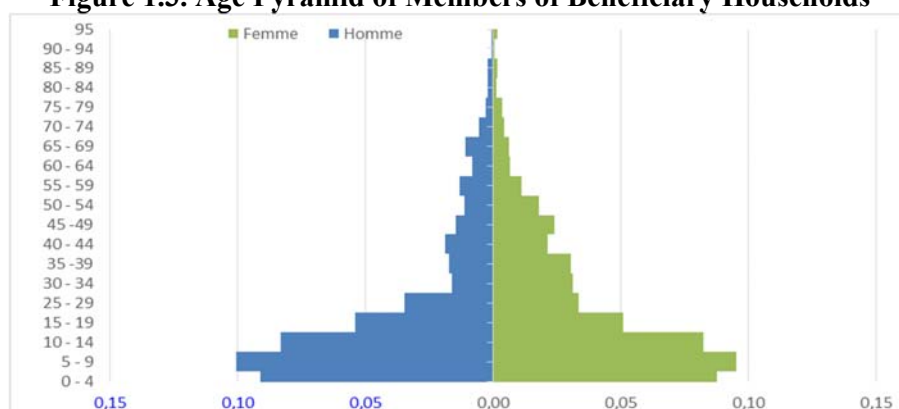
**Table 1.1. Some Statistics Concerning Beneficiary Households**

Indicator	Soulédé-Roua	Ndop	Combined
Number of beneficiary households	1,500	500	2,000
Average size of typical beneficiary households	7.65	6.65	7.40
Number of direct beneficiaries	11,475	3,325	14,800
Number of women in beneficiary households	3.93	3.42	3.81
Percentage of women in beneficiary households	51.37%	51.43%	51.49%
Number of direct beneficiaries who are women	5,895	1,710	7,620
Percentage of women who are heads of household	17.80%	38.50%	23.00%
Percentage of women who are contact persons	95.90%	95.80%	95.90%

33. **Figure 1.3 (sic) illustrates the age pyramid of members of beneficiary households, based on combined figures from the two Local Councils.** In essence, it shows that young people comprise the majority of the population. In fact, more than half of the household members, irrespective of gender, are under the age of 30. Furthermore, with the approach adopted by the Social Safety Net Pilot Project, which is based on households and not individuals, all age groups within the population derive direct benefits from CTs.

34.

**Figure 1.3. Age Pyramid of Members of Beneficiary Households**



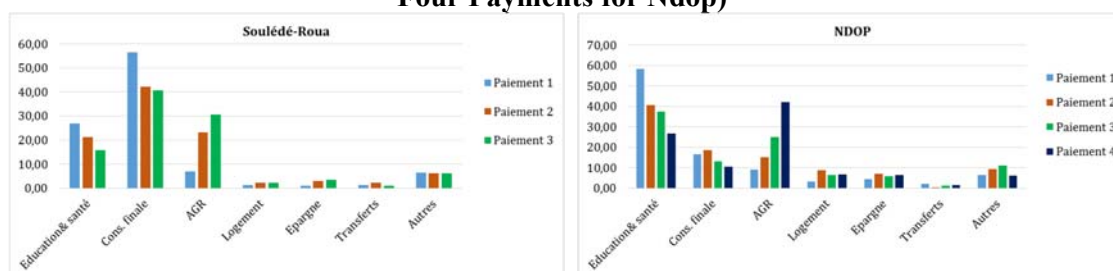
### 3.2.Utilization of CTs

35. **An analysis of the utilization of CTs reveals that in the very poor Local Council of Soulédé-Roua, beneficiary households used their first CTs primarily for food and then for the education and health of family members.** In Ndop, a semiurban Local Council that is not as poor as Soulédé-Roua, beneficiary households used their first CTs for the education and health needs of household members and then for food.

36. **Figure 1.4 also shows that beneficiary households began using the CTs to invest in IGAs, even from the first disbursement.** The percentage of monetary transfers used by households to invest in such IGAs increases over time.



**Figure 1.4. Evolution of the Use of CTs by Beneficiary Households (in percentage terms), by Lines of Expenditure (First Three Payments for Souledé-Roua and First Four Payments for Ndop)**



### 3.3. Positive Response of Beneficiaries: Actions Undertaken at their Own Initiative

37. **Throughout** the project, the performance of beneficiaries was in line with the orientation sessions provided by the PMU.

38. **A heightened financial culture.** In both communities, beneficiaries organized themselves into ‘**tontines**’ (groups with pooled funds) to promote saving and mutual assistance in the event of the death of a family member, illness, or any other problem arising within a beneficiary household. When they received their first payment of CFAF 80,000, beneficiaries in Ndop invited representatives of MC2, a microfinance body, to the payment center where the funds were being disbursed. Each beneficiary set up an account with MC2 and saved the sum of CFAF 45,000.

39. **Payment of school fees upon receipt of CTs.** When beneficiaries in Ndop were to receive their very **first** payment in November 2013, they asked primary school principals to accompany them to the payment center. As soon as they received the first CT, they paid the school fees and the charges for the primary school study certificate directly to the principals. This pattern was repeated for subsequent payments.

40. **Registration on the electoral lists.** Registration clerks from Elections Cameroon (ELECAM) **capitalized** on the general mobilization generated by the CT payments to enroll a very large section of the population of Souledé-Roua on the electoral list.

41. **Preparation of NICs and civil status certificates.** When the payments first started, a considerable number of contact persons had no NICs, or they had cards that were no longer valid. Toward the end of the project, nearly all contact persons were in possession of an NIC. Moreover, the civil registry office of the Souledé-Roua Local Council recorded an increase in the demand for birth certificates during the project.

42. **Purchase of fertilizers and agricultural sprayers.** Immediately following the first payment of CFAF 80,000, (a) beneficiaries from Ndop purchased fertilizers and agricultural sprayers and (b) beneficiaries from Souledé-Roua bought fertilizers and vaccinated their livestock.





43. **Establishment and expansion of IGAs.** It is important to note that all beneficiary households in Ndop and Soulédé-Roua pursued IGAs in their area of choice and that, for the most part, they applied the lessons learned during the training sessions on IGAs.

### 3.4.Evaluation of Methods Used for Targeting Beneficiaries

44. **Discussion groups for resource persons in Soulédé-Roua and Ndop (subprefects, mayors, sector administration representatives, religious leaders, traditional leaders, civil society associations, and organizations) were organized as part of the internal evaluation process.** The participants found the methodology used for targeting beneficiaries to be exemplary and scientific, particularly

- **Geographical targeting.** Selection of regions, departments, and Local Councils on the basis of the poverty map prepared from data obtained in the RGPH and ECAM;
- **Community-based targeting.** (a) involvement of the population in the targeting of beneficiary villages/districts and potential beneficiary households, (b) option granted to local populations to elect the members of the Local Target Group, and (c) the targeting of a larger pool of potential beneficiaries than the number of beneficiary households ultimately selected; and
- **Targeting on the basis of the PMT.** Participants appreciated the fact that it was the National Statistics Institute that conducted the PMT to identify potential beneficiary households and select the poorest households that should benefit from CTs.

45. The participants also positively assessed the fact that the final list of beneficiary households was decided with the help of local populations (in the course of a preregistration forum), before the PMU proceeded to the registration phase.

### 3.5.Outcomes of the Impact Evaluation

46. The effects of the CT program were evaluated using a double difference method between the **beneficiary** households of Soulédé-Roua and the control group of households in Hina, by controlling the characteristics that differentiated the control group from the beneficiary group in the initial survey as well as the characteristics of beneficiary households that had dropped out by the time the final survey was conducted.

## 4. Key Messages

47. **The results of the project suggest that the households of Soulédé-Roua were locked in a spiral of poverty.** The CT program led to a significant reduction in poverty and food insecurity not only among the beneficiary group but also in non-beneficiary households.

48. The precepts of the moral contract have been duly taken into account: (a) sensitization to favor **investment** in human capital, (b) the development of IGAs, and (c) the importance of the NIC.





49. **Social safety nets therefore provide overall benefits to the Local Councils in which they are implemented.** It is, therefore, important for Governments to display the necessary will to implement a national social protection policy to achieve the goal of poverty reduction.

50. **Contrary to expectations, the choice of women as contact persons has tended to enhance the status of women within the household.** Based on several accounts, women were now, in the absence of their husbands, able to pay the school fees and other expenses of children if they were expelled from school. This had not been possible till now. Women were also now able to consistently feed their household, which had not always been possible before this project. At the same time, the empowerment of women has not altered the quality of the relationship between women and their husbands. In most households, both partners consistently agreed on how the CT should be managed along the lines prescribed in the various sensitization sessions.

51. **Monetary transfers radically reduce exclusion and foster a sense of belonging among beneficiaries.** Because of the PWPs associated with the CTs, beneficiaries who were once chronically poor began to feel like valued and useful members of society.

52. CTs implemented together with support measures can quickly and easily develop the local **economy** by enhancing the purchasing power of a large number of households, by endowing beneficiaries with the capacity to produce and sell their goods, and by providing traders with the opportunity to comply with their obligation to pay taxes to the Government or local authorities.

**Table 1.2.**

Indicators	Type of Variation/Deviation	Level of Variation/Deviation	Observations
<b>Poverty indicators:</b> The CT program has led to a significant reduction in poverty (in all its forms) among beneficiaries.			
• Multidimensional poverty	Low	0.92 points	Indicator varying from 0.5 to 4.49, with the average at 2.225
• Material poverty (capital goods)	Low	0.14 points	Indicator varying from 0 to 1
• Subjective poverty	Low	0.16 points	Indicator varying from 0 to 1
<b>Indicators of living conditions:</b> The CT program has also facilitated a net improvement in the housing conditions of beneficiary households.			
• Probability of beneficiary households not having a toilet	Low	14.7 points	
• Probability of beneficiary households not having concrete floors	Low	5.1 points	
<b>Food insecurity:</b> In keeping with the specific objectives of the SSNP, the effectiveness of CTs as tools to address the glaring level of food insecurity in the region was also evaluated. The intervention was successful, because it led to a considerable decrease in food insecurity.			
• Probability of a beneficiary household	Low	53.4 points	



Indicators	Type of Variation/Deviation	Level of Variation/Deviation	Observations
member complaining of a lack of access to sufficient food			
<ul style="list-style-type: none"> <li>Probability of a beneficiary household member suffering from dire hunger</li> </ul>	Low	58.1 points	
<ul style="list-style-type: none"> <li>Level of food insecurity on the diversity scale</li> </ul>	Low	10.433 points	Varies from 0 to 27
<ul style="list-style-type: none"> <li>Overall score on the prevalence of food insecurity</li> </ul>	Low	1.8 points	Varies from 0 to 4
<b>Human capital:</b> The benefits of the CT program on human capital, while more mixed, are encouraging. The program improved behaviors in health.			
<ul style="list-style-type: none"> <li>Exclusion from school</li> </ul>	Low	0.206 points	
<ul style="list-style-type: none"> <li>Composite index of non-enrollment of children</li> </ul>	Low	0.058 points	Varies from 0 to 0.8
<ul style="list-style-type: none"> <li>Non-consultation of doctor when sick</li> </ul>	Low	0.328 points	
<ul style="list-style-type: none"> <li>Composite index of poor health</li> </ul>	Low	0.135 points	Varies from 0 to 1
<b>Registration of households:</b> The intervention increased the probability of holding an NIC			
Probability of an adult household member holding an NIC	High	8.6 points	
<b>Social capital:</b> The program facilitated the modification of social attitudes, particularly mutual aid and membership in associations.			
<ul style="list-style-type: none"> <li>Probability that the household head is a member of an association</li> </ul>	High	17.7 points	



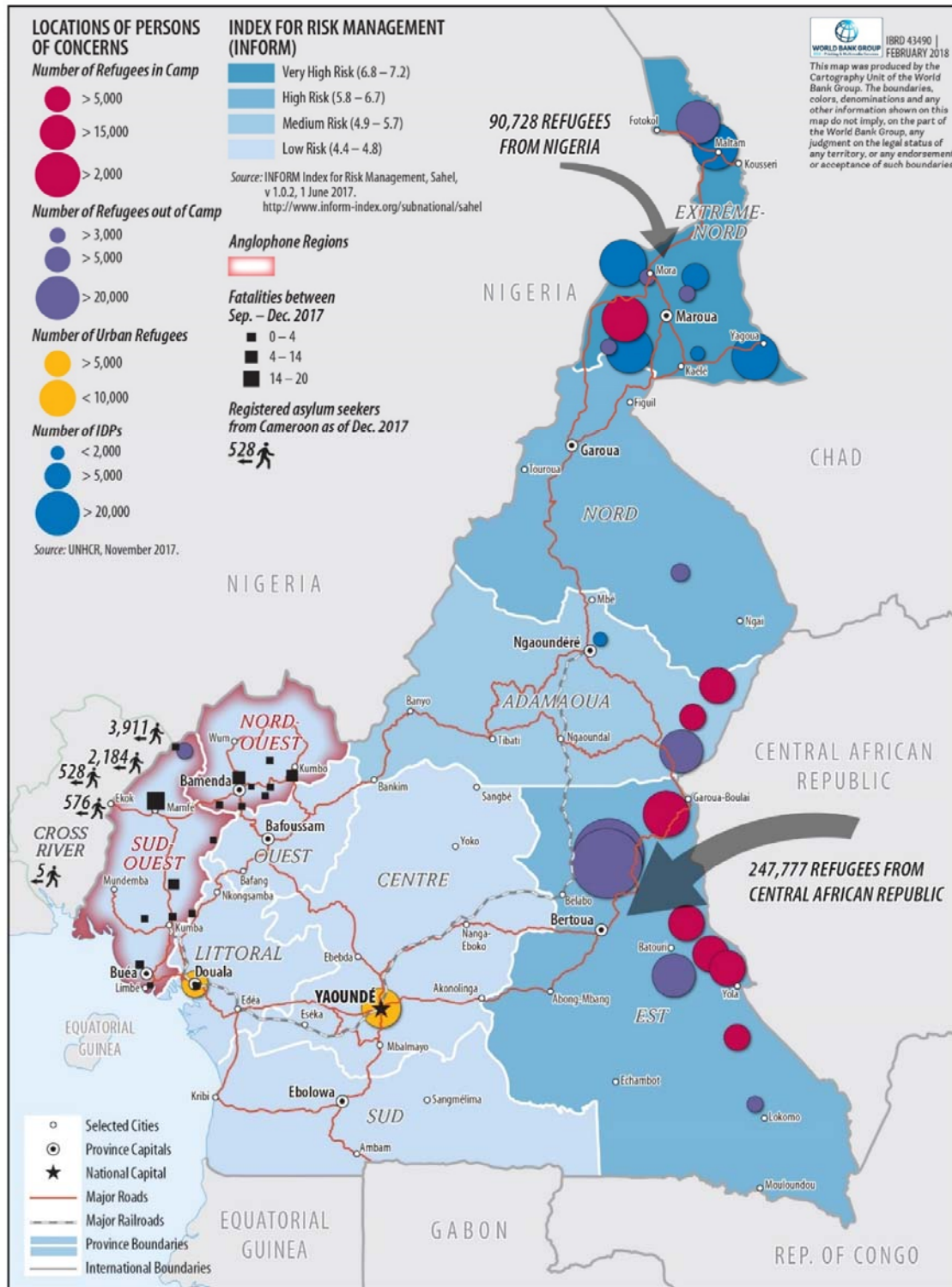
## ANNEX II: REFUGEES' AND HOST COMMUNITIES' SITUATION IN CAMEROON

### Context and Description of the Refugee Crisis

1. **Hosting approximately 339,000 refugees and asylum-seekers (as well as 242,000 IDPs), Cameroon has the 11th largest refugee population in the world** and the 6th largest in Africa, after Ethiopia, Kenya, Uganda, the Democratic Republic of Congo, and Chad. Refugees account for over 2 percent of the population, which makes Cameroon the 10th largest host in the world in relative terms (refugees per 1,000 inhabitants). About 60 percent of refugees are below the age of 18. Both refugees and host communities have significant unmet needs in terms of nutrition; food security; access to basic services (health, education, water, and sanitation); and livelihoods.
2. **The refugee crisis is primarily affecting remote and poor border regions.** Even before the crisis, refugee-hosting regions (particularly Adamawa and the Far North) presented the lowest HD indicators and highest levels of poverty in the country. Altogether, these four regions (North, Far North, East, and Adamawa) account for 66 percent of the poor households in the country (even though they are home to only 38 percent of the total population). Access to basic services is limited, and these regions are relatively isolated from the rest of the country. The presence of large numbers of refugees has exacerbated these preexisting challenges.
3. **The refugee crisis has reinforced existing territorial inequities and a rapid increase in poverty in northern Cameroon had been observed before the heightened insecurity in the region associated with Boko Haram activities.** The deterioration of the security environment in northern Cameroon occurred, in large part, after data were collected for the 2014 ECAM. The poverty estimates for the northern regions should, as a consequence, be considered lower bounds, since the impact of an influx of refugees, the closure of markets, roads, and frontiers, were largely not recorded by ECAM. Because of the interruption of agricultural activities and trade, as well as population displacement and increased vulnerability and food insecurity in the Far North, approximately 2.4 million people are considered food insecure and 250,000 people are estimated to be suffering from acute malnutrition.
4. **According to preliminary results of the Central African Republic refugee poverty analysis (American University of Beirut, forthcoming), using expenditure data from a Household Economy Analysis (UNHCR/IFORD 2017), Central African Republic refugees in the East, Adamawa, and North regions show alarming levels of poverty.** Data suggest that 98 percent of Central African Republic refugees fall below the national poverty line (FCFA 22,500 per person per month) and 96 percent of refugees fall below the extreme poverty line (less than FCFA 17,962 per person per month). If the Minimum Food Basket calculated by the World Food Programme is used as a reference, 71 percent of the Central African Republic refugee population fall below this line, meaning that their expenditure is less than XAF 8,800 per person per month—the amount necessary to purchase minimum food energy requirements (emergency standards: 2,100 kcal per person per day).



Figure 2.1. Locations of Displaced Populations



Source: World Bank, January 2018.

5. There are two distinct refugee situations in Cameroon—with marked differences in the challenges faced by refugees and host communities.



- **Approximately 248,000 Central African Republic refugees live along the eastern border (the majority of them in the East region and the rest in the Adamawa and North regions).** These refugees generally fled violence in the Central African Republic in two phases. Approximately 100,000 refugees fled the Central African Republic between 2003 and 2006, primarily from border regions. While some of these refugees have achieved a degree of socioeconomic inclusion, living out of camps and integrated in their host communities, the majority remains extremely vulnerable in terms of food security and has very limited access to livelihoods. An additional 160,000 Central African Republic refugees arrived after 2013. Some of these refugees originated from more distant parts of the Central African Republic, including Bangui. Overall, 30 percent of Central African Republic refugees live in one of the seven dedicated refugee sites while 70 percent live in villages. Central African Republic refugees represent around 5 percent of the total population in Adamawa and 18 percent in the East region; it should be noted that in some of the most affected municipalities such as Garoua-Boulai (Adamawa) or Kenzou (East), refugees largely outnumber the local population. Areas hosting refugee populations are poor and isolated, with limited access to services. In some areas, post-2013 refugee arrivals strained previous host-refugee relationships that were largely positive and have in some localities led to tensions related to access to scarce resources and land. Humanitarian assistance being primarily directed to refugees, in particular, in the dedicated sites, has also caused resentment among host communities.
- **Approximately 91,000 Nigerian refugees live in the Far North region.** The destabilizing impact of refugee populations in this region is compounded by the presence of 242,000 IDPs. These refugees fled the 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 traumatic events they have experienced, coupled with suspicion and stigmatization from security forces, authorities, and in some instances, host populations following incidents of indiscriminate violent attacks against civilians by armed elements, have hindered opportunities for social inclusion. The inadequate recognition of UNHCR-issued refugee documents for refugees registered in Minawao camp and a lack of identification papers for out-of-camp refugees place significant restrictions on freedom of movement and, in the case of out-of-camp refugees, also makes it difficult to distinguish between them, IDP, and hosts. Approximately 62,000 refugees live in the Minawao refugee camp that opened in July 2013, where living conditions are poor and the population remains fully dependent on humanitarian assistance. Refugees who live outside the camp and IDP face an even more precarious situation with some living in areas that are extremely difficult to access or are unregistered and lack any documentation. Overall, the situation remains very fluid, with ongoing movements of people that follow the ebb and flow of the conflict. Inflows of refugees and IDP, continued insecurity, and cross-border traffic restrictions have destabilized the economy of a region that was already very poor, underserved, and largely dependent on trade with Nigeria. Looking ahead, there is the risk of further increases in the number of people displaced by the Boko Haram conflict.





**6. The humanitarian crisis associated with the Boko Haram insurgency and conflict in the Central African Republic has increased the strain on already precarious regions.**

Populations in these areas have urgent needs, including security, protection, food security, adequate documentation, and access to basic social services like health and education. Challenges associated with education are exacerbated by the nomadic culture of most refugees from the Central African Republic, with only a minority having attended primary school in their country of origin. In some instances, cultural practices paired with the need to involve children in household chores, food production, and IGAs to make ends meet privilege children assisting with cattle rearing and household activities above going to school. Moreover, before the recent humanitarian crises, these regions had limited educational infrastructure, contributing to a deteriorating learning environment and poor levels of learning.<sup>19</sup>

**7. Host communities in the Northern and East regions have the highest poverty rates in Cameroon and the lowest HD indicators.**

The influx of refugees and IDPs, escalating insecurity, cross-border traffic restrictions, and the drastic reduction in cross-border trade with Nigeria has intensified poverty in these regions and placed further strain on limited service delivery. Aid directed primarily toward refugees has left some host communities feeling disenfranchised and disadvantaged, fueling resentment among host communities in some cases. In some instances, increased tensions between host communities and refugees have led to conflicts over resources and land use. The insufficient access to civil registries for the issuance of birth certificates and the lack of recognition by security forces and local authorities of UNHCR-delivered refugee identity cards, and the absence of refugee cards delivered by the state, remain a critical challenge for accessing social benefits including education and social grants for refugees. Lack of documents such as birth certificates and NICs often put host populations in equally challenging situations. The continued volatility in the Central African Republic and increasing frequency of attacks by Boko Haram reduces the likelihood that refugees will return home soon.

**8. The conditions for women and girls are often very difficult.**

Female heads of households face an especially precarious situation. Child marriage and early pregnancy is common, and there are reports of forced marriage and instances of underage rape. However, it remains very difficult to assess and study these forms of sexual and GBV because they are seldom openly discussed. Poverty has obliged some refugee women and girls to offer survival sex, particularly in the East and Adamawa. On a positive note, anecdotal evidence suggests that some displaced women experience more favorable conditions in exile than at home, including access to education (through the support of UNHCR and/or other partners) and, in some cases, access to land.

*The Government's Approach*

**9. There is a commitment from the Government to welcome refugees.**

Among national and local authorities there is both a commitment to acceptance and harmony and concerns around tensions with hosting communities and potential security risks stemming from the presence of refugees and increased cross-border activities. While the approach toward Central African Republic refugees in the East has been relatively welcoming (with a degree of socioeconomic inclusion in host communities), the attitude toward Nigerian refugees in the Far

<sup>19</sup> Source: Cameroun | *Rapport sur les Déplacements, Région de l'Extrême-Nord*. Round 9 | 26 Juin–7 Juillet 2017 (UE, OIRF, OIM).



North has been influenced by the fear of Boko Haram, with repeated reports of Nigerian refugees being rejected at the border or forcibly returned and the imposition of a stricter encampment policy.

10. **Overall, the legal framework governing the situation of refugees is adequate, but implementation is difficult.** Cameroon is a party to most major international agreements relevant to refugees (1951 Convention, 1967 Protocol, and 1969 OAU Convention) and promulgated a refugee law in 2005. In terms of IDP protection, Cameroon acceded to the Kampala Convention in April 2015, but it is yet to domesticate the convention into national law. Within the framework convention on the gradual integration of refugees into the national health system that was signed between the Ministry for Public Health and UNHCR in October 2016, UNHCR subsidizes the free provision of basic health care services for refugees (70 percent of the costs); however, the convention currently covers less than 50 percent of the health districts which host refugees. As for access to education, while refugees benefit in principle from free access to primary public education, as with poor Cameroonians, they often struggle to cover the substantive secondary costs (APEE contribution, uniforms, school material and so on). Documentation, however, remains a critical issue for refugees. For the time being, refugee cards are issued to refugees by UNHCR; however, these cards are not always recognized by authorities and security forces at the local level, which can have a negative impact on free movement and access to the labor market and services. As for out-of-camp refugees in the Far North region, registration of refugees and access to refugee cards remains a challenge and positions refugees in an even more precarious situation in terms of protection. While refugees have the right to own land, this, in practice, is not consistently implemented due to traditional rules governing land distribution and competing local claims.

11. **There is neither a clear policy nor institutional arrangements to manage the medium-term, socioeconomic dimension of the refugee crisis.** Several ministries and various levels of Government share overlapping responsibilities. MINATD is central to the Government's approach to refugees, particularly in rural areas where they are represented through a strong network of *gouverneurs*, *prefets*, and *sous-prefets*, who play a key role related to issues such as intelligence and crisis management, land issues, and local conflicts. The Ministry of Regional Administration and Decentralization is furthermore the focal point within the Government for humanitarian issues. MINEPAT is the key coordinating counterpart for development actors and is also co-leading the RPBA process. Sectoral ministries (for example, education, water, health, agriculture, or social affairs) tend to pay relatively less attention to remote hosting regions. Devolved and decentralized authorities as well as traditional leaders often lack resources, although some have developed creative responses to improve the situation of their communities. The network of associations and civil society organizations is comparably weak (for example, youth and women) and operates in a fragmented manner, that is, with varying objectives and coordination mechanisms.

12. **Although the emergency phase is over, the Government continues to rely on external partners, including on UNHCR, to manage and provide assistance to refugees.** This largely reflects a lack of fiscal resources (with only a small share of budget resources allocated to hosting regions) as well as the limited administrative and technical capacity available in remote border regions.



13. **The influx of refugees increases pressure on basic community infrastructure and generates urgent needs with regard to access to education, food, water, sanitation, and health care.** Education is, in this context, one of the many sectors that requires support from Cameroonian authorities and development partners. No specific measures have been taken by MINEDUB to support schools with increased refugee-related enrollment. Many affected schools lack sufficient numbers of teachers and quality teaching and learning materials. While some data are available from specialized agencies, MINEDUB faces a shortage of data relevant to the education challenges of refugees and affected host communities at the school level to inform pragmatic support to schools. There is a need for the education sector to identify and update needs regularly and establish a response mechanism to address immediate needs in schools.

#### *Selected Indicators on Refugees and their Host Communities*

14. **The following indicators are based on UNHCR/IFORD: Reference Survey—Inventory of Zones, Means of Subsistence and Household Economy, Final Report, 2017.** The survey covers populations in the North, East, and Adamawa.

### **Key Sociodemographic Indicators**

#### *Arrival*

15. Most refugees (71 percent) have arrived between 2013 and 2015, with about 4 percent having arrived after 2015 and the rest before 2013.

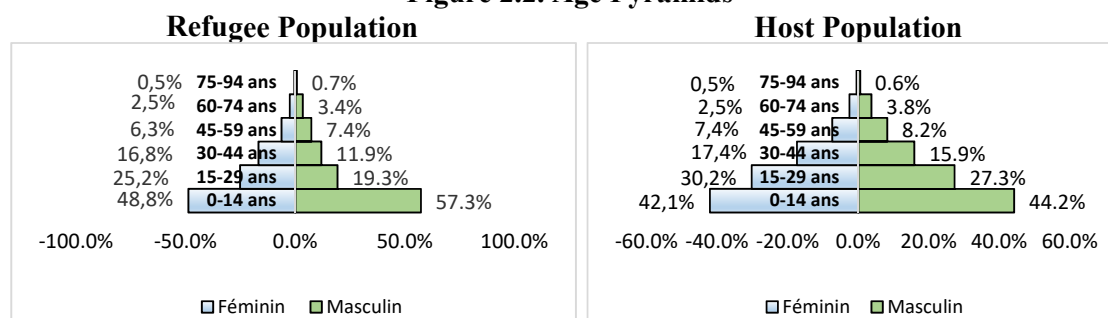
#### *Household Size*

16. Among both refugees and hosts, the average household size is around 4.4 people.

#### *Age and Gender*

17. **Both populations are very young.** Among refugees, about 53 percent are of age under 15, and among host populations 43 percent. This also means that the dependency ratios are high, critical in fact among refugees: 100 members of the labor force (ages 15–64) are in charge of 82 people at dependent ages for the host communities and in charge of 121 dependent people among refugees.

**Figure 2.2. Age Pyramids**



#### *Education*





18. **Overall, host communities demonstrate much higher education levels than refugees.** Among refugees, 88 percent of household heads are without instruction or only coranic schooling, compared to 35.3 percent among host communities. Household heads with primary (9 percent versus 36 percent) and secondary (3 percent versus 29 percent) education are also better represented among the hosts. Education of household members is similarly distributed.

#### *Occupational Experience*

19. **Slightly over half of the refugees (53.8 percent) were employed in their country of origin, mostly as pastoralists (1.8 percent), in small commerce (17 percent), and agriculture (9.8 percent).** About 38 percent were studying. As refugees in Cameroon, they engage in small commerce (10 percent, agriculture (9 percent) and day labor (4 percent). About 18 percent report being unemployed.

20. **In host communities, the dominant occupation is agriculture (23 percent), followed by small commerce (9 percent), and wage employment (4 percent).** About 28 percent were studying and 4 percent report being unemployed.

#### **Expressed Needs**

21. **The surveyed population, both host and refugees, expressed their need for economic support.** Highest on the list was financing for IGAs (67 percent), followed by material help (62 percent), and training (45 percent). The material help was broken down into mostly agricultural supplies (31 percent), seeds (30 percent), land for agriculture (28 percent), and sewing kits (28 percent). About 20 percent would welcome livestock and 9 percent craft supplies.

#### **Access to Services - by Zone**

##### *North: Agro-pastoral Economy, Cotton, and Soy*

#### *Finance*

22. **Very few households manage to build up savings, in particular among the refugees.** Using a rough cut of poor, middle, and wealthy social strata, the UNHCR survey finds that only 20 percent of wealthy refugee households have savings against 54 percent among wealthy hosts. Some households receive transfers, especially poor and medium host households (13 percent). Several families are indebted: 22 percent and 29 percent among poor and medium wealth refugees, respectively, 31 percent of wealthy refugees, as opposed to 43 percent poor and medium hosts and 33 percent of wealthy families in host communities.

**Table 2.1. Access to Finance (%)**

	Refugees			Hosts		
	Poor	Medium	Wealthy	Poor	Medium	Wealthy
Savings	9.7	11.8	20.2	50.0	49.1	53.5
Receive transfers	5.3	4.1	4.8	12.5	12.5	2.3
Indebted	22.4	29.0	30.8	42.6	42.6	32.6



23. About 38 percent of household heads report access to credit, obtained from relatives (65 percent), sellers (24 percent), and banks or savings groups (11 percent).

#### *Health Services*

24. **All surveyed households report using health services when a member is sick.** About 60 percent go to the village or public health center, 64 percent self-medicate, 22 percent use the camp health service, 20 percent a traditional healer, and 15 percent a district hospital.

#### *Schooling (children 6–14 years old)*

25. **Nearly all households (97.5 percent) have school-age children, but not all go to school.** Nearly 30 percent of refugee households have kept some children at home. Poor households give lack of financial means as the reason, medium wealth households report school distance, and the wealthy households prefer letting the children herd livestock instead of going to school. Among host communities, around 90 percent of households send all school-age children to school, irrespective of social stratum.

#### *Civil Registration*

26. **Among the surveyed communities, only 35 percent of children under 5 years have (30 percent), or are in the process of receiving (5 percent), a birth certificate.** About 26 percent report having lost the birth certificate. Reasons for never obtaining a birth certificate include slow administrative procedures (36 percent), not appreciating its usefulness (33 percent), and being physically distant from civil registration authorities (6 percent).

#### *East: Agriculture, Forestry, and Fishing*

##### *Finance*

27. **Refugees save less than host communities.** Poor (25 percent), medium (30 percent), and wealthy (47 percent) refugees save less than the same categories in the host population (33 percent, 37 percent, and 68 percent, respectively). Only 14 percent of poor refugees receive money transfers while 15 percent and 16 percent of medium and wealthy hosts report receiving transfers. Access to credit is more widespread among wealthier hosts than wealthier refugees, but 23 percent and 33 percent of poor and medium refugee households, respectively, are indebted.

##### *Health*

28. **All households access health services, irrespective of their social stratum.** More than 80 percent of families use health centers while less than 20 percent auto-medicate or use traditional healing. Also, over 80 percent of families overall vaccinated all their children. However, this coverage attains only 66 percent of poor households in host communities.



*Education*

29. **About 70 percent of poor refugee households send their children under 15 years of age to school as do 78 percent of medium and 100 percent of wealthy families.** Reasons put forward for the exclusion of children from school include the children's health (poor families) and financial means (medium families).

*Civil Registration*

30. **Among the households living in this zone, only 13 percent have registered all their children.** Eleven percent were in the process of registration. No poor refugee family had all their children registered. Only 18 percent and 35 percent, respectively, of medium and wealthy refugee households have registered all their children, and none of the poor households have registered.

31. In contrast, nearly 70 percent of host community families have registered all their children.



### ANNEX III: WORLD BANK INTEGRATED APPROACH THROUGH IDA18 REFUGEE SUB-WINDOW IN CAMEROON

1. The World Bank is supporting an integrated approach to address key challenges facing refugees and host communities, building on the work of ongoing projects (CDPSP, SSNP, and HSRSP) and complementing projects in the pipeline (ERSP). Table 3.1 summarizes the key interventions financed under the IDA18 Refugee Sub-Window.

**Table 3.1. Interventions under Preparation in Cameroon Supported by IDA18 Refugee Sub-window**

Project Name	Additional Activities under IDA18 Refugee Sub-window	Additional Amount under IDA18 Refugee Sub-window (Grant) (US\$, millions)	Synergies under Refugee Sub-window
ERSP	<ul style="list-style-type: none"> <li>Improved distribution of teachers recruited by the state in public primary schools (including focus on refugee-affected Local Councils)</li> <li>Increased capacities of teachers in the effective and efficient use of the new curriculum in preprimary and primary schools (including focus on refugee-affected Local Councils)</li> <li>Increased availability of essential textbooks in public primary schools</li> <li>Increased access to preschool in rural areas through community preschools, in line with national standards</li> <li>Establishment of a standardized student learning assessment system for primary and secondary education</li> <li>Integrated Education MIS functional and operational</li> <li>Improved learning environment and quality of education for children in host community schools affected refugees</li> <li>Support a transition from Input-based Financing to Performance-based Financing (PBF) at the school level (including focus on refugee-affected Local Councils)</li> </ul>	36	<ul style="list-style-type: none"> <li>Integration of health, nutrition and ECD contents in CPCs.</li> <li>Inclusion of contents related to SGBV prevention, child rights, and refugee protection in teacher training.</li> <li>School-based sensitization on birth registration.</li> <li>Modules on parental education</li> </ul>
SSNP AF	<ul style="list-style-type: none"> <li>Human capital development (parental awareness campaigns) for children ages 3 to 5 years</li> <li>Development of training modules in partnership with UNICEF</li> </ul>	36	<ul style="list-style-type: none"> <li>Common targeting at Local Council level</li> <li>Training</li> </ul>



	<ul style="list-style-type: none"> <li>Facilitator training, (recruitment, contract, duration, and training)</li> <li>Registering for NIC and birth certificate</li> </ul>		<p>sessions (parental education) in schools</p> <ul style="list-style-type: none"> <li>Organization of public hearings and sensitization</li> </ul>
HSPRP Additional Financing	The proposed AF will support the reinforcement of equity mechanisms of the PBF to ensure the provision of health care services to refugees and vulnerable host populations; and will finance training of health personnel and provision, through the PBF approach, of new specific health care to refugees and host population (management of rape, FGM and GBV, including physical, sexual, and psychological violence)	36	<ul style="list-style-type: none"> <li>School-based activities (psychosocial support; deworming; nutrition; water, sanitation, and hygiene; and other health promotion activities)</li> </ul>
CDPSP Additional Financing	<ul style="list-style-type: none"> <li>The proposed AF will assist in continuing activities initiated under the original CDPSP III (Components 1, 2, and 3) to ensure sustainability and alleviate pressures in host Local Councils induced by the influx of refugees.</li> <li>The AF will target 41 Local Councils in the Far North, North, Adamawa, and Eastern regions currently affected by the influx of refugees.</li> <li>Under this AF, and based on its experience with working in Local Councils hosting refugees, CDPSP-III will be the main vehicle for (a) enhancing, through community-driven development activities, both service delivery and social cohesion in refugee-hosting areas, (b) reinforcing the capacity of local Governments in accountable front line services delivery for both displaced and host communities, and (c) strengthening the capacity and role of local Government in facilitating land planning and management through an inclusive approach.</li> </ul>	48	<ul style="list-style-type: none"> <li>Enhance service delivery and social services for the Local Councils hosting refugees</li> <li>Develop social infrastructure in the education sector</li> </ul>