



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

Appraisal Stage | Date Prepared/Updated: 12-Mar-2018 | Report No: PIDISDSA24054



BASIC INFORMATION

A. Basic Project Data

Country Cameroon	Project ID P164830	Project Name Social Safety Nets for Crisis Response	Parent Project ID (if any) P128534
Parent Project Name Cameroon Social Safety Nets	Region AFRICA	Estimated Appraisal Date 26-Feb-2018	Estimated Board Date 03-Apr-2018
Practice Area (Lead) Social Protection & Labor	Financing Instrument Investment Project Financing	Borrower(s) THE REPUBLIC OF CAMEROON	Implementing Agency MINEPAT

Proposed Development Objective(s) Parent

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.

Components

Laying the Foundations of a Safety Net System and Supporting Project Management
Cash Transfer Program with Accompanying Measures to Boost Household Productivity
Public Works Program Pilot

Financing (in US\$, millions)

SUMMARY

Total Project Cost	60.00
Total Financing	60.00
Financing Gap	0.00

DETAILS

Total World Bank Group Financing	60.00
World Bank Lending	60.00



Environmental Assessment Category

Partial Assessment (B)

Decision

The review did authorize the preparation to continue

B. Introduction and Context

Country Context

1. **While growth averaged almost 6 percent in 2014-15, Cameroon's economy slowed down in 2016 and 2017.¹ 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 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.

2. **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.

3. **The results of Cameroon's fourth household survey (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 affects strongly the Far North (74.3 percent), North (67.9 percent), Adamawa (47.1 percent), and the Northwest (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.

4. **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.

¹ Macroeconomic data and analysis mainly quoted from the Program Document of the current Development Policy Operation; household survey data and analysis provided by the PIU of the Safety Net Project.



5. **Gender-based violence (GBV) has an extreme record.** The Demographic and Health Survey (DHS 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 and step-parents or siblings. 20 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. 43 percent of the victims of partner violence have sustained injuries.

Sectoral Context

6. **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 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.

7. **A large refugee population and on-going refugee streams put pressure on poor host communities.** With about 341,000 refugees beginning of 2018, refugees account for over two percent of the population. Even prior to influx, the refugee-hosting regions had among the lowest human development 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 pre-existing challenges in these areas.

8. The East and Adamawa regions host about 235,000 refugees from the Central African Republic (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.

9. The Far North hosts about 90,000 Nigerian refugees and 241,000 internally displaced people (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, under-serviced, 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.

10. **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.² 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 81.2.³ In these four regions, basic social services fail to meet the needs and expectations of the public in a context of rapid population growth.

² 2017 SMART Survey

³ MINEDUB 2015-2016 Statistical Yearbook



Institutional Context

11. Between 2013 and 2016 the Government of Cameroon implemented, with its own funds, a pilot cash transfer program on 2,000 households. The pilot project allowed (a) to test the methodology for setting up a national social safety nets program, (b) to improve the living conditions of the beneficiary households and (c) to develop national capacities in setting up and the management of social safety nets programs.

12. The pilot project has delivered results. According to a rigorous impact evaluation, the different project interventions have significantly (a) reduced poverty (in all its forms) among beneficiaries, (b) improved housing conditions, (c) reduced food insecurity, (d) improved behavior in relation to education and health, (e) increased the likelihood of having an ID and (f) increased social attitudes, especially mutual help and membership in associations.

13. Since 2014, the Government of Cameroon has successfully implemented its first social safety net program with technical and financial support from the World Bank for US \$ 50 million. This program (hereafter:



the parent project) currently reaches 42,000⁴ households for regular cash transfers with accompanying measures, 12,000 for emergency cash transfers and 21,000⁵ individuals for Cash-for-work⁶.

14. The parent project is being implemented by a Project Implementation Unit reporting to the CTS of the Ministry of Economy, Planning and Regional Development. The PIU as well as the CTS incorporate substantial operational and statistical capacity and have proven their effectiveness with the operational success of the parent project.

C. Proposed Development Objective(s)

Original PDO

15. 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.

Current PDO

16. The current PDO will be the same as the PDO of the parent project.

D. Project Description

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

Component 1: Development of a national safety net system and project management support (US\$15.2 million)⁷

18. **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 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.⁸

19. **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.

⁴ Exceeding the target of 40,000.

⁵ Out of a target of 30,000.

⁶ All results reported as of January 31, 2018.

⁷ For a detailed cost breakdown between national IDA and the IDA Refugee window, see table 3.

⁸ For details on the targeting logistics, please see annex I.



- 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.

20. **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.

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

22. **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.

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

23. This continues to comprise three subcomponents.

Subcomponent 1: Regular cash transfer

24. The project currently covers 42,000⁹ poor households in the regions of the Far North, North, North West, Adamawa, East, Yaoundé, and Douala.

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

⁹ Exceeding the original project target of 40,000 households.



26. **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 2: Emergency cash transfers

27. 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.

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

Subcomponent 3: Accompanying measures

29. **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.

30. 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 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,¹⁰ 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.

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

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

33. According to the current dialogue with the Government, the accompanying measures will be opened to

¹⁰ With thanks to Diana Arango (CCSA Gender) for comprehensive comments.



both poor nationals and refugees in all participating areas.

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

34. **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.

35. **The AF would add to this target 23,000 individual beneficiaries in additional communes of the above-mentioned regions as well as in communes 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.

36. **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.

37. **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.

E. Implementation

Institutional and Implementation Arrangements

38. The Social Protection Steering Committee (*Comité de Pilotage*) which includes representatives of various Government ministries, is responsible for policy dialogue and guidance. The President of the Steering Committee and his immediate team play a strong stewardship role coordinating all donor-supported programs and financing.



39. The Project Implementation Unit (PIU) is under the supervision of the Steering Committee and is headed by a Project Coordinator.

- The team comprises: a Financial and Administrative Specialist, a Procurement Specialist, an M&E Specialist, Field Operations Specialist, a Social Marketing and accompanying measures Specialist, an IT Expert for the MIS, a Public Works Specialist, an Environmental and Social Specialist, an Internal Auditor, two Assistants (Procurement & Accountant), and support staff. Note that under the AF, for the government staff assigned to the project (*personnel fonctionnaire*) a performance-based bonus (*prime basée sur la performance*) will be paid to them and described in the project implementation manual.
- To strengthen the implementation capacity of the project at the regional and local level, regional field *officers* have been recruited in four regions (Far North, North, East and North West), and *focal points* have been recruited for each of the three regions that do not have a regional field officer. A network of field *operators* have been recruited by the project to supervise the implementation of the project at the communal and village level.

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

The project will be implemented in the five (5) agro-ecological zones of Cameroon: bimodal and mono-modal agro-ecological zone (On the coastal area, it has a multitude of anthropogenic pressure and it is also a highly urbanized zone); the Sudano-sahelian and Guinean savannah zones (These are dry zones that are mostly affected by pressures such as fuel wood harvesting, bush fires, extensive cattle rearing and farming) and the Western Highlands.

G. Environmental and Social Safeguards Specialists on the Team

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

SAFEGUARD POLICIES THAT MIGHT APPLY

Safeguard Policies	Triggered?	Explanation (Optional)
Environmental Assessment OP/BP 4.01	Yes	
Natural Habitats OP/BP 4.04	No	



Forests OP/BP 4.36	Yes
Pest Management OP 4.09	Yes
Physical Cultural Resources OP/BP 4.11	Yes
Indigenous Peoples OP/BP 4.10	Yes
Involuntary Resettlement OP/BP 4.12	Yes
Safety of Dams OP/BP 4.37	No
Projects on International Waterways OP/BP 7.50	No
Projects in Disputed Areas OP/BP 7.60	No

KEY SAFEGUARD POLICY ISSUES AND THEIR MANAGEMENT

A. Summary of Key Safeguard Issues

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

The project may have potential limited adverse environmental and social risks and impacts in the project’s area of influence, including (i) predictable environmental, health and occupational safety risks associated with the building of ponds for pastoral or piscicultural activities and development of irrigation canals; (ii) risk of conflict over built ponds and irrigation canals; (iii) the incidence of water-related vector-borne diseases and (iv) risks associated with the use of pesticides in agricultural activities; (v) risks related to gender based violence and (vi) risks associated to complaints related to beneficiaries selection, especially among Indigenous Peoples groups.

2. Describe any potential indirect and/or long term impacts due to anticipated future activities in the project area:

The project activities are not likely to cause long-term impacts in the project area.

3. Describe any project alternatives (if relevant) considered to help avoid or minimize adverse impacts.

The project will limit its support to small community activities with limited environmental and social adverse risks and impacts. The project will not finance activities that could have significant adverse impacts in protected areas such as national parks or primary forests. For the most part, these are demand-driven activities that require the support of the beneficiary community. For all subprojects, an alternative comparative analysis will be carried out based on the environmental and social screening of several options.

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

The Gov. of Cameroon has already taken significant steps to protect its environment through a National Policy on Environmental Protection and a series of legislative and regulatory texts for environmental protection and nature conservation (i.e. comprehensive environmental and social legal framework, including the 1996 Environmental Law and its implementation decrees). To comply with national legislative and regulatory requirements and with the WB policies triggered for the parent project, an Environmental and Social Management Framework (ESMF) was prepared and disclosed in 2012, and it was updated and disclosed by the Bank on February 22, 2018, and in-country on February



23rd, 2018, and it makes provisions of the World Bank Safeguard policies triggered for this project - namely OP 4.01 on Environmental Assessment, OP 4.36 on Forests, and OP4.11 on physical cultural resources.

Social Safeguards instruments, an Indigenous People Planning Framework (IPPF) and a Resettlement Policy Framework (RPF) were prepared in the framework of the parent project and were updated to cover some specific requirements of the Additional Financing. The updated versions were disclosed in-country and by the Bank on March 9th, 2018. More detailed instruments as the Indigenous Peoples Plan (IPP) and the Resettlement Action Plan (RAP) would be prepared if required, during project's implementation. The IPP will focus on the coverage of significant poor areas and on a good coverage of IPs households in project's implementation zones. A sound Grievance Redress Mechanism embedded at the community level will be developed and implemented to enable an easier complaints collection and a swift resolution mechanism. GBV's aspects and complaints will be handle trough sensitizations and trough a functional GRM.

The PIU, according to the ESMF guidelines, hired in June 2017 a full time Social and Environmental Specialist in charge of leading and overseeing the implementation of the safeguards instruments. He is acquiring experience and capacity for designing and implementing environmental and social safeguards measures and this is promising. In each subdivision where the project is implemented, the divisional delegate of the Ministry of Environment always readily assigns a focal point for the screening, review, validation and monitoring of the implementation of appropriate safeguards measures for each sub-project. This is becoming a routine. The Social and Environmental Specialist will submit annual action plans and this will include capacity building activities for focal points. Following the recommendation of the latest Safeguards supervision mission, The Project Coordination Unit will comprise two E&S qualified safeguards specialists: 01 environmental safeguards specialist, and 01 social development specialist.

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

During the project preparation process, the stakeholders (affected people, CSOs and public administration partners) were consulted during the preparation of the main safeguards instruments and there is an ongoing social dialogue with key stakeholders. For e.g. CSOs are involved in the selection of subprojects, and they also support the implementation of subprojects.

Main safeguards instruments (ESMF, RPF, IPPF and PMP) were prepared in 2012 and an IPPF was prepared in 2017, and disclosed. All these instruments were updated in February 2018 and disclosed on February 22, 2018 (ESMF and PMP) and March 9, 2018 (RPF and IPPF).

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

Environmental Assessment/Audit/Management Plan/Other		For category A projects, date of distributing the Executive Summary of the EA to the Executive Directors
Date of receipt by the Bank	Date of submission for disclosure	

"In country" Disclosure



Resettlement Action Plan/Framework/Policy Process

Date of receipt by the Bank

Date of submission for disclosure

"In country" Disclosure

Indigenous Peoples Development Plan/Framework

Date of receipt by the Bank

Date of submission for disclosure

"In country" Disclosure

Pest Management Plan

Was the document disclosed prior to appraisal?

Date of receipt by the Bank

Date of submission for disclosure

"In country" Disclosure

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



CONTACT POINT

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APPROVAL

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Approved By

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