



Recovery and Peace Consolidation Strategy for Northern and East Cameroon 2018–2022





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2018–2022



WORLD BANK GROUP



The Recovery and Peace Consolidation Strategy for Northern and East Cameroon has been produced by the government of Cameroon with technical support from staff of the World Bank Group, the United Nations, and the European Union. The findings, conclusions, and recommendations expressed in the Strategy do not necessarily constitute the views or formal recommendations of the three institutions on all issues, nor do they reflect the views of the governing bodies of these institutions or their member states.

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Foreword

Cameroon has sought to equip itself with an efficient and operational tool that would allow it to effectively achieve the objectives of its Growth and Employment Strategy Paper (GESP), with a view to realizing its Vision 2035.

In this regard, the Government, with the support of its partners, has developed a Recovery and Peace Consolidation (RPC) strategy in Cameroon, for the period 2018–2022 so as to accelerate actions aimed at reducing poverty, contributing to peace and, consequently, sustainable development, specifically in the Northern and East regions, which are affected by the negative effects of cross-border and security crises.

The choice of this vital transregional tool testifies to the will of the Government to sustainably improve the living conditions of the populations of the Far North, East, North and Adamawa, where the consequences of the war against the terrorist group Boko Haram and of the internal conflict in the Central African Republic have greatly impacted on vulnerability, food security, malnutrition and spread of disease.

The merit of the RPC strategy is that it constitutes an appropriate response to the socioeconomic problems of these areas. The emphasis on peace and the translation of people's needs into actions, facilitated by a mutual accountability framework, makes it a unique undertaking.

In addition to issues pertaining to education, health and nutrition, several development aspects are addressed as priority needs in this strategy. These include the need to ensure access to economic opportunities and the provision of basic social services; the need to improve the financing of local development, the quality and speed of public contracts awards, and the construction/rehabilitation and maintenance of infrastructure; and the need to promote an environment conducive to private sector development and the revitalization of the cross-border trade.

As such, I would like to congratulate the Cameroonian experts who conducted this important work.

Finally, I extend the gratitude of the Government of Cameroon to all the technical and financial partners, who contributed directly or indirectly to the development of this Strategy and, particularly, to the World Bank, the European Union and the United Nations System.

**The Minister of the Economy, Planning
and Regional Development**


Louis Paul MOTAZE

Abbreviations

CAR	Central African Republic
CFAF	Central African franc
CTSE	Technical Monitoring and Evaluation Committee (Comité Technique de Suivi et d’Evaluation)
DTM	Displacement Tracking Matrix
ECAM	Cameroonian Household Survey (Enquête Camerounaise auprès des Ménages)
GDP	gross domestic product
GESD	Growth and Employment Strategy Document
HRP	Humanitarian Response Plan
ICT	information and communication technologies
INS	National Institute of Statistics (Institut national de la statistique)
IOM	International Organization for Migration
MICS	Multiple Indicator Cluster Survey
MINATD	Ministry of Territorial Administration and Decentralization
MINEPAT	Ministry of the Economy, Planning and Regional Development
MINSANTE	Ministry of Public Health (Ministère de la Santé Publique)
MINTP	Ministry of Public Works (Ministère des Travaux Publics)
NGO	nongovernmental organization
OCHA	Office for the Coordination of Humanitarian Affairs
PIB	public investment budget
PNDP	National Participatory Development Program (Programme national de développement participatif)
Pro_ADAP	Participatory Development Aid tool
RPC	Recovery and Peace Consolidation
RIDEV	Research Institute for Development
SMEs	small and medium enterprises
SODECOTON	Cotton Development Corporation (Société de développement du coton)
TVET	technical and vocational education and training
UNDAF	United Nations Development Assistance Framework
UNICEF	United Nations Children’s Fund
UNHCR	United Nations High Commissioner for Refugees

All dollar amounts are U.S. dollars unless otherwise indicated.

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Executive summary

Cameroon faces multiple challenges, at a time when factors related to internal fragility and the impact of a volatile subregional context threaten to undermine the relative peace and stability the country has been trying to preserve in an unstable neighborhood. In the Northern and Eastern regions (Far North, North, Adamawa, and East), these challenges are associated with long-standing marginalization and vulnerability, and the more recent consequences of external pressures related to Boko Haram, along with the conflict in the Central African Republic (CAR), particularly in the cross-border areas. In addition, the population's vulnerability to food insecurity and disease epidemics has increased due to the deteriorating economic landscape, climate-related events, and the continued lack of access to adequate basic social services. The impact has also been compounded by the macroeconomic crisis following the drop in oil prices starting in 2014. This situation has resulted in lower growth rates and has required strong fiscal consolidation, as well as a need to increase government spending to address the security challenges and counter the impact of social services challenges.

The recent crises, whose main causes are exogenous, have exacerbated pre-existing and structural development weaknesses in these areas, which account for 41.3 percent of Cameroon's population and more than half of the national territory. This also increases the risk of instability in the rest of the country.

Acknowledging that a concerted effort is required to address both structural deficiencies and the direct impact of crises, the government, through the Ministry of the Economy, Planning and Regional Development (MINEPAT), has requested the assistance of the European Union, the United Nations, and the World Bank Group to develop a Recovery and Peace Consolidation (RPC) Strategy for the Northern and East regions of Cameroon. The strategy aims to combine recovery and development interventions and promote a more efficient national and international engagement in response to the subnational crisis.

The RPC process focuses on these four regions of Cameroon as they are particularly marginalized and affected by both the impact of crises and pre-existing structural vulnerabilities. The RPC process recognizes that reducing the risk of instability in the concerned regions and in other parts of the country, requires action at the local, national, and international levels.¹

¹ The agreed-upon scope of the RPC process is the four regions. The exercise was not intended to, and did not address, other ongoing crises, including in the anglophone regions.

The RPC process complements and promotes other ongoing efforts by the government and international partners to address major development challenges and respond to the humanitarian situation in the target regions. Finally, the RPC is aligned to the budget support programs being developed between the government and different partners, and to other key ongoing reforms, such as the process of decentralization.

The objectives and process

The objectives of the RPC process were to

- Develop a **shared understanding** of the impact of crises and structural causes of vulnerability in the affected regions and across the country, and of the risks and challenges to recovery and peacebuilding;
- Identify priorities and draft a **prioritized strategy** for recovery and peacebuilding (priority reforms and specific responses);
- Develop a **mutual accountability framework** for an efficient and coordinated response to identified priorities.

Five priority themes were identified for the analysis and the identification of priorities:

- Forced displacement, protection, human security
- Governance and basic social services
- Economic and territorial integrity
- Access to land and production
- Youth

Three cross-cutting issues were also identified, and are addressed within each thematic area: gender, climate change, and violent extremism. In addition, the assessment has highlighted the cross-cutting nature of the solutions needed to address issues related to forced displacement, human security, and youth.

The RPC assessment and strategy design process, which took place between November 2016 and November 2017, was designed to be highly participatory. It included four main steps:

- A scoping mission to define the objectives and scope of the exercise
- Analytical and diagnostic work, including quantitative and qualitative surveys and focus groups in the four regions
- Two rounds of consultations in the regions and with the private sector, and a validation of the analysis and priorities identified with the relevant sectoral services
- Drafting of thematic notes, including results matrixes and cost assessments, and finalization of the RPC strategy

Context analysis

The key drivers of fragility and the impact of the crises are assessed across governance, economic, social, security, and environmental dimensions.

The resulting analysis underscored the need and the urgency of finding effective responses to reduce the socioeconomic marginalization that these regions have suffered for a long time. For example, the Far North and the North have a poverty rate of 74.3 percent and 67.9 percent, respectively, compared with a national average of 37.5 percent. The literacy rate is almost half in the North and East (43 percent) compared to the rest of the country (72 percent nationally). The approximate ratio of the number of inhabitants to health care staff is almost double in the Far North and North (1,170 and 1,798, respectively, compared to 579 at the national level).

The analysis has also demonstrated the need to strengthen mechanisms, processes, and capacities to respond in a sustainable manner to the impact of the crises, manifested, among others, by significant numbers of Nigerian and Central African refugees (more than 300,000) and internally displaced persons (more than 200,000), an increase in serious crimes (kidnappings, murders, and suicide bombings), and a climate of mistrust and tensions between displaced populations and host communities.

The bordering regions of Nigeria in the Far North (Mayo Sava, Mayo Tsanaga, and Logone-Chari districts) and the CAR in the East (Lom-Jerem, Kadei, and Bouma-Ngoko districts) and Adamawa (Mbéré and Vina districts) are more directly and more severely affected by the crises. In these areas, physical destruction (Far North); lack of pre-crisis administrative and social services; high flows of displaced populations; growing levels of insecurity, including serious security incidents; and increasing crime rates makes the lives of local and displaced people particularly difficult.

The analysis also suggests that despite the challenges, Cameroon has an opportunity to address its fragility by tapping into its abundant assets and factors of resilience. These include the Government's commitment to responding to crises, the communes' role in responding to the needs of communities to maintain peace and manage conflict, the social and cultural diversity of the country, the wealth of natural resources, and a strong capacity for economic development in the four regions.

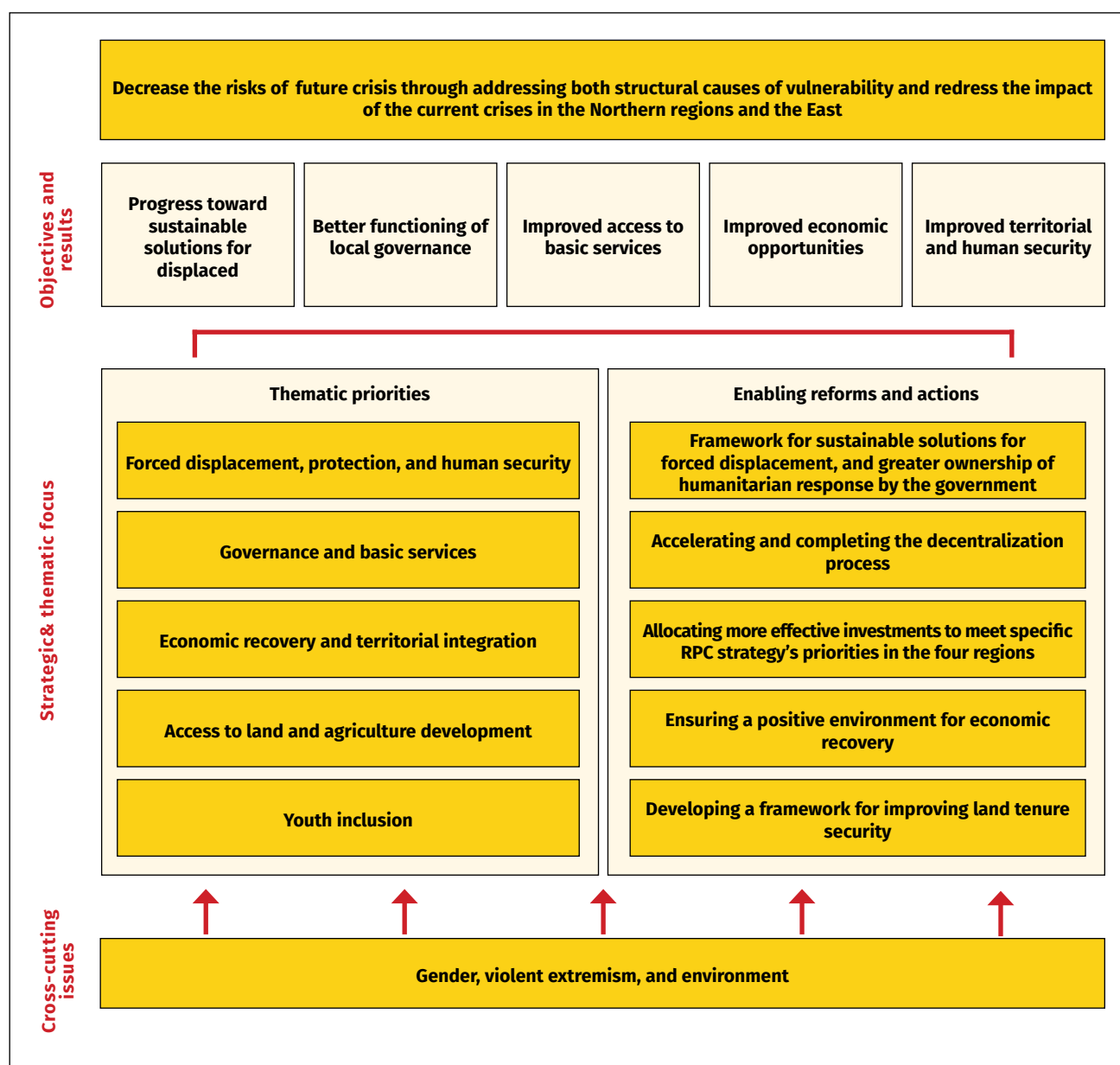
Expected results, key reforms and actions, and thematic priorities

The **overall objective** of the RPC strategy is to decrease the risks of a future crisis by addressing both structural causes of vulnerability and redressing the impact of the current crises in the Northern regions and the East.

To realize this objective, some **results** must be achieved during the five years planned for the RPC by implementing the thematic initiatives and priorities described in this report. These results will form the basis of the monitoring and evaluation framework and will allow strategic monitoring of progress in the implementation of the RPC as a whole.

Key **reforms and strategic action** will be required to achieve the objective and results and to implement the **priority interventions** in the five thematic areas of the RPC strategy.

The strategic framework of the RPC strategy is presented in figure E.1.

FIGURE E.1: OVERVIEW OF THE STRATEGIC FRAMEWORK FOR THE RPC

The estimated cost for implementing the RPC strategy is approximately CFAF 2,700 billion (\$4.6 billion) for the five-year period of 2018–2022, most of which should be already available or can be mobilized through existing national and international public investment sources.

Implementation and financing

Effective mechanisms for political dialogue, for improved coordination, and monitoring and evaluation must be in place to implement the RPC priorities and achieve the expected results; simultaneously, bottlenecks and challenges to implementation must be addressed at the national and local levels, with a specific focus on ensuring implementation at the local level. These mechanisms are illustrated in figure E.2.

FIGURE E.2: OVERVIEW OF IMPLEMENTATION AND FINANCING OPTIONS

High-level dialogue and coordination	Rapid and effective implementation, focus on local level	Effective financing
<ul style="list-style-type: none"> Steering committee at central level, sectoral platforms in regions Mechanism for M&E Revitalized coordination mechanisms (government-partners: multipartner committee) 	<ul style="list-style-type: none"> Capacities and resources for local-level implementation Step up and improve existing programs Capacity for rapid action if necessary Greater accountability and citizen participation 	<ul style="list-style-type: none"> Better allocation and use of public investments (national and international) to regions for identified priorities Additional resources if necessary

With regard to financing, it is critical to ensure efficient, transparent, timely, and sufficient allocation and disbursement of existing public investments to the four regions, aligned to their needs, and to the priorities identified in the RPC strategy. Additional funding arrangements may be considered to address potential shortfalls or to allow for specific investments, and to enhance flexibility in the short term (for example, to address the specific context of each of the four regions and/or specific priorities, or to request a quick disbursement).

The areas bordering Nigeria in the Far North and the CAR in the East and Adamawa are more directly and severely affected by the crises. These regions require urgent and adequate actions to avoid the risks of new conflicts. Two set of actions are required:

- Prioritize interventions and resources targeting those areas and the most affected populations.

- Use innovative modalities of intervention and ensure the availability of rapid and flexible resources. This involves the use of existing projects to facilitate rapid implementation capacity by government departments, and implementing emergency measures using existing budget resources; giving priority to and providing the necessary capacities and resources to expedite implementation through local authorities; leveraging the presence of humanitarian and development actors and projects; scaling up interventions that have demonstrated capacity to operate in insecure areas; considering innovative partnerships to realize enabling infrastructure projects; and using third-party supervision and remote sensing.

Mutual accountability framework

Operating under a mutual accountability framework, a strengthened partnership will be established between the government and international partners to ensure a more efficient implementation of RPC priorities. This partnership will focus on a number of agreed-upon government and partner commitments that reflect strategic RPC priorities. The commitments will be complemented by an agreement on major implementation milestones.

The mutual accountability framework will be formulated, and political milestones will be defined, under the leadership of the steering committee, and drafted by a joint government-partners drafting team. Technical and political consultations will take place to finalize mutual commitments and identify milestones. Given the strategic level of political milestones, the steering committee will lead the finalization and approval of the mutual accountability framework at the ministerial level, at the latest by the beginning of 2018.



1 Introduction



RATIONALE

Cameroon faces multiple challenges, at a time when factors related to internal fragility and the impact of a volatile subregional context threaten to undermine the relative peace and stability the country has been trying to preserve in an unstable neighborhood. In the Northern and Eastern regions (Far North, North, Adamawa, and the East), which are the focus of this Recovery and Peace Consolidation (RPC) assessment and strategy, these challenges are characterized by long-standing marginalization and vulnerability, and the more recent consequences of external pressures related to Boko Haram, along with the conflict in the Central African Republic (CAR), particularly in the cross-border areas. In addition, the vulnerability to food insecurity and disease epidemics has increased due to a deteriorating economic landscape, climate-related events, and the continued lack of access to adequate basic social services.

The recent crises, whose main causes are exogenous, have exacerbated pre-existing and structural development weaknesses in these areas, affecting 41.3 percent of Cameroon's population, and also increasing the risk of instability in other areas of the country. The impact has also been compounded by the macroeconomic crisis following the sharp drop in oil prices starting in 2014, which has resulted in lower growth rates and has required strong fiscal consolidation given the need for increased government spending both to deal with the security challenges caused by Boko Haram and the need for increased social spending to counter the impact.

There is a growing sense of urgency of the need to address the situation in the four regions. A national effort is underway to reduce the country's vulnerability, strengthen its resilience, and avoid further spillover of conflict dynamics. In the short term, the effect of these crises on the most affected populations needs to be alleviated. In the medium and long term, it will be critical to reduce the vulnerability of these regions by addressing its structural causes. This will help avoid future crises while ensuring that local conflicts do not become entrenched, by creating a positive dynamic across the country.

The government of Cameroon has shown determination in its efforts to address the situation, by strengthening security, welcoming a large number of refugees, and taking other measures.¹ This effort is strongly supported by international partners who have increased their overall levels of humanitarian aid and are focused on the four regions in their cooperation agreements with the government,² while remaining committed to working together to promote peace and stability in the rest of the country and the Central African region.

Acknowledging that more is required to address both structural deficiencies and the direct impact of crises, the government, through the Ministry of the Economy, Planning and Regional Development (MINEPAT), has requested the assistance of the European Union, the United Nations, and the World Bank Group to develop a Recovery and Peace Consolidation Strategy for Northern and Eastern Cameroon. The strategy combines early recovery and development interventions to promote more efficient national engagement and coordination in response to the subnational crisis.

¹ However, there have been cases of deportation and forced repatriation in the Far North.

² Although humanitarian aid has markedly increased in the past few years in the Far North region, it has decreased in the East, Adamawa, and the North.

The RPC process focuses on the four regions of Northern and Eastern Cameroon because they are particularly marginalized and affected by both the impact of crises and pre-existing structural vulnerabilities. In addition to having a severe effect on the local populations, this situation creates a potential high risk for the entire country, if unaddressed. The RPC process recognizes that reducing the risk of instability in the concerned regions and in other parts of the country requires action at the local, national, and international level. Actions will be necessary to address not only those factors of vulnerability that are heightened in the four regions, but that affect the country more broadly and originate in weaknesses of national-level politics, policies, and systems. The RPC process also acknowledges the need to cooperate with subregional actors, notably the CAR, Chad, Niger, and Nigeria, and with international partners, in order to find sustainable solutions to the security and displacement situation in the subregion. Although this process fits within and aims to contribute to these broader efforts, these were not the direct objective of this RPC assessment.

THE RPC PROCESS AND ITS OBJECTIVES

The RPC process was designed to help the government and international partners collectively respond to the challenges, risks, and pre-existing vulnerability in the four targeted regions.³ Using the established methodology for Recovery and Peacebuilding Assessments (RPBA),⁴ the process has aimed to:

- Develop a **shared understanding** of the impact of crises and structural causes of vulnerability in the affected regions and across the country, and of the risks and challenges to recovery and peace consolidation;
- Identify priorities and draft a **prioritized strategy** for recovery and peace consolidation;
- Develop a **mutual accountability framework** for an efficient and coordinated response to identified priorities.

By establishing a strategy that combines both priority interventions and critical reforms required to support better recovery and peace consolidation in the four affected regions, the assessment complements and promotes other ongoing government efforts to address major development challenges. These other efforts include Vision 2035, the Growth and Employment Strategy Document (GESD), the National Decentralization Strategy (2017–2021), as well as various sectoral strategies and their corresponding action plans. The RPC process is also aligned to budget support programs that are currently being developed by the government and different partners. Moreover, the assessment integrates objectives that cut across the humanitarian and development spectrum, which thus

³ The geographic scope of the RPC process agreed-upon between the government of Cameroon and the European Union, the United Nations, and the World Bank Group was the four regions. The exercise was not intended to, and did not, address other ongoing crises, including those in the anglophone regions. The scope of this process does not reflect the level of severity or intensity of the different crises, which may need to be considered by a separate assessment.

⁴ The RPBA is a methodology developed jointly by the European Union, the United Nations, and the World Bank Group to conduct joint assessments of recovery and peacebuilding priorities in countries affected by conflict and fragility. This methodology has been used to conduct these assessments in more than 20 countries to date.

promotes better coordination across these different pillars and advances the principles of the New Way of Working.⁵

The resulting RPC strategy is based on the recognition that while investments are needed, they will not suffice unless reforms are undertaken at the national level to ensure that the required capacities, resources, and interventions are in place. To this end, the strategy also proposes specific financing and implementation modalities that should be considered both to deliver more effective programs and projects in the four regions and to ensure that delivery promotes peace consolidation and national cohesion.

PRIORITY THEMES

The RPC assessment covers five priority themes,⁶ for which immediate and medium-term priority interventions are required to address both the impact of crises and structural factors of vulnerability:

- **Forced displacement, protection, and human security.** This theme addresses the need identified by the context analysis to improve the living conditions, protection, and security of refugees, internally displaced populations, returnees, and host communities.
- **Governance and basic social services.** This theme addresses the need to improve local governance and essential social service delivery.
- **Economic and territorial integration.** This theme addresses the need to improve economic opportunities by expanding infrastructure, the private sector, financial inclusion, and cross-border trade.
- **Access to land and production.** This theme addresses the need to support agriculture and livestock production and increase access to land.
- **Youth.** This theme addresses the need to facilitate the inclusion and economic integration of disenfranchised youth to reduce instability and radicalization.

Three cross-cutting issues were also identified. They are addressed within each thematic area: gender, climate change, and violent extremism. In addition, the assessment has highlighted the cross-cutting nature of the solutions needed to address issues related to forced displacement, human security, and youth, which are therefore addressed both as a specific theme and as areas that cut across the other three themes. The treatment of forced displacement in particular, which requires both continued humanitarian and scaled-up development interventions over time, is explained in more detail in box 1.1 and in chapter 3.

⁵ The New Way of Working helps development and humanitarian actors and donors achieve shared, collective results. Many partners have come together to make this commitment, including the World Bank Group and nine United Nations agencies, under the framework of the World Humanitarian Summit.

⁶ These were jointly agreed to by the government and partners during the scoping phase of the RPC process, and are included in the related aide memoire, as representing the key areas to deliver recovery and peace consolidation in the target regions. For each theme, a team, led by a national and an international coordinator, with the support of a national consultant and experts, was in charge of conducting the analysis, identifying and costing the priority interventions, which are presented in separate thematic notes and results matrixes.

BOX 1.1: THE RPC APPROACH TO ADDRESS FORCED DISPLACEMENT AND ENSURE THE TRANSITION FROM HUMANITARIAN AID TOWARD DEVELOPMENT INTERVENTIONS

The RPC assessment and strategy focuses on sustainable solutions to the challenges of forced displacement (priorities related to refugees, internally displaced populations, returnees, and host communities). Solutions entail gradually integrating specific displacement considerations into national policies, plans, budgets, and programs, and proposing options that address the socioeconomic needs of these populations in a sustainable manner. This is also considered the most effective way to support the transition from humanitarian aid toward development interventions.

In this spirit, the first thematic area of the RPC assessment on “forced displacement, protection, and human security” does not aim to replace the ongoing humanitarian response to the situation of forced displacement led by the government and by humanitarian actors. Instead, it aims to propose options to complement these efforts, in line with the recovery and peace consolidation focus of the RPC process. The first pillar and the rest of the assessment and strategy put forward options to ensure that some aspects of the immediate relief and protection of displaced populations, returnees, and host communities are addressed to help reduce the immediate impact of the crises. Other actions—for example, ensuring access to basic social services or providing food security—are covered by interventions in other thematic areas to promote sustainable solutions.

This approach is also reflected in the budget and financing options proposed for the RPC strategy, which suggests an increasing financial allocation to the four regions for key areas, which include but are not limited to basic services, infrastructure, relaunch of the economy, and economic opportunities. This is expected to contribute not only to a greater capacity to reduce the structural vulnerabilities, but also to promote a better integration of a range of priorities linked to the impact of the crises, including forced displacement, into national policies, plans, budgets, and programs.

METHODOLOGY AND APPROACH

The assessment, which included identifying strategic priorities and results, was led by the government of Cameroon with support from the European Union, the United Nations, and the World Bank Group. The process itself was designed to be highly participatory, in order to facilitate broader ownership of identified priorities. It followed **four main steps**:

- A scoping mission to define the objectives and scope of the exercise.
- Analytical and diagnostic work, which includes desk studies, surveys, and focus groups with households, communes, and affected communities to collect qualitative and quantitative data and guide the identification of priorities;⁷ a context analysis to understand the drivers and impact of the crisis and vulnerability factors; sectoral assessments for each of the identified themes; and a mapping of ongoing activities and financing available in the four regions.
- Two rounds of consultations in the regions chaired by the governors with broad participation of representatives from local elected and decentralized authorities, civil society, and with the private sector; a dedicated meeting with the private sector;⁸ and a validation of the analysis and priorities identified by relevant sectoral services.

⁷ Surveys were conducted by the National Institute of Statistics (INS) and by the Research Institute for Development (RIDEV). RIDEV also organized focus groups as part of a more qualitative approach to data and information gathering in the areas most impacted by the crises.

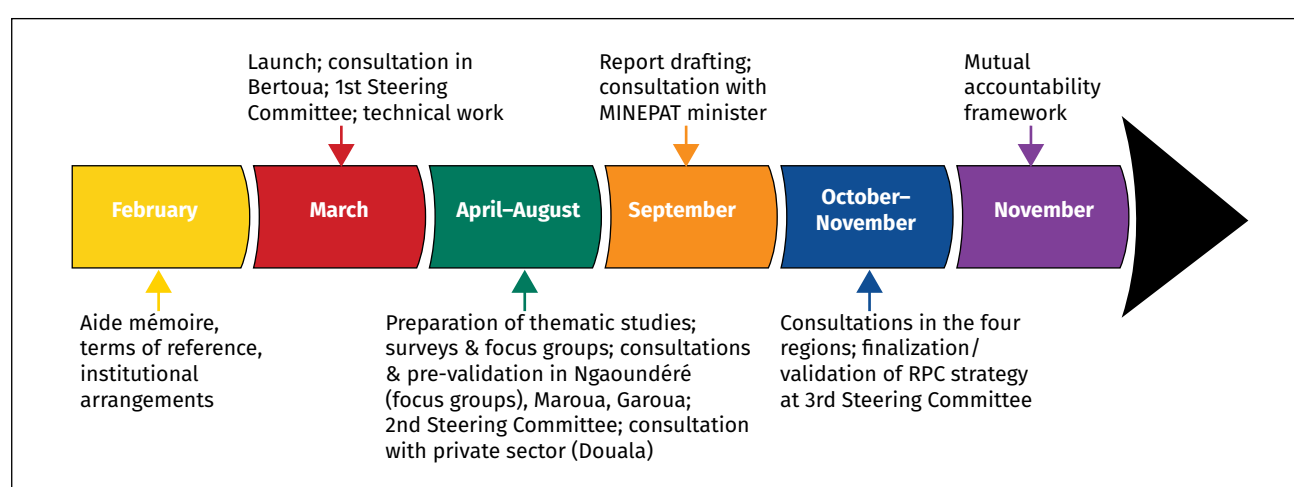
⁸ Consultation workshops in Bertoua, Maroua, Ngaoundéré, and Garoua at the beginning and toward the end of the RPC assessment as well as a consultation workshop with the private sector in Douala.

- Drafting of thematic notes, including results matrixes and a cost assessment, and finalization of the RPC strategy.

At all stages of the RPC process, especially during sectoral assessments, prioritization, and the cost assessment, particular attention has been paid to identifying synergies between the different themes in order to avoid duplication, and also to ensure that identified needs are taken into account in the most appropriate thematic pillar. For example, interventions targeting sustainable solutions for forced displacement or youth are partly integrated into the thematic pillars dealing with governance and basic social services, or economic integration.

The timeline for these steps is described in figure 1.1.

FIGURE 1.1: TIMELINE FOR RPC ASSESSMENT AND STRATEGY DESIGN PROCESS



PRIORITIZATION

The RPC process was designed to facilitate strategic prioritization, of national policy reforms, as well as interventions to be implemented, nationally and in the four regions over a five-year time frame. See box 1.2 for prioritization steps. The thematic teams were asked to extend beyond sectoral needs to clearly identify priorities based on the following criteria:

- **Risk management.** Interventions will contribute directly and most efficiently to recovery, peace consolidation, and prevention of risks related to future crises.
- **Realism.** Interventions take into consideration implementation capacities, security conditions, access, and sequencing over time.
- **Consistency.** They combine immediate and long-term measures, while promoting inclusion and coordination among various actors.
- **Transformational effect.** They create a positive dynamic and help effect the change that is needed to redress the situation of crisis and fragility.

BOX 1.2: PRIORITIZATION STEPS

- Situation analysis (context analysis and thematic work)
- Consultations, for each thematic area with sectoral ministries and partners
- Consultations in the regions and at the national level
- Surveys and focus groups (INS and RIDEV)
- Identification of priorities, based on the agreed-upon criteria
- Iterative dialogue with key stakeholders at all levels, including political actors

In addition, to the extent possible, priorities were identified between sectors, by geographical area,⁹ over time, and by population group.¹⁰

ORGANIZATION OF THIS REPORT

Following this introduction, chapter 2 of the report presents the context analysis, which forms the basis of a shared understanding of the situation and guides the identification of priorities. The priorities, the enabling strategic reforms and actions, and the expected strategic results are presented in chapter 3. Chapter 4 presents the considerations for implementation, including coordination, monitoring, and evaluation; as well as for financing. Chapter 5 presents the main conclusions of the RPC process and strategy.

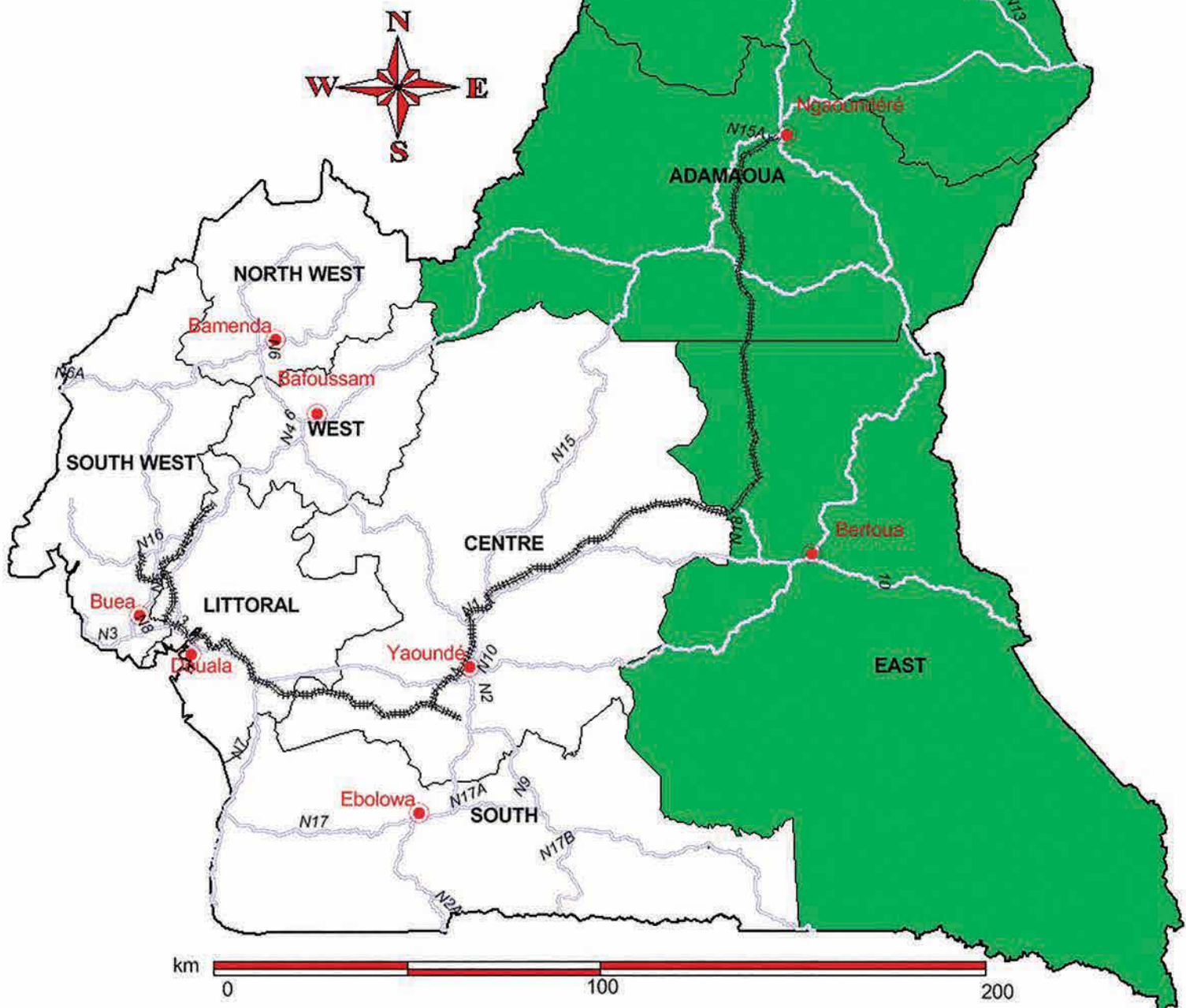
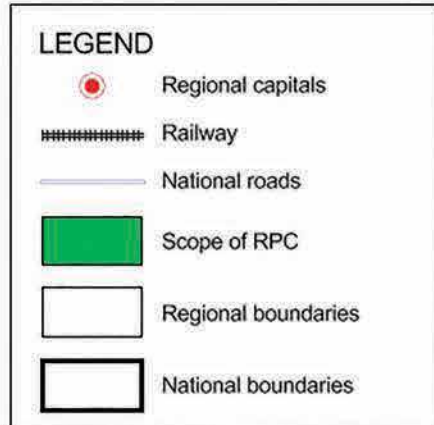
The annexes provide a more detailed description of identified priorities (annexes 1 and 2), the assessment of costs (annex 3), the monitoring and evaluation framework (annex 4), and the main results of the surveys and focus groups (annexes 5 and 6). A technical report, published separately, will include the thematic notes for each thematic area, the results matrixes, and the cost assessments.

A mutual accountability framework, based on this strategy, will be agreed-upon between the government and partners as a roadmap for the RPC implementation phase. This will outline commitments by all parties to implement the RPC strategy, along with the implementation, financing, and monitoring and evaluation framework that will be put in place to oversee the implementation phase.

⁹ The analysis and selection of priorities consider differences within and among regions to reflect specific needs and different socioeconomic, cultural, geographic, and climatic contexts.

¹⁰ Refugees, internally displaced persons, returnees, host communities, youth, and women.

REGIONAL MAP OF CAMEROON



2 Context analysis

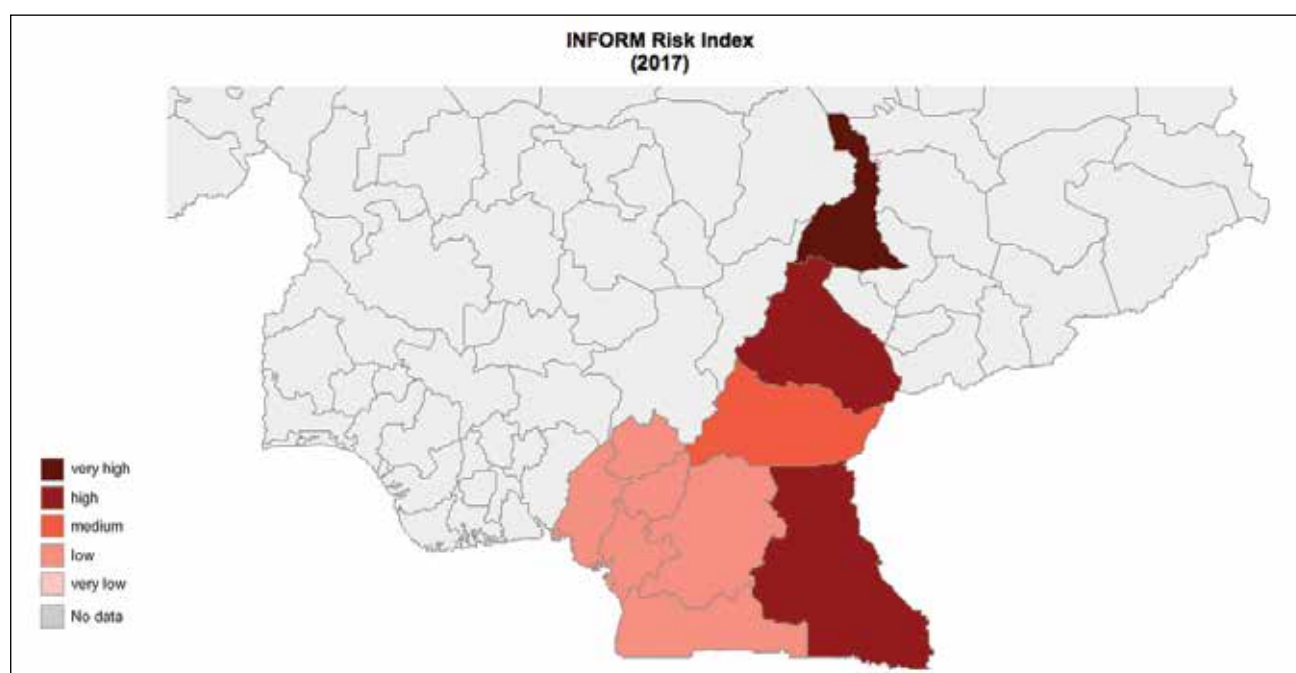


OVERVIEW OF CONTEXT

The four regions of the Far North, the North, Adamawa, and the East host 41.3 percent of the population of Cameroon (9.1 million people); these regions have a population density that ranges from as low as 7/km² in the East, to as high as 127/km² in the Far North. Population growth represents a high stress factor for these regions as well as for the rest of the country. These regions cover more than half of the national territory and represent a diverse cultural, socioeconomic, and climatic/ biodiversity context. Agriculture and pastoralism are the main economic activities for the largest part of the rural population. Commerce is the main activity in urban areas and along the main commercial routes. Environmental stresses, accentuated by climate change and by population displacement, are severe, and even more so in the Northern regions.

Since 2013–2014, these areas have been subject to intensified conflicts. The presence of Boko Haram, the violent extremist group, poses a direct threat to security and people's livelihoods. Boko Haram fighters have crossed the border, killed and abducted hundreds of civilians, attacked and burned down towns and villages in the Far North. The Boko Haram crisis is coupled with the spillover of conflict in the neighboring CAR on the eastern border since 2013. Despite some improvement in both the security situation in the Far North region and a relative stabilization of the crisis in the CAR, the four concerned regions present, as shown in figure 2.1, medium to high risk profiles, with the Far North maintaining a very high-risk profile in 2017.¹

FIGURE 2.1: RISK PROFILE OF THE FOUR REGIONS



Source: INFORM, <http://www.inform-index.org/Subnational/Sahel>.

The four regions are affected by the forced displacement of refugees and internally displaced persons. These include registered refugees from the conflict areas in the neighboring

¹INFORM, Extract from the Sahel Interactive Map, 2017.

countries that were received by the government of Cameroon and humanitarian organizations. In addition, a large number of unregistered refugees traveled farther into the inland areas of the Far North, the North, Adamawa, and the East. The internally displaced persons are mainly from the Far North, who were forced to temporarily flee their homes to nearby communities to escape the conflict and violence.

The coordinated fight against Boko Haram by the government of Cameroon with the governments of Nigeria, Niger, and Chad proved to be effective as the overall number of deaths that resulted from the violence decreased in Cameroon. In response to the government's action, however, Boko Haram changed tactics and went underground to avoid direct confrontation against the military force, and then conducted more indiscriminate attacks against civilians.² As a consequence, while the number of people killed in battles decreased in the last few years, deaths from violence against civilians have increased. In 2017, violence remains rampant in the Far North, mainly targeting unarmed villagers through suicide bombings, mines, and raids.³

Moreover, while most recorded attacks in Nigeria in 2017 were by government forces against Boko Haram, the terrorist group remains the main perpetrator of attacks in Cameroon. Through school closures, the destruction of physical infrastructure and villages, cattle raiding, and other forms of violence, the extremist violent group has put additional stress on poor and vulnerable groups, particularly youth, women, and children, in the area. Simultaneously, this violence challenges the state's monopoly on security and capacity to deliver services.⁴

The four fragile regions lag behind in many of the human development indicators, and suffer from high levels of chronic poverty. Altogether, they represent 65.5 percent of the poor households in the country. In general, the socioeconomic disparity between the four regions and the rest of the country is stark. More prominently, there is an enlarging North-South divide within the country.

To develop a strategy to address the crises and remove the risks of future conflict in the four regions, it is essential to understand both the impact that was created by the crises and the underlying structural vulnerabilities that explain why the impact is so severe.

A profile of the regions is presented in box 2.1. Regional differences are examined throughout the analysis and the rest of the report.

² International Crisis Group, "Cameroon: Confronting Boko Haram," Report No. 241, November 16, 2016; also see <http://www.cnn.com/2015/09/03/africa/boko-haram-cameroon-violence/>.

³ ACLED (Armed Conflict Location and Event Data Project) data on political violence, updated November 19, 2016 (<http://www.acleddata.com/data/realtime-data-2016/>). The government's crackdown against Boko Haram also raised some concern about human rights violations, according to Amnesty International, "Right Cause, Wrong Means: Human Rights Violated Justice Denied in Cameroon's Fight against Boko Haram," July 2016.

⁴ RPC thematic notes, 2017.

BOX 2.1: OVERVIEW OF REGIONAL CHARACTERISTICS

EAST REGION	
General	The East is highly impacted by insecurity in the CAR and by the influx of refugees. The challenge is to address the impact of the crisis in border areas in a sustainable way and to avoid the spread of insecurity, while reducing economic and territorial isolation.
Population	806,935 (7/km ²)
Ethnic groups	Gbayas, Peuls Mbororos, Fang, Baka
Religious groups	Christians, Animists, and Muslims
Forced displacement	152,000 refugees, 115,800 host communities
Departments hosting refugees	Lom-et-Djerem, Kadei, Boumba-et-Ngoko
Structural challenges	Economic and social development is more advanced in the East than in the other regions considered in this RPC assessment, with indicators that are closer to the national average. Population density is lower in the East, and geographic distribution is unequal. The region lacks adequate infrastructure. Except for a few private forest tracks, there are only three main roads that cover the area where most of the population lives, and this situation reduces access to social services in remote areas. The area is rich in natural resources (wood). Subsistence crops, forestry, and mining are the main economic activities. There is little private sector and industrial development.
Impact of crises	Insecurity in the CAR, a porous border, and cross-border movements create significant security challenges for the populations. Different waves of Central African refugees live mostly (about 70 percent) outside the five equipped sites (Gabo Badzere, Mbile, Lolo, Timangolo, and Ngarisingo). Due to instability in the CAR, there is little incentive to return. Levels of crime and other forms of tension and conflict have increased, among agro-pastoral communities and others. For example, traditional tensions between Peuls and Gbayas have heightened, and conflicts between agricultural and livestock farmers have increased, with the latter migrating into the region due to altered transhumance corridors resulting from climate change and the crises. In high-risk areas, after security and law enforcement forces were initially deployed at the height of the crisis, the number of enforcement personnel was reduced. Access to land remains a source of conflict. The security crisis has also affected economic activities, as merchants, livestock farmers, and some economic operators have fled the region.

ADAMAWA	
General	The impact of the crisis is mostly felt close to the border with the CAR. The challenge is to prevent the spread of the crisis in a context of rising crime, latent conflicts, and weak state presence, while reducing socioeconomic marginalization.
Population	1,083,022 (17/km ²)
Ethnic groups	Peul, Peul Mbororo, Houda, Gbayas
Religious groups	Majority Muslims, Animists, Christians
Forced displacement	53,600 refugees, 43,400 host communities
Departments hosting refugees	Vina, Mbere, Djerem

Structural challenges	Socioeconomic indicators are weak in Adamawa. The economy relies almost entirely on livestock farming, including ranching, because of its savanna-style vegetation. However, the resulting cattle growth has had adverse environmental effects because preventive measures were lacking. Industrial activity is rare, entirely located in Ngaoundéré, the regional capital, and is linked to the processing of livestock subproducts. Ngaoundéré is one of the fastest growing cities in Cameroon, because of its location at the end of the railway line from the south of the country. The very low levels of education stem from cultural practices; for example, nomadic groups rarely send their children to school.
Impact of crises	Most refugees are in the Mbéré and Vina departments. The region is highly unsafe. There are ransom kidnappings, mostly in rural areas; and highway bandits and roving armed gangs (often from Chad, Sudan, or the CAR), who mainly target transhumance cattle. This leads the Mbororo Nomads to either arm themselves or flee rural areas. Economically, the well-developed commercial and cattle trade in the Mbéré department has been greatly reduced.

NORTH REGION	
General	In the North, the crises have mostly impacted the economy, with growing tensions among communities. Socioeconomic indicators suggest that structural factors of vulnerability must urgently be addressed. The main challenge will be to restart economic integration, reduce socioeconomic marginalization, and prevent the crises from spreading.
Population	2,888,199 (43/km ²)
Ethnic groups	Peuls and other groups
Religious groups	Majority Muslims, Animists, Christians
Forced displacement	19,500 refugees, 18,400 host communities
Departments hosting refugees	Mayo Rey
Structural challenges	The North is a savanna region. The economy relies mostly on cotton production, subsistence crops, and trade, including cross-border trade (Nigeria). The third largest Cameroonian port, Garoua, is an industrial center and a trading post for goods coming from and going to Cameroon, Chad, and Nigeria. Socioeconomic indicators are very weak in the North, where per capita budget allocations are among the lowest in the country. Traditional power structures exclude women and youth from local governance structures. Access to essential social services remains limited. Access to drinking water is critical and climatic events (such as flooding and drought), which local administrations struggle to manage, adversely impact the resiliency of communities. Finally, access to land is problematic, because customary chiefs, who control the use of farming and grazing lands, often grant only precarious rights to producers. The issue of access to land for youth and the transition to intensive farming and livestock production are major challenges.
Impact of crises	The North region is impacted by both the crises related to Boko Haram and the situation in the CAR. Because the number of refugees in the North is lower than in other regions, the impact is mostly on economic and commercial activities (less commercial trade, price volatility, fewer investments, and less tourism). As in the Adamawa region, kidnapping, and cattle theft exacerbate tensions and conflicts.

FAR NORTH REGION	
General	This region has been most impacted by the Boko Haram crisis and by increased structural challenges. The main challenge is to mitigate the impact of the crisis and reduce the marginalization of the region by addressing structural vulnerabilities.
Population	4,364,870 (127/km ²)
Ethnic groups	More than 50 ethnic groups, including Peuls, Kanuris, and Arab Shuwa
Religious groups	Christians, Muslims, Animists
Forced displacement	88,500 refugees, 400,000 host communities
Departments hosting refugees	Diamare, Logone-Et-Chari, Mayo-Danay, Mayo-Kani, and Mayo-Tsanaga
Structural challenges	Economic and social development in the Far North is the lowest of the four regions. It is also the poorest region of Cameroon. The intense historic rivalries among ethnic groups; the presence of vulnerable groups, such as the youth; and the isolation and marginalization of some of the districts, particularly those bordering Nigeria, has provided Boko Haram with opportunities to destabilize the region. Subsistence farming, along with trade, is the main economic activity. The Sudano-Sahelian climate makes it difficult for agriculture to thrive, and noticeable climate change intensifies drought spells and increases risks of sudden flooding. Access to land is particularly difficult, including for the youth, because there are few arable lands and tenure is managed by the elders. Because the Far North is located along a main trading route, between Nigeria and Chad, cross-border trade is significant, as well as illicit trafficking in the Lake Chad area.
Impact of crises	The Far North is the only region where there has been conflict-related material destruction and security conditions have deteriorated, with attacks and suicide bombings. Additional challenges stem from the disruption of administrative and social services in some areas, as well as pressures on resources caused by population displacements. The youth, including women, are particularly vulnerable to radicalization, forced recruitment, and abuse by Boko Haram. The economy is highly impacted in border areas.

ANALYSIS OF THE IMPACT OF THE CRISES, STRUCTURAL VULNERABILITY, AND FACTORS OF RESILIENCE

This section presents a more detailed analysis of the key drivers of fragility and how they play out in a context characterized by crisis and pre-existing vulnerabilities. It also highlights the key factors of resilience.⁵

The impact of the crises and the structural vulnerabilities were examined across the following dimensions of fragility:

- Governance factors related to the poor performance of public institutions; poor access to and delivery of services, including education; poor access to the justice system and the rule of

⁵ The analysis considers differentials: among the four regions, within each region, and between areas that are directly impacted by the crises and other areas. (See tables 2.1 and 2.2 and box 2.1.)

law; and limited access to safety nets; as well as the lack of sufficient public investment and infrastructure in these areas

- Economic factors related to poverty; inequality; depletion of natural resources; and increasing difficulties for major agricultural and pastoral activities due to the impact of the conflict/crises, and climate-related and other environmental change; and the lack of mobility to access markets
- Social factors, including demographic pressures; humanitarian pressures, which reduce social cohesion as a result of long-standing marginalization and exclusion of specific groups—especially youth and women—from accessing social and economic opportunities; and growing tensions over access to land and natural resources between the forcibly displaced persons and host communities
- Security factors, including increased exposure of the population to criminality, security incidents, and abuses
- Environmental factors related to climate change and the stress over natural resources

Table 2.1 and box 2.2 present an overview and data that illustrate the impact of the crises and the structural vulnerability in the four regions.

TABLE 2.1: OVERVIEW OF IMPACT OF CRISES AND FACTORS OF STRUCTURAL VULNERABILITY

Factor	Impact of crises	Factors of structural vulnerability
Governance	Departure of civil servants; pressure on administrative services and essential social services, with the closing of some structures	Marginalization of the four regions; incomplete decentralization process with insufficient public investments; delays in budget transfers to the regions and low implementation capacity (communes); lack of inclusion; lack of involvement in decision making; lack of accountability and transparency; weak judiciary system, essential social services, and birth registration services
Economic	Growing unemployment; restricted cross-border trade (due to curfews and partly closed markets); less tourism; fluctuating prices of food staples	Extreme and chronic poverty; isolation, lack of infrastructure and limited connectivity; adverse business climate (predominantly informal economy, weak private sector); low productivity; underemployment and lack of economic perspectives; land insecurity
Social	Forced displacement, with an increase in humanitarian needs; cases of radicalization	Rapid population growth; highly hierarchical society; youth exclusion and generational gap; food and nutritional insecurity; ethnic and religious tensions
Security	Attacks, suicide bombings, and serious crimes (kidnapping, murder); failure to protect the displaced in a context of growing insecurity; youth recruitment by Boko Haram and the growing role played by vigilante groups	Limited presence of law enforcement; porous borders; illicit trafficking
Environmental	Pressures on local resources (water, firewood, fishing, and so on)	Population movements linked to climate change (desertification, drought, and flooding); practices that damage the environment with soil degradation, deforestation, and other negative effects; and inappropriate land allocation mechanism

Note: Impacts and factors of vulnerability illustrated in this table are generally present in all four regions. Others that are specific to each region are described in box 2.1 and throughout this chapter.

The impact of crises

The subregional crises linked to Boko Haram and conflict in the CAR, as well as vulnerabilities stemming from external shocks, has had direct and severe consequences in the four regions. They include a degradation of the security situation, increased humanitarian needs and a failure to protect displaced populations and host communities, tensions among and within communities, slower economic activities and disrupted commercial networks, weaker institutions and basic service delivery, and pressure on natural resources and access to land.

A CONCERNING SECURITY SITUATION

The **security impact of the Boko Haram crisis** in the Far North region is manifested by frequent assaults against the military, suicide attacks, and serious crimes, such as hostage taking and murder. Boko Haram's attacks have led to the forced recruitment of youth and the rape and kidnapping of young girls who are offered as brides to combatants and used for suicide attacks. Although no official data are available, an estimated 7,000 to 10,000 citizens have joined Boko Haram.⁶ The extremist group conducted an estimated 500 attacks in the Far North between January 2013 and January 2017. Half of these attacks occurred in the Mayo-Sava department, including 157 in Kolofata district alone. In 2016 and early 2017, the group carried out an estimated 150 attacks, including 22 suicide bombings where at least 260 civilians were killed.⁷ In the East, Adamawa, and North regions, the impact of the CAR crisis is most acutely felt in the border area, which has experienced an increase in crime, violence, and human trafficking. Figure 2.2 depicts an overview of forced displacement and hotspots of conflict.

This generalized insecurity is deeply felt by the populations. More than half of respondents in surveys conducted as part of the RPC process confirmed that the security situation in their region has remained unchanged (box 2.3).⁸ As communities often face a weak presence and capacity of the police or gendarmerie to assure security, authorities or populations themselves have activated vigilance committees. They serve as security relays in villages and neighborhoods. In the Far North, 61 percent of respondents describe vigilance committees as main security providers,⁹ while the

BOX 2.2: OVERVIEW OF THE IMPACT OF CRISES

- People living in areas affected by the crises: 9.6 million
- People in need of humanitarian assistance: 3.3 million
- People displaced: 640,000 (refugees, internally displaced and returnees)
- Children suffering from severe acute malnutrition: 12,000
- Food-insecure people at crisis and emergency levels: 1.5 million
- Total refugees: 341,000
 - Nigerian refugees: 91,000
 - CAR refugees: 246,000
 - Refugees in urban areas: 27,000 (including 21,000 from CAR and 2,000 from Nigeria)
- Internally displaced people: 238,000
- Returnees (former internally displaced): 61,000
- Communities hosting refugees/displaced persons and in need of humanitarian assistance: 584,000 (Adamawa: 43,489; East: 115,865; North: 18,443; Far North: 406,698)

Source: OCHA, Humanitarian Needs Overview, October 2017; UNHCR, November 2017.

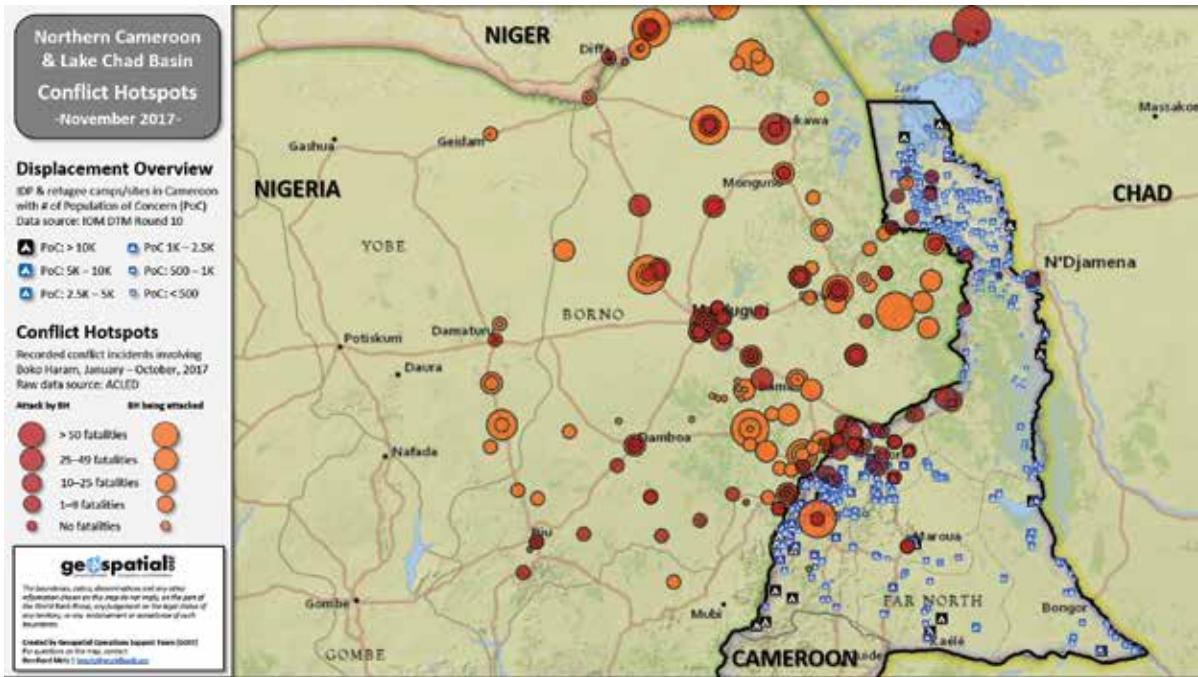
⁶World Bank, Information and Analytical Note, Claude Mbowou, March 2017; International Crisis Group, "Cameroon: Confronting Boko Haram," *Africa Report* No. 241, 16 November, 2016.

⁷ACLED Database; Africa Research Institute, "Boko Haram's Shifting Tactics in Cameroon: What Does the Data Tell Us?" February 2017, *Amnesty International Report 2016–17: Cameroon*.

⁸In the Far North, 50.4 percent agreed it remained unchanged; in the North, 68.8 percent; in Adamawa, 52 percent; and in the East, 66.2 percent (INS, RPC Survey, 2017, table 4.1.4).

⁹In the North, 41 percent agreed with this statement; in Adamawa, 19 percent; and in the East, 36 percent (INS, RPC Survey, 2017, table 4.4.1).

FIGURE 2.2: FAR NORTH REGION—BOKO HARAM CONFLICT HOTSPOTS AND FORCED DISPLACEMENT



Source: World Bank based on ACLED and IOM DTM data.

BOX 2.3: IMPACT OF CRISES AS PERCEIVED BY THE POPULATIONS

Regarding security: “The town [of Batouri, in the East] is completely unsecured, given the frequency of assaults, killings, and banditry, and the insufficient presence of security forces and law enforcement services.” —A resident

Regarding access to services: “When we go to City Hall to register births, we never receive a birth certificate. Three of my children, born here in Mbé [Adamawa] since 2005, have no birth certificate. As a result, they do not attend [school].” —A displaced person

“To obtain your ID card, you have to go all the way to Kousséri. And if you don’t have an ID card to go to Kousséri, you are blocked.” —A Fotokol resident, Far North

Regarding agriculture and livestock farming: “The Peuls brought their cattle into my field. They grazed everything. I had nothing left. The shepherds disappeared, and I was even afraid that I might be [killed or captured].” —A farmer in the North

Source: RIDEV, RPC Diagnosis in the Far-North, North, Adamawa, and East Regions: Main Findings of Qualitative Community Data, October 2017.

police, the gendarmerie, and the military are respectively cited by 3 percent, 4 percent, and 4 percent of respondents. Nevertheless, these committees, which are sometimes poorly trained, can be involved in crimes and abuses.

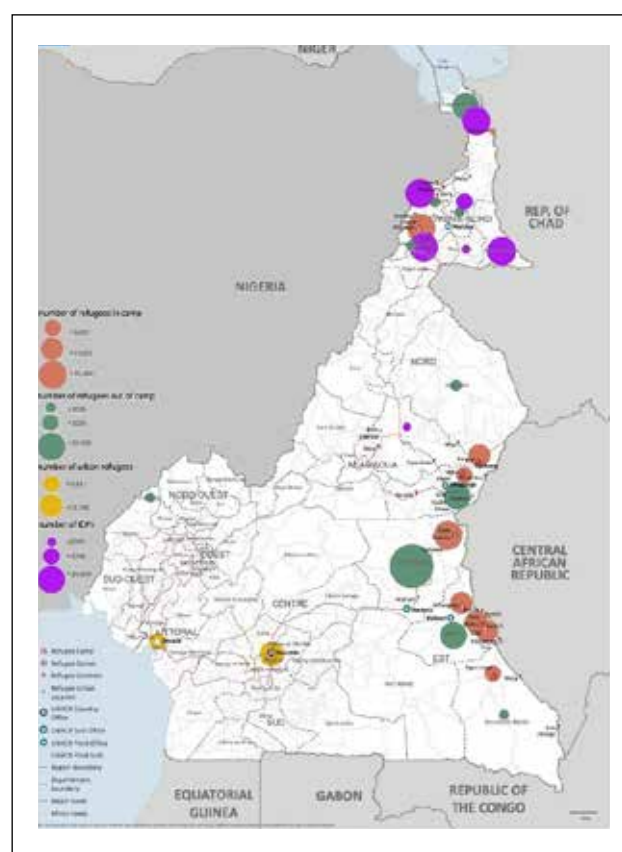
FORCED DISPLACEMENT CONTINUES AND INCREASES HUMANITARIAN NEEDS

The crises lead to a significant **increase in the number of people who are forcibly displaced**, the impact of which varies among the four regions. The Far North, including the areas of Logone-Chari, Mayo-Sava, and Mayo-Tsanaga, which is on the border with Nigeria, is characterized by particularly high insecurity and part of the territory is a conflict zone and villages are abandoned.¹⁰ Other areas are receiving large numbers of refugees and internally displaced persons, who appear to have resettled temporarily but also seem unlikely to return to their places of origin.¹¹ This situation also affects host communities.

In border areas with the CAR in the East, Adamawa, and the North, high numbers of refugees are received from the CAR, particularly in the 22 communes of the East where both host communities and refugees have growing needs in terms of social infrastructure, natural resources, and other areas. Displacements seem to last longer in these areas, as shown by the number of Central African refugees who arrived during the previous crises and are still there; this scenario has long-term consequences. Because the CAR remains unstable, these refugees have little incentive to go back home quickly.

These forced displacements, which also have a significant impact on host communities, have greatly increased humanitarian needs for water, food, and shelter, and put significant pressure on social, economic, and governance structures that are already overstretched, and on natural resources. The food insecurity rate is 34 percent in the Far North, and 15 percent in Adamawa and in the North. Currently, an estimated 3.9 million people in the four regions suffer from food insecurity, and more than 200,000 of these individuals are in an emergency situation (figures 2.3 and 2.4).¹²

FIGURE 2.3: OVERVIEW OF THE FORCED DISPLACEMENT SITUATION



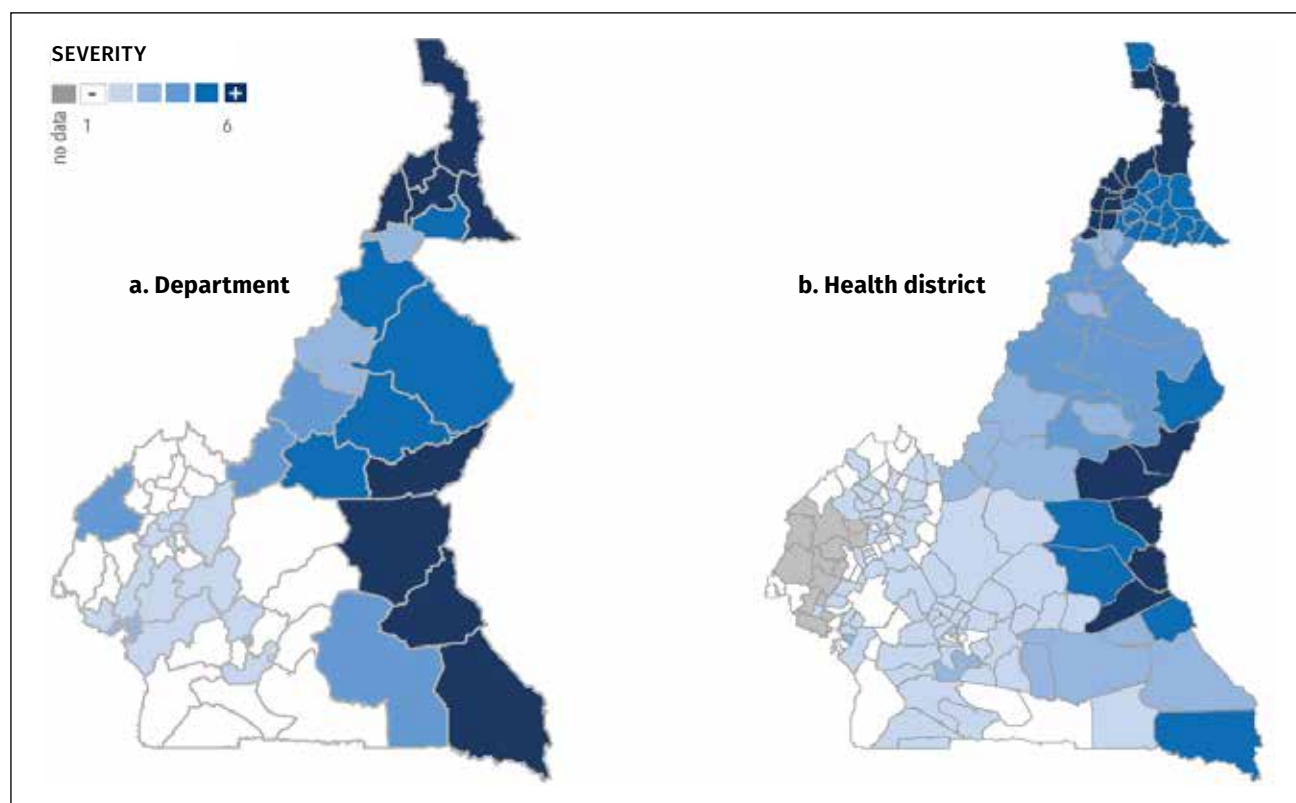
Source: UNHCR, November 2017.

¹⁰ Out of 674 villages identified by the International Organization for Migration (IOM) (Displacement Tracking Matrix [DTM] 8), including 56 new villages, 42 villages were completely empty.

¹¹ According to the latest DTM round (IOM, August 2017), 24 percent of the displaced individuals state that they want to return home.

¹² Survey conducted in May 2017 by the Ministry of Agriculture and Rural Development with support from the World Food Programme.

FIGURE 2.4: OVERVIEW OF HUMANITARIAN NEEDS



Source: OCHA 2018.

A CONCERNING PROTECTION AND HUMAN SECURITY SITUATION

In this context, **issues related to protection and human security are affecting the population**, particularly refugees and internally displaced people, as well as host communities. The situation is alarming, especially for women, who are particularly vulnerable to gender-based sexual violence and rape.¹³

The situation is also alarming for youth and children who become more vulnerable and face multiple risks, such as dropping out of school and unemployment (for youth), abuse, and forced recruitment into armed groups and human trafficking. In the Far North, refugees and internally displaced populations are exposed to multiple protection risks, including non-voluntary returns (for refugees) and statelessness. Youth who have dropped out of school or cannot find work are more vulnerable for recruitment by Boko Haram.¹⁴ In this context of insecurity and emergency, it is sometimes difficult to distinguish between sympathizers of Boko Haram, marginalized youth, and the displaced, which creates mistrust and tensions. The judicial system is unable to address in a timely fashion the numerous arrests of individuals who are suspected of belonging to Boko Haram and held in preventive custody, which leads to overcrowding of prisons and a high number of people held while awaiting trial, sometimes without access to legal assistance.

¹³ United Nations Office for the Coordination of Humanitarian Affairs (OCHA), "Overview of Humanitarian Needs," Cameroon, December 2016.

¹⁴ Sixty-five percent of young respondents to a study on recruitment into armed groups in the North stated that their frustration with the overall situation in the country is a main motivation for joining armed groups. *World Dynamics of Young People, Recruitment of Young People in Armed Groups in Cameroon*, 2016.

This situation also contributes to **heightened tensions between communities and erodes social cohesion**, which is already impacted by pre-existing stress factors. In many cases, host communities are supportive of displaced persons and refugees.¹⁵ More than half of internally displaced persons are estimated to live with host families; in some communes, they outnumber the local populations.¹⁶ However, they lack resources and continued forced displacement creates increasing tensions between refugees, internally displaced persons, returnees, and host communities in terms of access to resources. A perception of unequal access to humanitarian aid is apparent.¹⁷ Displacement also creates localized yet significant pressure on the environment and natural resources, while institutional capacities to properly manage them are reduced.

PEOPLE'S LIVELIHOODS HAVE BEEN AFFECTED

People's livelihoods in border areas are particularly affected because of ad hoc border closings with Nigeria in the Far North and with the CAR in the North, Adamawa, and at times, the East. Attacks and insecurity have largely disrupted local markets, cross-border trade, and tourism. As such, official exports from Cameroon to Nigeria have fallen from \$107 million in 2014 to \$42 million in 2015.¹⁸ In some areas, the security crisis has led farmers to abandon their plots, including in the Far North where 4,500 hectares of cultivated fields were abandoned by internally displaced farmers. In addition, motorcycles are unable to travel through some rural areas, which has made it difficult to move goods and obtain fertilizers. It is more difficult for producers to sell their products in Nigeria because prices are too low, which has also pushed prices down on the local markets in the Northern regions.¹⁹ Individuals who were forcibly displaced have lost their jobs. Highway bandits in the East and Adamawa repeatedly attack cattle, impelling farmers to arm themselves and alter transhumance corridors, moving through unplanned agricultural lands and destroying crops. This scenario has intensified the traditional conflict between agricultural and livestock farmers, which in turn, has reduced production.

GOVERNANCE AND SOCIAL SERVICES HAVE SUFFERED

Given the lack of security and growing humanitarian needs, **institutions are under strong pressure and lack the capacities and resources to address the situation**. Some public officials and civil servants have abandoned their posts, particularly in the Far North. Similarly, some public

¹⁵ In December 2016, close to 63 percent of internally displaced persons lived with host families (OCHA, "Overview of Humanitarian Needs," December 2017). Fifty-eight percent of respondents (internally displaced persons, returned and non-registered refugees in the Far North) state that while host communities are willing to help them, they lack resources; and that 33 percent are willing to support them, but only for an established period (IOM, DTM 7, March 2017).

¹⁶ OCHA, "Overview of Humanitarian Needs," December 2016; IOM, DTM 7, March 2017. In May 2017, refugees were hosted by 47 percent of communes surveyed by INS in the Far North, 43 percent in the North, 62 percent in Adamawa, and 68 percent in the East (INS RPC Survey, 2017).

¹⁷ Regional consultations, October 2017; RIDEV, *Recovery and Consolidation (RPC) Diagnosis in the Far-North, North, Adamawa And East Regions: Main Findings of Qualitative Community Data*, October 2017.

¹⁸ This is also explained by the economic slowdown in Nigeria and the devaluation of the Nigerian currency (Naira), although their respective roles cannot be quantified (UNCOMTRADE).

¹⁹ Thematic Note 4, Access to Land, Farming and Production. However, in some localities, the opposite happens: food prices have increased, reportedly as one consequence of crises in other regions. "Prices have surged. In 2017, for example, a bag of corn reached the unprecedented price of CFAF 17,000" (North Region, *RIDEV Report*, p. 74).

buildings are closed or damaged.²⁰ This makes it complicated to deliver administrative and basic social services in those areas. Civil registry operations are also affected, making it difficult to obtain or replace identification documents, which increases the vulnerability of displaced persons and complicates their access to basic social services and protection.²¹ Many people have lost access to health care, while their health care needs increase, a situation that applies to host communities as well. Health care staff, medical equipment, and medicines are often unavailable. Due to the lack of security, many schools have been closed and those that still operate in directly impacted areas are overcrowded. In the North, Adamawa, and East Regions, 53 percent of refugee children age 6–13 are not enrolled in primary school, and 5 percent of teenagers (refugees and host communities) age 14–17 do not attend any secondary education institution.²²

Factors of structural vulnerability

Cameroon's Northern and Eastern regions are characterized by significant levels of vulnerability and marginalization.

These regions have, for a long time, seen a relatively low state presence, few public investments, a poor public administration and implementation capacities that fail to address local needs and deliver basic services, and limited institutional accountability and community participation. These factors, combined with the regions' geographic isolation, economic marginalization, volatile neighborhoods, diverse socioeconomic and cultural context, and other long-term structural problems (such as environmental degradation and climate change), have reduced people's access to services and socioeconomic opportunities and lead to the low human development outcomes (table 2.2). They have also contributed to increased tensions.

POOR GOVERNANCE

Governance remains problematic in Cameroon, which is reflected in several ways in the four regions. The government shows a low capacity to deliver public goods. Basic services as well as infrastructure are under-invested and delivered in an inefficient and inequitable manner. The public finance management system is weak because of an incapacity to execute the approved annual investment budget and a lack of credibility in public accounting. An inefficient bureaucracy, corruption, and insufficient infrastructure, combined with tax and regulatory hurdles, constitute major bottlenecks that make it difficult for the private sector to thrive. As a result, part of the country's population, particularly the northern and rural population, is underserved and trapped in chronic poverty. The overall socioeconomic development and efforts to reduce poverty in the country are significantly impeded by governance constraints.

Whereas inefficient governance affects the country as a whole and is a key factor of overall structural fragility, the four regions are particularly marked by the weak state presence, poorer than average institutional performance, and severe marginalization. This stems from particularly insufficient

²⁰ In the Far North, 133 schools are closed and 89 have partially been damaged. *Revised Humanitarian Needs Overview*, OCHA, November 2017.

²¹ Sixty-nine percent of respondents (internally displaced persons, returned and nonregistered refugees in the Far North) confirmed that they took their identification documents with them. IOM, *DTM* 8, June 2017.

²² RPC, "Thematic Note on Security, Forced Displacements, and Protection."

TABLE 2.2: REGIONAL COMPARISON OF SOCIOECONOMIC INDICATORS

Indicator	Far North	North	Adamawa	East	Nat'l avg.
Population and poverty					
Population size ^a (2017)	4,364,870	2,888,199	1,083,022	806,935	22,132,978
Population density ^b (2017) (per km ²)	127	43	17	7	46
Poverty rate ^c (%)	74.3	67.9	47.1	30	37.5
Essential social services					
Net school enrollment rate ^d (%)	23.5	24	25.2	43.7	44.4
Primary school completion rate ^e (%)	63.0	71.5	60.7	67.2	76.3
Student/teacher ratio ^f (number of students per teacher)	130.4	121.4	91.9	99.0	81.2
Child mortality ^g (no. of children who died before age 5) (2014)	154	173	127	127	99
Severe acute malnutrition among children age 0–5 ^h (%)	1.1	1.0	0.8	—	—
Estimated resident/health staff ratio ⁱ	1,170	1,798	904	559	579
Access to drinking water ^a (% of population)	62.7	50.7	73.9	64.9	74.1
Access to sanitation facilities ^j (% of population)	14.3	32.8	58.2	45.4	52
Infrastructure					
Average distance to a paved road ^k (km)	15	26.9	24.4	36	10.1
Population with access to electricity ^l (%)	46	46	52	71	74
Households with a mobile phone ^a (%)	30.6	54.8	66.3	43.4	64.9
Financial inclusion					
% of respondents who obtained credit in the past 12 months ^c	6.6	5.5	6.2	3.9	10.1
Justice					
Resident/magistrate ratio (no. of residents per magistrate) ^m	44,539	36,102	13,048	10,345	14,409

a. Fourth Cameroonian Household Survey (ECAM4), Supplemental Survey, 2017.

b. World Bank calculations, rounded down to the nearest unit, using population data from the ECAM4 Supplemental Survey, 2017; and surface area from INS, Cameroon's Statistical Yearbook, 2015.

c. ECAM4, 2014.

d. Ministry of Secondary Education, Statistical Data Analysis Report, 2014–2015.

e. Ministry of Basic Education, 2014–2015 school census data analysis report.

f. Ministry of Basic Education, 2015–2016 Statistical Yearbook. Ratio is calculated for primary schools, and considers only state teachers (excludes parents' teachers).

g. World Bank calculations for the Country Strategic Diagnosis, 2016.

h. For the Far North, North, and Adamawa, the figures come from the preliminary results of the SMART Survey, 2017. The others are from the Ministry of Public Health (MINSANTE), UNICEF, European Union, and SMART Survey, October 2016.

i. World Bank calculation, rounded down to the nearest unit, using MINSANTE health staff data, General Census of Health Sector Personnel, 2011, and INS population data, from ECAM4, Supplemental Survey, 2017.

j. Multiple Indicator Cluster Survey (MICS), 2014.

k. Rounded up to the nearest unit. INS, ECAM4, Supplemental Survey, 2017.

l. Ministry of Water and Energy, Rural Electrification Master Plan, 2015.

m. World Bank calculation, rounded down to the nearest unit, using Ministry of Justice, Department of Prisons Administration magistrate data, December 2015 and INS population data, ECAM4, Supplemental Survey, 2017.

investments to meet local needs, poor management of resources, low institutional presence in some areas, and the lack of accountability and citizen involvement.

The **decentralization process**,²³ which should have unblocked and enabled the transfer of capacities and resources to the local level, remains incomplete with key provisions yet to be implemented;²⁴ the transfer of responsibilities to lower levels was not accompanied by the requisite human resources or financial means, which led to weak investment capacities locally.²⁵ The share of the budget transferred to councils is determined automatically, or by formula, and is not subject to control by local governments; thus, councils are unable to increase this amount when the need warrants doing so. Local councils are empowered to levy taxes and fees, but their capacity to collect locally raised revenue remains weak.

The **distribution of resources** to and among regions is unequal and inefficient. Central-level budget allocations to local authorities remain low; around 1 percent of gross domestic product (GDP) is allocated to communes, while their expenditures represent less than 5.56 percent of national public expenditures.²⁶ The more underdeveloped Northern regions are consistently less favored in terms of public investment per capita. Furthermore, budget allocations are transferred late, and are not always aligned with the needs identified in communal development plans. Human resource distribution among communes is highly unbalanced and is not delivered on the basis of needs. As a result, development processes are inequitable, and public service delivery is inadequate in these regions. This is exacerbated by weak accountability and a lack of transparency in how local government is managed.²⁷

On the demand side, **lack of accountability** is manifested in two ways. First, the locally elected councils, who serve as direct service providers for most social services, hardly participate in the central budget allocation decision-making process. Decision-making power for investment budget transfers is centralized at the ministries, and barely takes into account the specific needs of the different regions and councils. Second, the citizens have few channels to participate in the local policy formulation and budget oversight process, which also explains the mistrust toward public institutions (box 2.4).²⁸

The lack of human and material resources available to civil registry services is exemplified by the poor state of local administration capacities. This reality, and the local government's remoteness from the population and ignorance about the importance of these documents and on how to register

²³ "The Cameroon Growth and Employment Strategy Paper, 2010–2035" states that "decentralization is focused on improving local service delivery and accountability, generating more equitable distribution of resources leading to reduced regional tensions, facilitating a more efficient use of natural resources, and promoting more effective provision of services for the most vulnerable and marginalized groups."

²⁴ The decentralization reform of 1996 has not been implemented, especially at the regional level.

²⁵ Local authorities still mainly rely on the transfer of grant revenue and the provision of loans from the central government through the Ministry of Territorial Administration and Decentralization (MINATD) via its Special Council Support Fund for Mutual Assistance (FEICOM). Local councils are empowered to levy taxes and fees, but their capacity to collect locally raised revenue remains weak.

²⁶ 2017 General Budget of the Republic of Cameroon.

²⁷ RPC Thematic Note: Governance and basic social services, 2017.

²⁸ "In terms of public satisfaction with local elected officials, the population holds [a negative view] about the work of mayors, who, when asked, do very little," RIDEV, *Recovery and Consolidation (RPC) Diagnosis in the Far-North, North, Adamawa, and East Regions: Main Findings of Qualitative Community Data*, October 2017, p. 44.

with the civil service registry, make it difficult to survey the population and issue identity cards, thus limiting people's access to their basic rights and protection and to any form of social service.²⁹

POOR SERVICE DELIVERY

These governance constraints have far-reaching ramifications on both the supply and demand sides of service delivery. Resources dedicated to social services are inadequate and of low quality. Also, they often do not reach the frontline service provider. Corruption, functional fragmentation within ministries, and an ill-managed civil service system contribute to the inadequacy of social services. In the four regions, **essential social services fail to meet the needs and expectations** of the public in the context of rapid population growth and the impact of the crises.

All key sectors (education, health, nutrition, and water and sanitation), are similarly affected by the poor governance characteristics described previously. In particular, the local level is affected by weak investment and delivery capacities, poor infrastructure and equipment, and socioeconomic and cultural factors. The high cost of services and traditional cultural practices limit access to key services, particularly for girls and women, especially in the Northern regions of the country.

In the sector of **education**, the school enrollment ratio is close to the national average; however, the retention rate in secondary schools remains low and illiteracy rates are high.³⁰ This situation is due to several factors, including the high costs of secondary and higher education; early marriage and pregnancy of young girls; the long distance between home and school; and the lack of formal employment prospects, which can lead youth to drop out of school to seek work in the informal sector. The shortage of teachers and support material also affects the quality of education (box 2.5).

In the **health** sector, costs are relatively high, with few health centers, some of which are in remote areas. Staff assignments are generally insufficient to match the demands of the population density. The quality of care and the availability of medicines remain insufficient. As a result, neonatal and children younger than five mortality rates are higher than the national average. **Water treatment and sanitation** services are problematic, with limited access to drinking water and few sanitation facilities. This is compounded by an unsanitary environment in the most vulnerable areas and certain sociocultural practices that can be harmful. According to a recent UNICEF survey, "Severe acute malnutrition exceeds the emergency threshold in the Far North and North and approaches it in Adamawa. In addition, the rate of chronic malnutrition is very high in the four regions, particularly in the Far North, which is in an emergency situation with 320,000 cases, a prevalence of 41%."³¹

BOX 2.4: SATISFACTION WITH PUBLIC SERVICES

A relatively low percentage of the population consulted through the surveys and focus groups in the four regions expressed satisfaction with the available services: city hall (37.1 percent), public primary school (48 percent), public sanitation training (39.7 percent), civil registration (28.5 percent), and justice (9.6 percent).

Sources: INS, 2017 RPC Survey.

²⁹ In 2014, the Far North had the lowest birth registration rate (42 percent) in the country, compared to 58 percent in the East, 61 percent in the North, 70 percent in Adamawa, and the national average of 66 percent (INS-MICS 5, 2014).

³⁰ For the population over 18 years of age, the literacy rate is only 33.1 percent in the Far North, 43.8 percent in the North, 48.8 percent in Adamawa, and 74.1 percent in the East, compared to a national average of 78.2 percent for men and 65.5 percent for women (INS, ECAM4, Supplemental Survey, 2017).

³¹ UNICEF, SMART Survey 2017, Preliminary results.

BOX 2.5: DISCRIMINATION AGAINST WOMEN AND GIRLS

Women and girls remain discriminated against, particularly those from socioeconomically disadvantaged groups and from northern Cameroon. The gender gap related to the number of completed school years (6.7 for women versus 8.2 for men in 2014) and literacy rates (74 percent for women versus 87 percent for men in 2014) adversely and severely affects economic well-being, fertility, child survival rates, and access to reproductive health services. Although overall gender parity in secondary schooling is around 0.9—implying that girls enroll in secondary school at a rate only slightly lower than boys—only about 30–40 percent of gross and net enrollment in the poorest quintile is female, and only 23.5 percent in the Far North and 24 percent in the North.

Consequently, the median number of years of schooling of women age 15–49 in the North and Far North regions and in the poorest quintile is zero, implying that the majority of these women receive no schooling. Meanwhile, the median number of years of schooling of their peers in other regions is more than five years. Only 25 percent and 33 percent, respectively, of childbearing women in the Far North and North regions receive qualified delivery assistance. The North and the Far North are the only two regions of Cameroon where married women use contraceptive methods in single-digit rates; only 3.7 percent use contraception in the Far North and 4.9 percent in the North. The median age of first marriage is 19 for Cameroon and 16 in the North and Far North.

Women are more likely to grow food crops and less likely to grow cash crops. When growing cash crops, women's yields tend to be lower, because they usually have fewer tools and have to divide their time between agricultural tasks and household chores. While women make up 75 percent of the agricultural workforce, they own only 2 percent of the land. This deprives them of guarantees, which is one of the main obstacles to obtaining financing, hindering the expansion of their agricultural activities. Women's difficulties in producing enough food are exacerbated by the physically exhausting work associated with unchanged farming practices.

Many of these disparities find their explanation in social practices, including lower value of girls' education than boys, early marriages, and the prohibition on women from inheriting when their husbands die. The rates of sexual and gender-based violence in Cameroon are extremely high: 55 percent of women over the age of 15 have been physically abused; 60 percent of married women experienced physical, sexual or emotional abuse. Cameroonian women in host communities are particularly disadvantaged.

Source: RPC Desk Review, 2016.

Justice and the rule of law are not guaranteed. The formal judiciary is weak, and in some more remote areas, formal justice institutions do not exist. Major problems include limited access to judicial information, poor service delivery, the absence of judicial assistance, costly judicial services and procedures, the remoteness of the courts, and lengthy processing of legal matters. Surveys also indicate that the justice system is perceived as corrupt and subject to influence peddling,³² leading impoverished local populations to rely on customary courts, which are often more accessible. Indeed, in terms of justice, there are two legal systems, official and customary. Reliance on the

³² Judicial decisions are unsatisfactory because of corrupt practices. A police officer, who is a traditional chief, states: "I investigated a theft, evidence was collected, after bringing [the defendant] to the prosecutor, he [let him go free] and as soon as I got back to my office, the gentleman was waiting for me to take back his [identification] papers." RIDEV, *Recovery and Consolidation (RPC) Diagnosis in the Far-North, North, Adamawa, and East Regions: Main Findings of Qualitative Community Data*, October 2017, p. 43. Fifty-five percent of respondents said they had bribed someone in the judicial system in the last 12 months, making it the second most corrupt administration, after the police (69 percent) (Global Corruption Barometer, 2013). Cameroon's judiciary accountability indicator is very low (28.1 on a scale of 100), particularly when compared to the Sub-Saharan Africa average of 47 (Global Integrity Index, 2010).

customary system helps alleviate the caseload of formal courts. However, customary law actors are not always sufficiently well trained and compensated to carry out their duties efficiently. In addition, customary law decisions are not systematically accepted in national law, which creates legal conflicts and tensions among users, including around land tenure rights. This tends to penalize the most marginalized populations, who struggle to exercise their rights. Justice institutions, formal or informal, do not appear to have a meaningful role in local-level dispute resolutions.³³

In terms of **security, there has been a structural deficiency** in all four regions for several years. In the Far North and the North, significant border porousness facilitated illicit trafficking with Nigeria and Chad; and in the East, Adamawa, and the North, with the CAR. Because the police and the gendarmerie are relatively absent, especially in remote rural areas, organized crime and trafficking persist. Only 27 percent of households report the presence of a gendarmerie station in Adamawa, 25 percent in the East, 21 percent in the Far North, and 6 percent in the North.³⁴ The average distance to the closest police station is 8.8 km in the Far North, 12.4 km in the North, 11.5 km in Adamawa, and 12.8 km in the East, compared to a national average of 6.6 km.³⁵

CHALLENGES TO THE ECONOMY AND ACCESS TO LAND

Economic performance is low in the four regions.³⁶ These regions fail to take full advantage of their economic potential, due to their isolation and lack of adequate infrastructure, and an adverse business climate and limited access to financing, which slows growth. The regions are also significantly affected by adverse climate conditions and by the lack of policies supporting access to production means, such as land. The economy is mostly based on agriculture and a low-productivity livestock farming sector, given the limited downstream value chain and a very localized cross-border market. Given the high cost, low quality, and lack of transportation, power, and telecommunication infrastructure, these regions are economically isolated, with few economic development prospects.³⁷ Agro-pastoral activities are particularly limited because of a limited access to inputs; the lack of rural roads, which makes it difficult to move products from the agricultural production areas; and the lack of access to electricity, which prevents transformation activities. Low performance marketing networks keep producers' prices low, and the lack of access to knowledge and more modern equipment prevents the development of a more sophisticated economy. As a result, there are few agricultural entrepreneurs, and food is produced mostly through family farming. Both agro-pastoralists and pastoralists are vulnerable to shocks. Incidents such as natural disasters, insecurity, illness, and death in the family can easily drive a household to desperate situations.³⁸ Additionally, pastoralists are also vulnerable to the market price of food. Lastly, there is an important gender dimension of livelihoods in Cameroon (box 2.5).

This structural economic vulnerability is also marked by a lack of jobs and a high poverty rate. In addition to being landlocked, these regions struggle to obtain funding, in an adverse

³³ RIDEV, RPC Synthesis Report, 2017.

³⁴ INS, RPC Survey, 2017.

³⁵ INS 2017, ECAM4.

³⁶ Although the economies of the four regions are structurally similar in some respects, their activity sectors and production patterns differ, because of their geography and climate differences.

³⁷ World Bank, *Doing Business 2017. Global Competitiveness Report of the 2016–2017 World Economic Forum*, Cameroon.

³⁸ World Bank, "Cameroon Systematic Country Diagnosis" (2016).

business climate,³⁹ which explains why there are very few formal private sector businesses. Informal employment and underemployment are prevalent, especially among youth and women. For these groups, the lack of technical education and vocational training aligned to needs of the labor market reduces the prospects of their professional insertion. Under these circumstances, cross-border trade, which is often informal, constitutes an important source of income. However, it is vulnerable to external shocks, such as deteriorating security in the Far North, along with restrictions on commercial activities in response to these security issues; the devaluation of the naira; or the significant decrease in cross-border trade due to the loss of purchasing power in Chad, as global oil prices fall. Thus, poverty rates remain very high in the Far North and the North, high in Adamawa, and moderate in the East.

The issue of land tenure and access to land has been a long-standing source of tension and undermines economic performance and access to opportunities. The lack of transparency in land management and access creates tensions. As a result, local populations sometimes feel dispossessed of their land. This stems from three causes. First, a non-participatory and uncontrolled land assignment process results from the lack of a national land tenure policy.⁴⁰ Second, the presence of both formal and customary land tenure rights often leads to greater land insecurity for people operating under customary systems. Finally, the uncontrolled powers held by customary chiefs, including the *lamidos* in the Northern regions, face little resistance when they take over land.⁴¹ Unsecured land tenure makes farmers vulnerable to land grabs by elites and foreign investors who claim title to the land under civil law,⁴² and stifles investments from small landholders, who end up practicing subsistence, slash-and-burn agriculture. These practices keep them in a poverty trap while degrading the environment. Furthermore, the mediation mechanism for land conflict is not effective. Communities that protest against land grabs are also subjected to harassment or prosecution.⁴³

Historically, there has been tension between farmers and pastoralists over land; the cohabitation of nomadic pastoralists and sedentary farmers has existed for centuries, as has the conflict between these two groups.⁴⁴ The agro-pastoralist conflict has been exacerbated in recent years due to the expansion of farmland associated with high population growth, increasing demand for food from urban areas, soil degradation, and displaced populations.⁴⁵

³⁹ World Bank, *Doing Business 2017*.

⁴⁰ There is growing pressure on agricultural and pastoral lands, on which agro-pastoral households and vulnerable communities rely to improve their living conditions. The main causes are the issuance of mining or oil digging permits, large-scale land grabbing by the elites, and government acquisition of large areas to invest in the energy and agro-industry sectors. Making matters worse, the different government agencies do not consult with each other on the issue of land allocations.

⁴¹ It is noteworthy that in some cases it is also they who allocate land to refugees and forced relocations, which in the context of the large influx of these populations represents an opportunity.

⁴² Centre for Environment and Development, Okani Réseau Recherche Actions Concertées Pygmées, Association pour le développement social et culturel des Mbororo, International Working Group for Indigenous Affairs, and Forest Peoples Programme, "The Rights of Indigenous Peoples in Cameroon: Supplementary Report Submitted Further to Cameroon's Third Periodic Report, 54th ordinary session" (2014).

⁴³ "The Rights of Indigenous Peoples in Cameroon."

⁴⁴ Natali Kossoumna Liba'a, *Etude sur les conflits agro-patroraux dans les regions Camerounaises du Nord, Adamawa et Est* (2016).

⁴⁵ E.L. Molua and C.M. Lambi, *Climate, Hydrology and Water Resources in Cameroon* (Pretoria: Centre for Environmental Economics and Policy in Africa, University of Pretoria South Africa, 2006). Furthermore, pastoralists also

Finally, climate change and environmental degradation affect local communities and their livelihood, threatening natural resources and fueling conflicts.

A strategic vision and coordinated response mechanisms to address climate change are lacking. In the Far North, livestock farming and rain-fed agriculture are impacted by drought as well as more irregular rain patterns that produce flooding during rare periods of intense rain. These climate disturbances produce significant soil damage, forcing some people to abandon their land and reducing the size of available arable lands.⁴⁶ Climate fluctuations have also contributed to the modification of transhumance corridors, which has created conflicts. The savanna areas of the Adamawa and East regions have been overgrazed and deforested because of the growing number of cattle. Finally, the forest area of the East is being rapidly deforested, with several emerging conflicts related to agricultural, forestry, and mining activities. Mining is characterized by vast environmental damage, and rivers in particular are polluted by chemical products.

YOUTH AND WOMEN ARE PARTICULARLY VULNERABLE AND MARGINALIZED

Cameroon is experiencing a “youth bulge.” The country’s average age is 19 years, population growth is about 2.5 percent per year, and the fertility rate is about 5 children per woman.⁴⁷ This demographic growth could be perceived as an opportunity. However, given the baseline in terms of poverty and lack of opportunities for youth, this growth could represent a major threat to the future of these youth if their needs are not addressed.

A key factor hindering the inclusion of youth in society is **limited access to employment and underemployment; young women are especially affected**, and this can be attributed to a mismatch between skills acquired and skills needed for the opportunities available. This situation is particularly worrisome in the Northern regions where youth have very limited income opportunities. Youth are also largely excluded from access to financial services: only 0.1 percent of youth borrowed from a financial institution, and 5.33 percent hold a bank account.

The **marginalization of youth is also related to the political sphere**, which leaves little space for young people to play a role and few channels to express discontent. The system is monopolized by elderly politicians who hold high positions in the government, and by older generations who control public jobs. Political and economic disfranchisement and marginalization has led to pervasive

lost their land to the state when the government established protected areas, such as Poli division in the North Region (“The Rights of Indigenous Peoples in Cameroon”). When refugees resettle in the village, they can either request a piece of land from the traditional chief, or buy land from the local communities. In the former scenario, refugees are not allowed to transfer the land to other people without the concession of the traditional chief, and the land can be taken back at any time. In the latter case, due to the absence of land titling in rural areas, refugees can easily become victims of land grabs, without protection from civil or customary law, even if they have purchased the land. In addition, some pastoralist refugees from the CAR brought livestock into the country when they crossed the border (Food and Agriculture Organization of the United Nations, “Cameroon and FAO: Partnering for Sustainable Food and Nutrition Security,” <http://www.fao.org/3/a-az143e.pdf>).

⁴⁶ In 2017, 6,853 persons were displaced because of flooding and climatic events (IOM, DTM 8, June 2017).

⁴⁷ Youth age 15–34 represent 35 percent of the total population in the four regions (while those younger than 15 years of age represent 40 percent), with a median age between 18 and 20 (INS, State and Population Structures, Demographic Indicators, 2010). The proportion of youth without any education is as high as 37.9 percent in the Far North, 35.4 percent in the North, 23 percent in Adamawa, and 17.5 percent in the East, while the national average is only 13.7 percent. These rates are higher in rural areas and for women (INS, ECAM4, 2014. World Bank, Cameroon Systematic Country Diagnosis, 2016).

BOX 2.6: RADICALISM IN THE FAR NORTH

The expansion of Boko Haram in the Far North of Cameroon and of violent radicalism stems from several factors analyzed in this report which are more prevalent in this region, and from the ethnic and religious proximity of border communities affected by the crisis. Major factors include the following:

- Pre-existing tensions and conflicts that are related to the social and moral legitimacy crisis among local elites and to access to resources. These initially non-religious conflicts are becoming “Islamized.”
- Increased overall marginalization of the region, and of youth in particular. Those who are excluded and idle find in radical Islam an answer to their frustrations and are more easily lured by economic and power prospects offered by Boko Haram.
- Porous borders and insecurity, which facilitate the movement of persons and arms.

The crisis and violent extremism promoted by Boko Haram have exacerbated these vulnerabilities by creating a vicious circle. This has led, in some cases, to the forced recruitment of youth, and in general to

- The emergence of an actual war economy linking Nigeria and Cameroon;
- Growing distrust among communities and toward government;
- Continued violence;
- The inability to deradicalize and reintegrate youth who joined Boko Haram or were tempted by radicalism.

Sources: RPC Consultation Workshops in Maroua, May 2017; International Crisis Group, “Cameroon: Confronting Boko Haram,” November 2016; Claude Mbowou, Information and Analysis Note, March 2017, IRIN, 2016, International Rescue Committee, 2016.

resentment and frustration among youth against the establishment, which may increase the risk of social unrest.⁴⁸

Furthermore, the youth population in the Far North is **vulnerable to radicalization** (box 2.6); in the other regions, they are vulnerable to crime. Because the Far North regions are characterized by especially high levels of poverty and unemployment and lack adequate and quality health care and education services, and are in close proximity to the Boko Haram areas of operation, these regions provide a breeding ground for this extremist group to recruit and mobilize youth.⁴⁹ Economic incentives are now increasingly used to persuade unemployed youth, or youth who have been victims of intimidation by local authorities, or who are suspected of being Boko Haram members to join their cause.⁵⁰

Resilience factors

Despite the challenges identified by the context analysis, Cameroon has enormous opportunities to address its fragility by tapping into its abundant assets and factors of resilience.

The government has shown determination in responding to crises. It has taken responsibility for dealing with the threat of Boko Haram by deploying the army on the Far North border and working closely with neighboring countries. The government of Cameroon has also received a large number of refugees and facilitated the intervention of humanitarian actors in the affected areas. The government is also engaged in dialogue with, and supports coordination among, humanitarian and development actors to ensure effective recovery and peace consolidation.

Since its independence, the history of Cameroon has been marked by the desire to keep the country united and preserve peace. Before the attacks of Boko Haram, the country recorded a low rate of annual homicide. Today,

⁴⁸ RIDEV, *Recovery and Consolidation (RPC) Diagnosis in the Far-North, North, Adamawa and East Regions: Main Findings of Qualitative Community Data*, October 2017.

⁴⁹ World Bank Cameroon Fragility Assessment; World Bank Cameroon Systematic Country Diagnosis 2016.

⁵⁰ Recognizing the large variations in forces driving youth radicalization and extremism, which depend on the context and the specific personal engagement, the recent studies reveal some main contributory factors; among them, unemployment and poverty, high levels of illiteracy, and widespread corruption are commonly cited. See United States Institute for Peace (USIP) Special Report on “Why Do Youth Join Boko Haram?” June 2014; Mercy Corps report “Motivations and Empty Promises: Voices from Former Boko Haram Combatants and Nigerian Youth,” April 2016; and IRIN, “No Shortage of Recruits for Boko Haram in Cameroon’s Far North,” March 2015.

this resilience to violent conflict is reflected in strong popular support for the President and the government in the fight against Boko Haram. This shows that the four regions have the potential to return to a state of pre-crisis stability, provided that the investments needed to maintain security and peace are ensured.

The communes play a key role in responding to the needs of communities to maintain peace and manage conflict. Despite insufficient resources in the face of the crises, the communes have ensured a certain level of continuity of social services where possible, and they meet some of the needs of the population. In many communities, under the leadership of traditional and religious leaders, traditional mechanisms of solidarity and conflict resolution are still used; and vigilance committees formed by villagers have been set up to provide security in the most sensitive areas. The vital role of women and youth in peace consolidation is also an important factor of resilience.

Cameroon shows great social and cultural diversity, on which the dynamism of social and economic exchanges is based. The country has about 20 ethnic groups and subgroups, two main religions with different currents, and two official languages. This diversity has enabled Cameroon to develop a strong social resilience. People have organized themselves in a peaceful way in accordance with their social, ethnic, and religious affiliations, which often determine employment and the role they play in society. This strong interdependence has made it possible over the last decades to forge both complementarity between farmers and pastoralists as well as a very dynamic cross-border trade. Thus, it is plausible that with improved judicial and conflict prevention and management systems, different groups could return to coexist in a peaceful way as they did prior to the crises.

Finally, **Cameroon has a great wealth of natural resources** and a strong potential for economic development in the four regions. Often called “Africa in miniature,” the country, and the four regions benefit from five different climatic zones, numerous natural resources, and a rich biodiversity. Agricultural industries are varied (vegetables, cotton, cereals, and so on) and an important workforce exists. If greater investments are made in securing access to land, managing climate change, developing small and medium enterprises (SMEs) and formalizing the economy, and providing better education, productivity will increase significantly and value chains can be developed. Due to the wide borders with neighboring countries, these regions could benefit from—and further expand the country to—regional and international trade. All of these investments would also contribute to reducing the inequalities between these regions and the rest of the country.

By exploiting these factors, Cameroon has enormous opportunities to tackle the drivers of fragility and maintain peace.

This analysis confirms that while the impact of crises and structural fragility creates risks for all four regions—the most significant of which are in the Far North—the government of Cameroon and its international partners have a unique opportunity to prevent future potential conflicts and avoid further weakening of these regions by addressing the situation timely and by working together.

3 Strategic and thematic prioritization



The situation described in chapter 2 requires a dual response. On the one hand, structural causes of vulnerability and marginalization in the four regions must be addressed; on the other hand, there is an urgent need to redress the impact of crises.

The RPC strategy is founded on the understanding that action in the affected regions alone will not be sufficient to ensure recovery and consolidate peace. Rather, reforms and actions are also required at the national level to facilitate implementation across the five RPC thematic areas and address structural shortcomings in the way the government has been responding to the needs of these regions.

As mentioned in the introduction of this report, it is also recognized that dialogue with neighboring countries will be required to advance solutions for forced displacement and security.

This chapter summarizes the high-level objectives and expected results of the RPC, the strategic reforms and actions required, and the thematic priorities identified for each of the five RPC thematic areas.¹

OVERALL STRATEGIC OBJECTIVE AND RESULTS

The overall objective of the RPC strategy is to decrease the risks of future crisis by addressing both structural causes of vulnerability and redress the impact of the current crises.

Several expected results are identified, against which the strategy will be measured over the five-year implementation period (see the monitoring framework in annex 4). These expected results, which cut across the many thematic initiatives and priorities outlined below, are as follows:

- Sustainable solutions for forced displacement are in place
- Local governance is improved
- Delivery of basic social services is improved
- Economic recovery and socioeconomic opportunities and livelihoods are expanded
- Territorial and human security are improved

STRATEGIC REFORMS AND ACTIONS

The achievement of these strategic results will ultimately depend on the ability of government and its partners to accelerate the key reforms required to improve the implementation environment in the four regions and to enable the implementation of the RPC priorities. The following priority reforms were identified as necessary to implement RPC priorities and deliver the expected results:

- Developing and implementing a framework for sustainable solutions for refugees and displaced persons, as well as improved ownership of humanitarian response by the government.

¹The specific short- and medium-term priorities and results of each pillar are detailed further in annexes 1 and 2. For each thematic theme, a matrix of priority activities, with associated costs, and a detailed time frame for implementation, including guidance on the phasing of interventions (immediate, medium-term, or longer-term) was developed. The full text of the thematic notes, and matrixes of priority activities, are available in a separate document.

- Accelerating and completing the decentralization process, by improving staffing policies, and by transferring more resources and capacities based on needs, to ensure more efficient implementation at the local level.
- Allocating more investments to meet specific RPC strategy's priorities in the four regions, while ensuring timely transfers, and improving transparency and improving the efficiency of actual spending.
- Ensuring a positive environment for economic recovery and growth by improving the business climate, integrating the regions into the rest of Cameroon and the subregions, and ensuring the efficiency of infrastructure investments.
- Developing a framework for improving land tenure security by clarifying the rules and ensuring they are efficiently implemented.

Most of these reforms are not unique to the Northern and East regions of Cameroon. They are part of the government's ongoing reform agenda, and several are already well advanced, and/or are linked to existing cooperation between the government and partners. For example, this is the case for ongoing cooperation on budget support operations and on forced displacement.

International experience suggests that a subnational crisis response can be used to unblock and accelerate these reform efforts, which, in turn, can have a positive impact also beyond the affected regions.

THEMATIC PRIORITIES

The sectoral assessments conducted for each of the five thematic themes of the RPC process and the extensive consultations across the relevant government services and in the four regions, allowed the government and partners to identify the thematic priorities that form the core of the RPC strategy. These are structured around the themes and subthemes outlined in table 3.1, and are described in the rest of this chapter, as well as in the annexes.

The following sections provide a summary of the situation and the main challenges in each pillar and of the thematic priorities that must be implemented to deliver recovery and consolidate peace in the four regions.

Thematic Pillar 1: Forced displacement, protection, and human security

This pillar addresses the identified needs to improve living conditions and the protection of refugees, internally displaced populations, returnees, and host communities, with a specific focus on the most vulnerable population groups, such as women and young girls and boys.

As described in chapter 1, the displacement challenge is cross-cutting in nature, and sustainable solutions will ultimately require integration into national systems and strategies. This pillar proposes certain interventions aimed at improving the lives and addressing the specific needs of refugees, internally displaced persons, returnees, and host communities. These interventions include ensuring their protection and facilitating their socioeconomic empowerment. Longer-term, sustainable

TABLE 3.1: OVERVIEW OF THE THEMATIC PRIORITIES

Thematic pillar	Objectives and priorities
1: Forced displacement, protection, and human security	Improve living conditions and protect refugees, displaced populations, and host communities <ul style="list-style-type: none"> • Solutions for forced displacement • Ensure protection • Promote empowerment and social cohesion
2: Governance and essential social services	Improve local governance and essential social service delivery <ul style="list-style-type: none"> • Local governance and decentralization • Essential social services (education, health and nutrition, water and sanitation) • Access to justice and rule of law
3: Economic and territorial integration	Improve economic opportunities by expanding infrastructure, the private sector, financial inclusion, and cross-border trade <ul style="list-style-type: none"> • Infrastructure (transportation, electricity, and information and communication technologies [ICT]) • Support the private sector and financial inclusion • Cross-border trade
4: Access to land, farming, and production	Develop agriculture and livestock farming and improve access to land <ul style="list-style-type: none"> • Restart and improve production and agro-pastoral productivity • Improve the sustainable management of natural resources • Improve rural infrastructure and access to production areas
5: Youth	Promote inclusion and socioeconomic integration of marginalized youth <ul style="list-style-type: none"> • Social inclusion of youth • Technical and vocational training • Employment and entrepreneurship

solutions include strengthening country systems to allow forced displaced populations to access critical services and creating new socioeconomic opportunities for this population. These interventions are covered in other relevant thematic areas of the strategy.

SITUATION AND MAJOR CHALLENGES

As explained in chapter 2, the crises and lack of security have created significant humanitarian needs, reduced human safety, and increased the protection and human security needs for refugees, internally displaced persons, returnees, and host communities, particularly among the most vulnerable. The dynamics between impacts and structural causes of vulnerability, such as weak capacities of institutions and essential social services delivery, prior vulnerability of communities, and pressure on economic and natural resources, make it even more difficult to respond. This is pronounced in the cross-border areas where the impact is severe but possibly more temporary (Far North) or as critical but more durable (East). In the East region, some tensions are also reported between displaced populations and host communities (also see the section on highly insecure areas in chapter 4). Main challenges in this area include the following:

- Complex national and local mechanisms for the management, coordination, and care of forced displacement, which are not yet fully understood by all actors

- Lack of a national strategy or policy to promote sustainable solutions and the limits of a primarily humanitarian response
- Ongoing instability in Nigeria and the CAR, which prevents the return of refugees in the short term
- Limited access of refugees to refugee status due to limited institutional capacity and weak procedures in refugee areas²
- Limited access of internally displaced persons and returnees to identity documents due to the limited capacity of civil registration services
- Continued insecurity, a protection crisis, and risk of localized conflicts over access to resources
- Strong pressure on essential services and infrastructure, natural resources, and the environment
- Stigmatization of refugees and internally displaced persons, and tensions stemming from the perception that refugees are treated better
- Lack of livelihoods and access to land for refugees, displaced persons, and host communities in a context of crisis and prior structural vulnerability

STRATEGIC PRIORITIES

Improving the care, protection, and socioeconomic empowerment of refugees, internally displaced persons, returnees, and host communities will require sustainable solutions. Solutions are also needed that will create an environment that allows for the voluntary and dignified return of displaced populations and the implementation of national policies and commitments.

A key priority will be to make progress with the commitments agreed to by the government and relevant humanitarian and other international partners to develop and implement a framework for sustainable solutions for refugees and displaced individuals. Additionally, this involves engaging in dialogue with neighboring countries to identify and promote cross-border initiatives and solutions to the displacement challenge and to continued insecurity.

Other key and complementary priorities include the following:

- **Taking into account the needs of refugees, internally displaced persons, returnees, and host communities in the planning and budgeting processes** of government institutions, local authorities (communal development plans), and humanitarian and development agencies, particularly in matters related to access to essential social services and administrative services. To achieve this, displaced populations will need to be encouraged

² The status and treatment of refugees in Cameroon is governed by Law No. 2005/006 of July 27, 2005, on the status of refugees in Cameroon. The law is only partially applied, and the United Nations High Commissioner for Refugees (UNHCR) continues to follow asylum procedures. A technical secretariat supporting the bodies in charge of managing refugee status was created in 2016, but the committees in charge of refugee status and refugee appeals are not fully operational. Cameroon does not therefore yet have an effective state structure in charge of refugee protection.

and enabled to participate in mechanisms for dialogue and decision making within their host communities.

- A commitment to **apply and respect national and international laws concerning human rights and the protection of these populations**. This means ensuring displaced populations have access to identification documents, establishing simplified procedures to reproduce lost documents, ensuring access to asylum and voluntary return, and ending all restrictions to the freedom of movement and risks of arbitrary detention. Institutional capacity building such as training to law enforcement agencies on human rights and gender equality is also needed. Support should also be provided for developing appropriate management strategies to deal with vigilante groups.
- **Policies and interventions to increase access to economic opportunities** (development of livelihoods, entrepreneurship capacities, job opportunities, and income-generating activities), taking into consideration the specific empowerment needs of refugees, internally displaced populations, returnees, and host communities.

Other priorities will include **strengthening the means to care** for refugees, internally displaced persons, returnees, and host communities, as well as the provision of services to victims of gender-based violence and the protection of children; and **strengthening traditional mechanisms and community capacity building to manage conflict** and strengthen response mechanisms to natural disasters, which are aggravated by climate change.

ESTIMATED COSTS AND CONSIDERATIONS

The estimated cost of delivering on the priorities outlined in Pillar 1 is CFAF 88 billion (about \$153 million).

This cost complements the needs estimated in the Humanitarian Response Plan (HRP), and mainly covers priorities related to protection and sustainable solutions (socioeconomic empowerment), recognizing that there will be a continued, yet gradually decreasing, need for humanitarian funding throughout the lifespan of the RPC implementation.

In addition, costs related to sustainable solutions for forced displacement are covered in the other pillars, particularly in the Pillar 2 on governance and basic social services, as explained in annex 3.

A more detailed breakdown of the costs and results that are anticipated in this pillar can be found in tables 3.2 and 3.3, and in annexes 1, 2, and 3.

Thematic Pillar 2: Governance and essential social services

This pillar addresses the need to improve local governance and essential social services delivery.

SITUATION AND MAJOR CHALLENGES

The weak state presence, especially in the more marginalized areas of the Far North, inefficiencies of local administration, lack of institutional accountability and citizen involvement, and the low access to essential administrative and social services remain significant, as shown by the very weak socioeconomic indicators. This situation is both a major structural source of fragility in the four regions

and a consequence of the crises. Weak security—particularly in more isolated areas and in the border areas—and a growing number of refugees and internally displaced persons pose unique challenges for already weak systems and contribute to decreased public trust toward the state.³ This can result in local instability and expose vulnerable groups, particularly the youth, to radical influences (Far North) or criminality, and women to greater marginalization. Also noteworthy when considering the challenges related to governance and essential social services is that certain key central-level reforms aimed to improve the government's capacity to respond have shown little progress.

This pillar's specific challenges include the following:

- Budget allocations that are insufficient compared to needs and lower than other regions', delays in funding disbursements, and low local implementation capacities, which are also due to slow implementation of the decentralization process, affect institutional responses to address difficult situations.
- Inadequate planning and management of essential social services that do not match the needs and weak implementation of national policies and sectoral programs.
- Lack of qualified staff, infrastructure, and adequate equipment, which affects access to and quality of essential social, judicial, and civil registration services, especially in the most marginalized areas.
- Administrative services, including civil registration, essential social services, as well as the justice and prison systems—which are already weak and overcrowded in areas that are severely affected by the crises and population displacements. Public infrastructure (such as schools and health centers) has been destroyed or closed, because it was not maintained or because populations have fled, in areas affected by the crisis in the Far North.⁴
- Inability to implement the decentralization reform of 1996, especially at the regional level.

STRATEGIC PRIORITIES

A more efficient and accountable public administration at the local level and better access to quality essential social services and justice, especially in areas most affected by crises and for those that are structurally marginalized within the four regions, will require a quicker, more efficient implementation of key governance priorities and a faster implementation of national programs and policies.

This will require urgent progress with policy reforms and with actions that will unblock major impediments to the performance of the public sector, and will enable effective local governance, efficient service delivery—including justice and greater security for citizens—especially in the most vulnerable areas and those most affected by the crises.

It will be critical to accelerate and complete the process of decentralization and to ensure that the resources and capacities are transferred to the regions and communes to achieve measurable progress in this area and to ensure more efficient implementation at the local level.

³ INS, 2017 RPC Survey; RIDEV, *Recovery and Consolidation (RPC) Diagnosis in the Far-North, North, Adamawa, and East Regions: Main Findings of Qualitative Community Data*, October 2017.

⁴ An accurate assessment is not yet available.

It will also be necessary to allocate more resources to meet specific RPC strategy priorities in the four regions, while ensuring timely transfers, and improving the transparency and efficiency of actual spending. Specific priorities to enable progress in this area include the following:

- **Improved financing of local development** by redefining the criteria used to distribute and allocate communal taxes, using the communal development plans more actively to guide local public investment, ensuring faster transfers of allocated funds to the communes by bringing their per capita allocation closer to the national average; and by allocating more resources to deconcentrated services to ensure that implementation of activities assigned to them are better monitored. Improvements are also required to shorten delays in accounting for actual spending by the communes, and to increase the effectiveness of deconcentrated service delivery to the communes by reviewing, validating, and implementing the framework document for this funding mechanism.
- **Improving the quality and speed of public procurement** to meet the needs in crisis areas.
- **Redeployment in crisis-affected and marginalized areas** by improving staffing policies, recruiting and deploying civil servants based on needs and existing organizational structures, developing incentive mechanisms for hardship areas, and implementing the necessary rehabilitation. This would be pivotal to ensure that priorities are adequately implemented at the local level. Ensuring the deployment and adequate presence of police and gendarmerie in the most insecure areas should complement efforts to manage the vigilante groups efficiently.
- **A clear and strong commitment to ensure citizen participation**, which includes youth and women, in the management of communal affairs by strengthening existing mechanisms, such as village development committees.

Other expected results include the **building and rehabilitation of key infrastructure** for essential social service delivery and access to justice and birth registration services in the crisis-affected and structurally marginalized areas; **improving access** for the most vulnerable and marginalized populations; and improving **the quality and governance of the education, health and nutrition, water and sanitation sectors, and justice system** in terms of infrastructure, equipment, and staff training.

ESTIMATED COSTS AND CONSIDERATIONS

The estimated cost of delivering on the priorities outlined in Pillar 2 amount to almost CFAF 800 billion (about \$1.3 billion).

Most of the costs cover interventions aimed at improving the delivery of basic social services to respond to the impact of crises, but also to improve access and quality of services in the long run, especially in areas affected by forced displacement.

A more detailed breakdown of the costs and results that are anticipated in this pillar can be found in tables 3.2 and 3.3, and in annexes 1, 2, and 3.

Thematic Pillar 3: Economic and territorial integration

This pillar addresses the need to improve economic opportunities by improving infrastructure, private sector development, financial inclusion, and cross-border trade.

SITUATION AND MAJOR CHALLENGES

The areas that are directly affected by crises in the four regions targeted in the RPC process face economic problems resulting from insecurity, border closings, and disruption to economic circuits. These areas have poor infrastructure and a difficult environment for private sector development and investments. Given its geographic location, the Far North region plays a critical role in cross-border trade between Nigeria and Chad. Economic activity in the North relies largely on cotton transformation and associated support services, whereas forestry and mining coexist with agro-pastoral activities in the East. Major challenges include the following:

- Road closures and decreased cross-border trade and the disruption of most local markets and tourism activity.
- Infrastructure (transportation, electricity, information and communication technologies [ICT]) is poorly integrated with the rest of the country and the subregion (transportation); the development and maintenance of infrastructure is under-financed and poorly planned. The costs for development and maintenance are high, which increases the isolation of the four regions and greatly constrains private sector development. Rural areas are particularly isolated.
- The private sector is underdeveloped for many reasons: the lack of services to support SMEs and business creation; the lack of access to funding, particularly for women and young entrepreneurs and for agricultural and livestock farmers; and land tenure issues. The informal sector and underemployment are pervasive.
- Cross-border trade is greatly hampered by cumbersome administrative procedures, high transportation costs, and numerous check points.

STRATEGIC PRIORITIES

Economic recovery and improved territorial integration are critical for reducing the marginalization and the isolation of the four regions. This will require an enabling environment for economic recovery and growth, among other improvements.

To accomplish this, reforms need to progress, which will improve the business climate, promote the integration of the regions into the rest of Cameroon and the subregion, and ensure more resourceful and effective infrastructure investment and management to create an environment conducive to developing the formal economy. Required measures will include the following:

- **Improved management of planning processes, investment, and maintenance of key transportation, electricity, and ICT infrastructure**, based on the socioeconomic needs and priorities of the relevant regions. An efficient road maintenance system will need to be put in place by transferring enough funding to the Road Fund and ensuring that procurement is based on performance contracts and by developing a multiyear road planning mechanism. Measures must also be taken to improve the financing balance of the electricity sector, and to separate the functions of transport and distribution management, while promoting private

investment in the sector. Infrastructure upgrades and integration with the rest of the country will also require priority new investment and maintenance in the four regions, as summarized in annex 1.

- **Promoting an enabling environment for private sector development**, by focusing on improving the overall conditions to ensure that businesses are strengthened and can be created, with a focus on supporting young entrepreneurs (see also Pillars 4 and 5); and targeting SME support and promoting access to financing by establishing specific guarantee mechanisms to ensure broader funding to agriculture and livestock farmers and young entrepreneurs (with special measures to support women's entrepreneurship). Additionally, the issue of land tenure must be addressed so that it contributes to a better environment for private sector development (see Pillar 4).
- **Revive the cross-border trade** by implementing measures and reforms that simplify and dematerialize custom procedures; and by improving the quality of transportation and lowering transportation costs through deregulation, increased competitiveness of the trucking sector, and fewer check points.

ESTIMATED COSTS AND CONSIDERATIONS

The estimated cost of delivering on the priorities outlined in Pillar 3 amount to more than CFAF 900 billion (about \$1.6 billion). The vast majority of these costs are associated with infrastructure improvements in the transport and energy sectors. The amount budgeted annually for infrastructure increases throughout the five years of the RPC, under the assumption that a normalization of the situation in the four regions and a progressive ability to attract, manage and execute the investments required for development and the revival of economic and commercial activities in these regions, takes place.

A more detailed breakdown of the costs and results that are anticipated in this pillar can be found in tables 3.2 and 3.3, and in annexes 1, 2, and 3.

Thematic Pillar 4: Access to land, farming, and production

This pillar addresses the need to develop agricultural production and improve land access.

SITUATION AND MAJOR CHALLENGES

Agriculture (agricultural and livestock farming, fishing, and forestry) is a critical sector in the four regions and has a positive ripple effect on the other sectors. Given the diversity of agro-ecological zones and the imbalance in population distribution, agricultural patterns are diversified and increasingly fragile toward the North.

The sector faces numerous structural challenges, including governance issues within the sector,⁵ limited access to inputs, low productivity and limited development of value chains and agricultural entrepreneurship, low levels of public and private investments, and very limited land use planning. These challenges result in an insufficient and poorly maintained road network; weak water management and poor hydro-agricultural facilities; land allocations that ignore community priorities

⁵A multitude of operators and programs/projects undermine efficiency in the use of available financial resources.

(especially in the North and Far North); insecure land ownership,⁶ which significantly impacts investments and the sustainable management of agricultural spaces; highly degraded natural resources; and vulnerability to climate change (low and decreasing annual rainfall and growing risk of extreme climate events, drought, and flooding). This situation is compounded by the impact of the crises, which create added challenges, including the following:

- Reduced production because cultivated fields were abandoned by internally displaced persons.
- Increased food and nutritional insecurity due to the influx of refugees and internally displaced persons.
- New types of conflicts around access to land.

STRATEGIC PRIORITIES

Given that a large part of the population in the four regions relies, directly or indirectly, on agriculture, the sector's recovery and sustainable development are imperative to reduce existing vulnerabilities and create economic and employment opportunities.

This will require improvements in governance, planning, coordination, and policies to support the sector.

A critical enabling factor will be the development of a framework for improving land tenure security, which will clarify the rules and provide the way forward for effective implementation.

Other critical priorities include the following:

- **Boosting and improving agro-pastoral production and productivity** through increased access to inputs; new capital investments and easier access to land for vulnerable households (refugees outside of camps, internally displaced persons far from home, and returnees); investment support for production, processing, and marketing; and support of agro-pastoral entrepreneurship. Cotton production requires critical attention, as it fuels the agricultural economy in the North and Far North.
- **Improve the sustainable management of natural resources and reduce resource-based conflicts** by strengthening land use planning at the regional level; developing management plans in consultation with the communes, with prioritized targeting of conflict areas; supporting the sustainable management of water resources, soil, and forests; and establishing conflict resolution mechanisms in the agro-pastoral and forestry arena. A more secure land management process would reduce land-based conflicts and create long-term investment prospects.

⁶ Issues related to land ownership insecurity include (i) increasing pressure on land due to population growth, which has led to conflicts (between agricultural and livestock farmers, and between new arrivals and previous occupants, etc.); (ii) the failure of the state in the Far North to implement the national land ownership law and eliminate traditional land ownership rights. Land insecurity prevents durable modernization in the agricultural and pastoral sectors, because modernization requires start-up investments (RPC, Thematic Note 4: Durably boost and develop agriculture and livestock farming).

- **Improve rural infrastructure and open production areas** by strengthening the rural infrastructure identification process, which involves updating the rural road database; reinforcing the contracting capacities of communes and ensuring appropriate budget allocations; rehabilitating and maintaining priority rural roads and tracks; and building hydro-agriculture facilities. Securing land tenure would reduce the conflicts related to land and enable longer-term investment prospects.
- To address the **specific challenges of women**, community-based cooperatives could be established to provide women with farming tools and seeds to support their agricultural production. A crop-buying scheme could also be set up, with purchases used for school feeding programs, hospitals, the elderly, or the displaced.

Youth also has a cross-cutting dimension; therefore, implementing the priorities of the other RPC pillars will help ensure better inclusion and access to socioeconomic opportunities for youth.

ESTIMATED COSTS AND CONSIDERATIONS

The estimated cost of delivering on the priorities outlined in Pillar 4 amount to almost CFAF 850 billion (about \$1.4 billion).

A more detailed breakdown of the costs and results that are anticipated in this pillar can be found in tables 3.2 and 3.3, and in annexes 1, 2, and 3.

Thematic Pillar 5: Youth

This pillar addresses the need to facilitate the inclusion and economic integration of disenfranchised youth. It is treated as a separate pillar given the critical challenges associated with exclusion and radicalization of youth. However, it is also a cross-cutting topic when it comes to prioritization. Many of the activities covered elsewhere in this RPC strategy are also directly targeting youth.

SITUATION AND MAJOR CHALLENGES

As explained in chapter 2, the 15–34 age group represents around 35 percent of the population, approximately half of which are women; this population is increasing due to rapid population growth. These youth in general, and particularly those who are marginalized and out-of-school, are confronted by challenges stemming from exclusion, lack of economic opportunities, and low involvement in local governance. Indeed, the indicators of access to employment and youth training are lower in the four regions than in the rest of the country. In addition, and partly because of this pre-existing vulnerability, young people are more exposed to the consequences of the crises. These negative outcomes can include juvenile delinquency, risks of radicalization, and enrollment of vulnerable and out-of-school youth in Boko Haram, as well as reintegration issues for youth formerly associated as combatants with Boko Haram and others. Focused attention must be paid to the situations of girls, who are more vulnerable to marginalization and for whom socioeconomic opportunities remain elusive.

Other challenges include the following:

- The large number of policies and programs dealing with youth, employment, and entrepreneurship complicates coordination efforts and reduces efficiency

- The paucity of spaces for dialogue and numerous youth associations who lack the capacity to organize and be represented
- The growing vulnerability of a large segment of youth who are marginalized because of their low education levels or because they live in areas that are isolated or affected by the crises, which has a deleterious impact on their socioeconomic status
- The lack of technical and vocational training structures; the low quality of education, which fails to match market needs; the lack of job opportunities; and the hardships faced when attempting to build entrepreneurship
- Mismatches between professional training and skills and opportunities in the marketplace

STRATEGIC PRIORITIES

A robust strategy to reduce youth marginalization and vulnerability and promote their role as key actors in recovery and peace consolidation requires an approach focused on the most marginalized, including young women. The goal is to ensure improved youth inclusion, efficient vocational training, and targeted support to entrepreneurship and job opportunities. Specific attention needs to be paid to areas most affected by the crises or most marginalized in terms of poverty, low school enrollment, illiteracy and unemployment, as well as to the specific situation of youth who might be at risk of being radicalized or recruited by Boko Haram or are more exposed to criminal behavior.

This strategy will require an early focus on coordination and synergies among the various policies and programs addressing youth issues, training, employment, and entrepreneurship through a holistic approach.

Interventions must be aimed at the following:

- **Promoting the social inclusion of youth** by involving them in communal and village decision-making processes and improved civic training. A strategy to prevent juvenile delinquency and to facilitate the reinsertion of youth who are in conflict with the law will be required. It will also be necessary to set in place a mechanism to prevent and address youth radicalization and youth recruitment into extremist groups, and also to make provisions to facilitate the reintegration of former Boko Haram recruits.
- **Improved access to technical and vocational training**, but also short informal learning initiatives, including for young girls, refugees, internally displaced persons, and youth living in areas that are most affected by the crises. Efforts must focus on improving quality and meeting these populations' needs by garnering private sector input in developing school topics and programs. These programs should include practical lessons on how to set up and run a small business.
- **Increased access to employment and entrepreneurship**. This will require developing business opportunities at all levels of youth training, focusing on sustaining activities, and promoting synergies with SME support services (for instance partnering with SMEs to establish internships for women and youth to gain job skills and experience), funding institutions (Pillar 3), and with agro-pastoral subsectors (Pillar 4). It will also require improving youth educational and occupational counseling and the intermediation between training and the

job market. Programs should also consider linking the training to major companies operating in the country to position graduates to be hired by them.

- **Food-for-work and cash-for-work programs would be helpful** to target youth and women.

ESTIMATED COSTS AND CONSIDERATIONS

The estimated cost of delivering on the priorities outlined in Pillar 5 amounts to almost CFAF 50 billion (about \$84 million). Costs associated with education, employment, and private sector development are also covered in Pillars 2, 3, and 4.

A more detailed breakdown of the costs and results that are anticipated in this pillar can be found in tables 3.2 and 3.3, and in annexes 1, 2, and 3.

SUMMARY OF COSTS

All prioritized strategic activities are costed, as summarized in tables 3.2 (CFAF) and 3.3 (dollars). Costs have been extracted from relevant ministries, existing documentation and sector strategies, and humanitarian and development agencies. To the extent possible, unit costs and number of beneficiaries were used in the cost breakdown, to allow rapid updating of costs, if needed. Project costs have only been integrated when they directly address an identified priority, and only for

TABLE 3.2: RPC STRATEGY ESTIMATED COSTS (BILLION CFAF)

Thematic pillar	2018	2019	2020	2021–2022	Total
1: Forced displacement, protection, and human security	24.9	24.2	17.4	21.5	88.0
2: Governance and essential social services	182.0	193.5	198.7	217.6	791.8
3: Economic and territorial integrity	158.0	167.9	203.4	399.8	929.1
4: Access to land, farming, and production	188.8	183.7	161.7	308.8	843.0
5: Youth	8.8	9.9	12.9	16.9	48.5
Total	562.5	579.1	594.2	964.7	2,700.4

TABLE 3.3: RPC STRATEGY ESTIMATED COSTS (MILLION \$)

Thematic pillar	2018	2019	2020	2021–2022	Total
1: Forced displacement, protection, and human security	43.3	42.0	30.3	37.5	153.1
2: Governance and essential social services	316.6	336.5	345.6	378.4	1,377.1
3: Economic and territorial integrity	274.8	291.9	353.8	695.3	1,615.8
4: Access to land, farming, and production	328.4	319.5	281.2	537.1	1,466.2
5: Youth	15.2	17.2	22.4	29.5	84.3
Total	978.3	1,007.1	1,033.4	1,677.6	4,696.5

Note: Exchange rate: \$1 = CFAF 575.

relevant project components. When costs were not available, estimates were derived from countries with similar characteristics as Cameroon. For activities extending beyond the five-year duration of the RPC—notably infrastructure activities—only the share of the costs to be disbursed during the five-year period were accounted for. Finally, costs include implementation-related expenditures, which will vary depending on the selected implementation structure and security conditions on the ground.

The costs related to forced displacement, protection, and human security are found in Pillar 1, but also in Pillars 2, 3, and 4, since this topic also deals with access to services and socioeconomic opportunities for displaced populations.⁷ Similarly, costs for Pillar 5 on youth are spread across all pillars.

⁷ In particular, the costs of dealing with forced displacement can be found in Pillar 1. However, they are also covered in Pillar 2 under humanitarian education activities (CFAF 4.4 billion, \$7.7 million); humanitarian health activities (including CFAF 10.9 billion, \$19 million) to subsidize refugees' access to health care; the humanitarian activities of nutrition and food distribution (CFAF 66.5 billion, \$115 million); humanitarian water and sanitation activities (CFAF 3 billion, \$5.3 million); and conditional transfer activities for vulnerable households (CFAF 15 billion, \$26 million). Pillar 2 also is designed to strengthen basic social services, which will provide sustained support for refugees, internally displaced persons, and host communities, without incurring the need for humanitarian assistance.



4 Implementation



To achieve the RPC priorities and results outlined in chapter 3, mechanisms for high-level political dialogue, better coordination, and monitoring and evaluation must be in place. Simultaneously, bottlenecks and challenges to implementation at the national and local levels must be addressed, with a specific focus on ensuring local-level implementation.

This chapter proposes mechanisms and options to facilitate the implementation of the RPC strategy. These include the following:

- An effective institutional framework at the central level and in the regions, for steering and dialogue, monitoring and evaluation, and coordination of efforts around the implementation of the RPC strategy
- Options to enable implementation, with a focus on lifting the blockages to implementation at the central and at the local level, enhancing implementation capacities at the local level and on implementation in especially difficult areas
- Realistic and effective options for financing that maximize existing investments¹

Three principles should guide the implementation and have been considered in the options proposed hereafter:

- To the extent possible, implementation will rest on the use and strengthening of existing structures. New mechanisms are proposed when no existing structure can be identified.
- Attention should focus on ensuring that interventions by the government and by partners related to implementing the RPC strategy contemplate and avoid unintended negative consequences (such as those that would risk reinforcing inequality, or would further undermine social cohesion).
- Implementation efforts, at all levels, should strive to include accountability mechanisms, as well as mechanisms and forums to involve the population, particularly women and youth, in discussions and decisions related to implementation of the RPC priorities as well as in monitoring and evaluation.

As summarized at the end of this chapter, the mutual accountability framework to be established between the government and partners will outline shared commitments and key milestones to ensure that necessary actions are taken to enable the implementation of the RPC strategy. It will serve as a strategic partnership and an anchor point for dialogue between the government and partners.

¹ The proposed options build on findings of the Implementation Strategy and Funding Mission Aide Memoire (Yaoundé, May 29–June 9, 2017), as approved by the government on August 31, 2017. It is important to note that this chapter does not address operational aspects of RPC project and program implementation. See the annexes for more detail.

INSTITUTIONAL FRAMEWORK

The implementation monitoring of the RPC strategy will require a high-level steering and dialogue mechanism, monitoring and evaluation mechanisms at national and subnational levels, and effective mechanisms for coordination.

Framework for steering and dialogue

The **steering committee** that was created to lead the RPC process will be strengthened and adapted to the implementation context. For example, its membership and representation will be broadened. The committee's suggested mandate, structure, and ways of working are described in box 4.1.²

BOX 4.1: STEERING COMMITTEE

Mandate: Decision making, strategic guidance, overall supervision, coordination, and implementation of the RPC strategy

Structure:

- *Chair:* MINEPAT; MINATD, Ministry of Finance (vice or co-chairs) at ministerial level
- Secretary generals of the Ministries of External Relations; Youth and Civic Education; Livestock, Fisheries and Animal Industries; Agriculture and Rural Development; Public Works; Water and Energy; Environment, Nature Protection and Sustainable Development; and Promotion of Women and the Family
- Director generals of INS and MINEPAT (Planning, Economy and Public Investments)
- Four governors of the regions
- Representatives of the Office of the Prime Minister and the General Secretary of the Office of the President
- *Partners:* Principals of the European Union, the United Nations, the World Bank, and other partners

Frequency: Semi-annual meetings of secretary generals and cooperation chiefs for operational aspects; an annual meeting chaired and vice-chaired by ministers for political or financial aspects.

- Meetings can be held on a rotating basis in regional capitals.
- Additional meetings can, on exception, be requested with the highest-level authorities of the state or government.

Support: A technical secretariat will serve as secretariat to the steering committee. The technical secretariat will facilitate the work of the steering committee; provide oversight of RPC strategy implementation at a technical level, working with regional-level implementation mechanisms; work with the monitoring and evaluation teams and produce annual reports on implementation; monitor progress against the agreed-upon milestones of the mutual accountability framework; ensure appropriate communication on all aspects of the RPC implementation; and facilitate the monitoring of resources allocated to the four regions in the context of the RPC strategy implementation.

At the subnational level, the steering and dialogue framework will comprise **regional platforms**, one in each of the four regions. These platforms will be tasked with guiding, coordinating, monitoring, and evaluating the implementation of RPC priorities (see the following section). Chaired by the governor, with the support of the MINEPAT regional delegate, they will include regional delegates from relevant ministries and representatives of local authorities. Partner representatives in the regions could also be represented.

² The RPC governance structure was created by MINEPAT in March 2017 (MINEPAT/SG/DGCOOP Decision on the Creation, Organization, and Operation of the RPC Steering Committee).

Monitoring and evaluation arrangements

A monitoring framework has been developed to guide the monitoring and evaluation of the RPC strategy. The purpose of the RPC monitoring framework will be to provide an overview of the progress and challenges in implementing the strategy to inform decision making, communicate results to citizens, and measure citizens' perceptions. It will allow for an iterative cycle to monitor and evaluate RPC projects and programs, learn lessons, and take corrective action in implementation activities, if necessary.

This framework should ensure that the monitoring and reporting system can be accessed by all stakeholders, especially citizens, so that they can be engaged; promote dialogue and communication between the state and its citizens; and increase the transparency of data related to the recovery and peace consolidation process.

The proposed monitoring and evaluation framework builds on Cameroon's existing monitoring and evaluation structures, notably the Technical Monitoring and Evaluation Committee (CTSE) established as part of the GESD. It can be structured as follows:³

- At the national level, monitoring and evaluation will be coordinated by the technical secretariat of the CTSE, reporting directly to the RPC Steering Committee (semi-annual and annual reports).⁴
- At the subnational level, each region's platform will have a technical monitoring and evaluation team. These teams will report to the governor and CTSE technical secretariat. They will meet on a semi-annual basis. They will assess implemented projects and programs, and monitor and evaluate the implementation of activities. This work will inform the planning, programming, and preliminary budgeting of activities at the national level.⁵

The proposed arrangements will ensure that data are reported and shared from the subnational to the national level through a mainstreamed, clear, and simplified process.

Technical expertise in data collection and analysis will be provided by the deconcentrated ministerial services, the INS, and public investment budget (PIB) monitoring committees. Collected data will be complemented by partner reports and annual reviews of programs; Participatory Development Aid Tool (Pro_ADPT) database of the National Participatory Development Program (PNDP); participatory monitoring by the CTSE; periodic perception surveys and focus groups; feedback mechanisms; and the discussions within the steering committee.

³See figure A4.3 in annex 4.

⁴To this end, it will be important to (i) link RPC implementation monitoring to GESD monitoring; (ii) broaden the CTSE mandate to include RPC priorities (for example, include RPC issues that are not part of the GESD, disaggregate data for the four RPC target regions); (iii) provide technical assistance to CTSE; (iv) strengthen CTSE's human and technical capacities; and (v) put in place communication activities to facilitate information sharing, awareness raising, participation, and ownership by all actors.

⁵The structure of these teams will mirror the technical secretariat of the national CTSE, taking into consideration the existing institutional landscape in the regions. Deconcentrated services of other ministries will be represented as directed by MINEPAT's regional delegate. Other bodies and structures represented may include the Division for Regional Development (*Division du Développement régional*, DDR), local authorities, and civil society organizations. Partner presence will vary depending on the region.

The main monitoring tools will be annual reports, which provide updates on RPC implementation, including progress and major challenges. They will be produced by the technical secretariat, with input from sectoral platforms, based on CTSE's preliminary conclusions.

The proposed arrangements will ensure that data are reported and shared from the subnational to the national level through a mainstreamed, clear, and simplified process.

Coordination mechanisms

Coordination among various government agencies, between the government and partners and among partners, as well as among humanitarian and development actors at national and subnational levels, is an important challenge for optimizing required resources and capacities to ensure that the RPC strategy is implemented efficiently.

Coordination processes will need to be much more efficient and, to the extent possible, based on existing, but more optimized, structures.

Options to consider include the following:

- Revitalize the multipartner committee (MPC) but adapt its focus to enable discussion, coordination, and information sharing on RPC implementation, and on RPC priorities that have a cross-cutting nature, such as forced displacement, gender, youth, and environment.
- Consider using the sectoral multipartner committee platforms for specific sectoral sharing of information and coordination, adapting them to enable the discussion on RPC priorities that have a cross-cutting nature, as is mentioned in the previous point.
- Harmonize relevant, existing (ad hoc) dialogue and/or coordination structures targeting the four regions, and clearly link them to the institutional framework established for the RPC, notably, the steering committee and the regional platforms.

A dedicated sectoral platform may be created to address the issue of forced displacement, in addition to ensuring forced displacement is treated as a cross-cutting issue. This platform could include existing mechanisms foreseen for refugees: (i) the coordination mechanism created under the MINEPAT-UNHCR Agreement (October 2016) could be adapted and tasked with monitoring and coordinating priority initiatives described in the first thematic area of the RPC strategy “forced displacement, protection, and human security”; and (ii) the Ministerial Committee for Refugee Management, under MINATD's leadership.

CONSIDERATIONS FOR IMPLEMENTATION

To the extent possible, implementation will rely on existing national structures and processes, which includes all ministries, public bodies, local public administrations, and local authorities (box 4.2); at the subnational level, implementation will rely on dedicated regional platforms.

As mentioned at the beginning of this chapter, options to enable implementation should focus on lifting the blockages to implementation at the central and local levels, enhancing and accelerating

BOX 4.2: EXISTING NATIONAL IMPLEMENTATION ENTITIES AND PROCESSES

- In terms of planning, consideration of RPC priorities falls under the mandate of MINEPAT and relevant sectoral departments.
- At the national level, implementation of the RPC strategy should be supported by sectoral and ministerial medium-term expenditure frameworks. This will facilitate decision making about cross-sectoral budget allocations, particularly for medium-term public investment programs, while ensuring that program budgets are properly used and better taking into account projects developed by partners in relation to local populations.
- With regard to local authorities, updates to communal development plans must consider priorities identified by the RPC strategy.
- To implement priorities in the communes, selected interventions must adhere to planning contracts negotiated between the state, the regions, the communes, and occasionally with partners. These contracts will define, around concrete projects, the nature and level of involvement of each partner.
- Humanitarian responses will be delivered by government entities and humanitarian actors. Humanitarian, recovery, and development interventions will need to operate according to the New Way of Working, while facilitating a gradual transition from humanitarian action to recovery to development, to ensure that solutions are sustainable.

implementation capacities at the local level, enabling implementation in particularly difficult areas, and addressing urgent priorities.

Implementation through existing systems

The most important factor that will make implementation efficient is the efficiency of the existing systems. Over time, such efficiency should be enabled through an effective decentralization process, which involves capacity and resource transfer. The following elements should be considered:

- Increase the efficiency of deconcentrated government services, which are currently characterized by slow service delivery to users and communes, a lack of transparency, compartmentalization, and a lack of coordination with local authorities.
- Increase the efficiency of local authorities, who lack skills (for example, in procurement and delegated project management) and resources, and receive little support from deconcentrated government agencies.
- Ensure that RPC priorities are considered in future projects and programs that are externally funded (partners) and implemented by dedicated project teams.
- Strengthen the implementation capacities of the private sector, given that in the four RPC regions few businesses have the capacity to undertake infrastructure projects.⁶

⁶As a result, because there are delays in execution and the work is of poor quality, businesses from other parts of Cameroon or other countries are brought in but barely know the local environment and show little flexibility for small contracts.

- Reinforce participation and accountability by ensuring, among other tasks, the effective functioning of existing committees tasked with monitoring the physical and financial execution of public investment.⁷

In the short term, and to ensure recovery in crisis-affected areas, which require a level of flexibility and speed that is difficult to achieve with the usual mechanisms, a dedicated mechanism could be considered, such as a special implementation unit, under the leadership of MINEPAT and MINATD. This unit's structure should provide enough flexibility to ensure that interventions can adjust to the needs, and respond better to potentially evolving situations on the ground; and to facilitate the transition from short-term recovery activities to medium- and long-term interventions.

Specific considerations for highly impacted areas

The areas bordering Nigeria in the Far North (districts of Mayo Sava, Mayo Tsanaga, and Logone-Chari), and the CAR in the East (districts of Lom-Jerem, Kadei, and Bouma-Ngoko), and Adamawa (districts of Mbéré and Vina) are more directly and severely affected by the crises.

In these areas, the physical destruction (in the Far North), the absence of administrative and social services that pre-dates but was severely accentuated by the crises, and the high flux of displaced populations—combined with increased insecurity, grave security accidents, and heightened criminality—are making the lives of local and displaced populations particularly difficult. A growing climate of mistrust and tensions between displaced populations and host communities create a particularly sensitive situation. This situation clearly emerged from the context analysis illustrated in chapter 2 of this report, and was reiterated by consultations conducted at various stages of the RPC process in the four regions.

Longer-term measures to address the structural factors of the vulnerability and marginalization of these districts and the rest of the four regions will help reduce the above-mentioned risks and enable the government and international partners to respond to long-term needs of the affected populations. Likewise, close collaboration with the subregion, most notably with Nigeria and the CAR, will help address, over time, some of the security concerns and identify solutions for displacement situations.

In the short term, however, the situation implies that urgent and adequate actions are needed, to avoid further conflict. Two set of actions are required:

- **Prioritize interventions and resources targeting the most affected areas and populations.** Across the five pillars of the RPC and the priorities identified under each, prominent attention must be paid, and capacity and resources made available, to respond to the most urgent needs of these highly affected areas and populations; the clear and immediate intent is to reduce their distress, and manage existing tensions. In practice, this means accelerating the transfer of public resources and of capacities to enable the implementation of priority projects in these areas, and also developing and implementing detailed plans to respond to the immediate and specific needs.

⁷ Création, Organisation et Fonctionnement des Comités de Suivi de l'Exécution Physico-Financière de l'Investissement Public. Document de vulgarisation du Décret No. 2013/7989/PM, 13 September 2013.

- **Use innovative implementation arrangements and ensure the availability of rapid and flexible resources.** Innovative and different arrangements will be required, given the volatile security situation; and in some instances, it will be necessary to isolate the areas and populations in need to ensure rapid implementation. Modalities will include:
 - **Facilitate rapid implementation capacity by government departments using existing projects, and implement emergency measures using existing budget resources.**
 - **Give priority and provide the necessary capacities and resources to implementation through local authorities,** who are aware of local realities and real-time security developments, using local capacities (for example, use labor-intensive work), and ensuring the maximum participation of local populations. Strengthening or creating a local mechanism for dispute resolution may accompany these measures.
 - **Leverage the presence of humanitarian and development actors and projects,** especially organizations with a humanitarian, recovery, and development mandate (non-governmental organizations [NGOs], some United Nations agencies, some international partners) to facilitate the implementation of rapid interventions addressing the areas of highest tension between host communities and displaced populations, including the returnees, especially in the most difficult-to-reach areas.
 - **Scale up interventions that have proven capacity to operate in insecure areas,** including community-based projects, cash transfer schemes, and projects implemented by local NGOs.
 - **Consider innovative partnerships for infrastructure projects.** Realization of some strategic infrastructure projects in poorly secured environments may be necessary to produce peace dividends and improve access. This may require implementation or protection by the military, accompanied by the necessary safeguard mechanisms. Redirect public-private partnerships to provide resources for urgent small-scale infrastructure projects, such as those providing off-grid electricity and water or ICT services.
 - **Third-party supervision and use of remote sensing.** Supervision missions can be reduced significantly by using satellite imagery or by consulting beneficiaries on the effectiveness and quality of implementation, for example, via telephone surveys.

FINANCING OPTIONS

Financing arrangements should ensure that sufficient funding is available, allocated, and disbursed efficiently and transparently to ensure that investments needed to achieve RPC priorities are available in the four regions.

The financing strategy to support the implementation of the RPC priorities should mostly focus on maximizing existing national and international public investments in the four regions. It should consider the following:

- Increasing the budgetary allocation to the four regions.

- Using existing public investments (national and international) more efficiently in the four regions in response to the RPC priorities.
- Ensuring that international support is aligned with government efforts to increase public expenditures in the four regions and accelerate disbursements.
- Identifying additional financing arrangements to fill potential gaps or to allow specific investments and increase short-term flexibility (for example, to address the specific context of each of the four regions and/or specific priorities, which requires a quick disbursement). Efficient dialogue and coordination are needed between the government and partners within the steering committee.

To establish an effective financing strategy, it is therefore necessary to:

- Identify existing financing (national and international public financing) to the four regions;
- Identify financing gaps based on the mapping of existing financing and the estimated cost to implement the RPC priorities.

Overview of existing financing

NATIONAL BUDGET TRANSFERS TO THE FOUR REGIONS

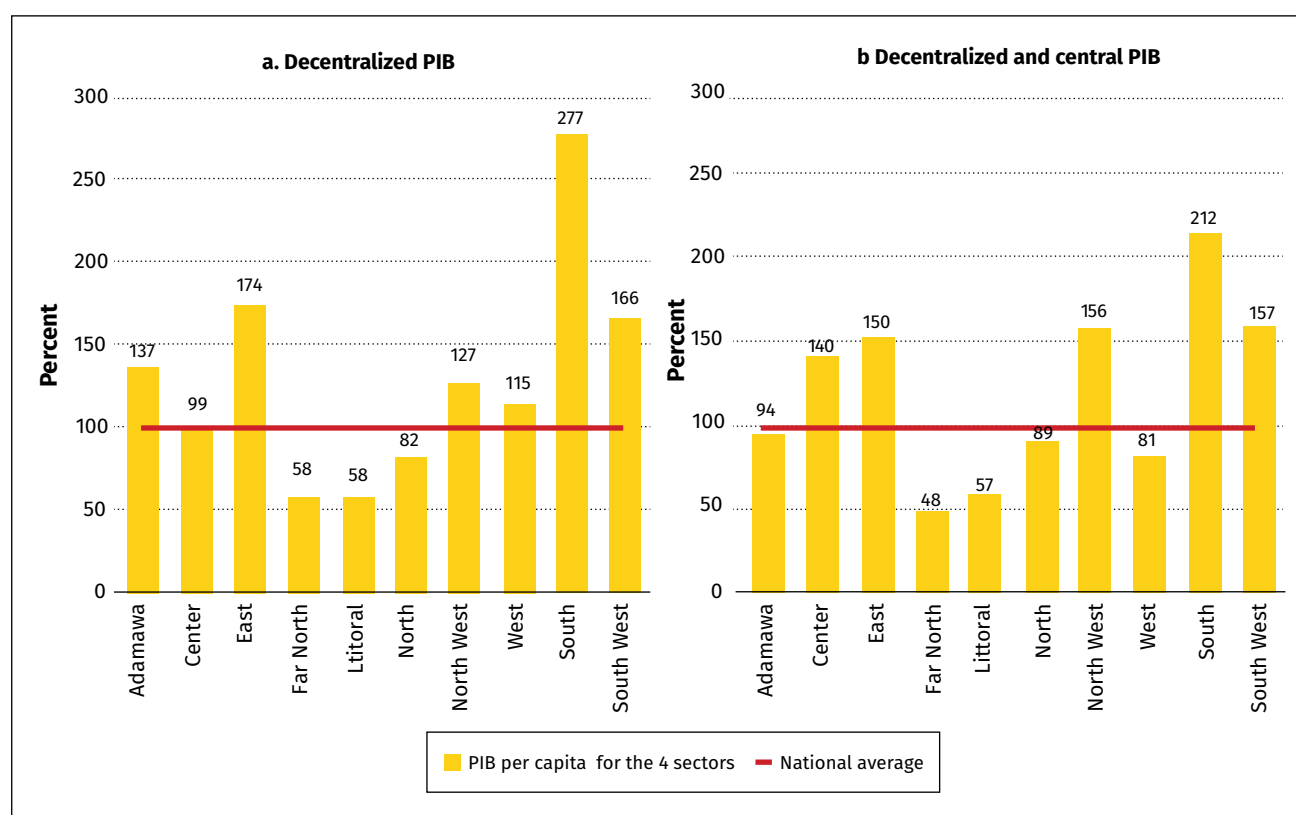
The development gap and marginalization of the four regions is reflected in their budget allocations. With the lowest socioeconomic indicators, the Far North receives much less per capita funding than the national average; with slightly better indicators, the North, and to a lesser extent Adamawa, also receive a little more funding than the Far North, but still less than the national average. Finally, the East, with some socioeconomic indicators at the national average, receives more per capita funding than the national average.

The per capita allocation of the decentralized PIB for four key sectors (basic education, secondary education, health, and agriculture) is sharply lower than the national average for the Far North (–42 percent) and the North (–18 percent), but sharply higher for Adamawa (+37 percent) and the East (+74 percent), based on the average 2014–2016 budgets (figure 4.1).⁸ This trend is confirmed when considering the decentralized PIB allocation of the 19 main ministries⁹ who have significant activities in the regions. Finally, a comparison over time for the four key sectors confirms this trend, with a small improvement in the Far North and the North (from –51 percent in 2006–2009 to –42 percent in 2014–2016 in the Far North and from –35 percent to –18 percent in the North).

⁸ These four sectors were chosen because they have a direct impact on the main human development indicators and are unlikely to vary significantly each year, as is the case for sectors such as public works and energy. For these sectors, the execution of a large road or dam project can substantially increase one year's average, before reverting to almost zero the following year if there are no projects.

⁹ Territorial Administration & Decentralization; Justice; Basic Education; Economy, Planning & Territorial Management; Secondary Education; Youth & Civic Education; Environment, Nature Protection & Sustainable Development; Agriculture & Rural Development; Livestock Farming, Fishing & Animal Industries; Forests & Fauna; Employment & Vocational Training; State Property, Land Registry & Land Affairs; Housing & Urban Planning; Small & Medium-Sized Businesses, Social Economy & Handicrafts; Public Health; Social Affairs; Advancement of Women & Family; and Post & Telecommunications.

FIGURE 4.1: DECENTRALIZED AND CENTRAL PIB ALLOCATION FOR BASIC EDUCATION, SECONDARY EDUCATION, HEALTH, AND AGRICULTURE



Source: RPC technical secretariat calculations based on PIB data 2014–2016.

If the centrally managed portion of the PIB that can be explicitly traced to the regions is included, the trend is less positive for Adamawa, but is confirmed for the other regions. For the four key sectors—basic education, secondary education, health, and agriculture—the 2014–2016 per capita amount remains sharply lower than the national average for the Far North (–52 percent), the North (–11 percent), and Adamawa (–6 percent), but is still higher for the East (+50 percent).

Only part of the centrally managed PIB can be explicitly traced to the regions.¹⁰ Without more information, the assumption is that the PIB is entirely or mostly spent in Yaoundé for investments at the national level. This reduces budgets available to the regions. Similarly, the share of wages (recurrent expenditures) or externally funded national projects and programs is not explicitly traceable. A fuller picture of financial flows would help determine exactly the level of funding received by the four regions and their desirable increase.

If the national average per capita decentralized PIB were allocated to the Northern regions, marginalized regions would receive substantially more resources. For the four sectors identified above, based on the 2013–2016 average, this amount would reach CFAF 3 billion (\$5.2 million) per year for the Far North and CFAF 1.5 billion (\$2.6 million) per year for the North. By ensuring that this funding reallocation to the Far North and the North is also reflected in the central PIB allocated to projects in the regions, many more resources would be generated. Thus,

¹⁰ Fifty-one percent of the PIB for basic education is not traceable; likewise, 11 percent for secondary education, 76 percent for agriculture, and 79 percent for health (2014).

a decentralized and central PIB allocation that is equal to the national average for the Northern regions for the 19 sectors listed above would generate an additional yearly investment of CFAF 76 billion (\$132 million) for the Far North, CFAF 11 billion (\$18 million) for the North, and CFAF 2 billion (\$4 million) for Adamawa.¹¹ An increase reaching 20 percent above the national average, as a temporary development catch-up measure, would generate even more resources.

PARTNERS' CONTRIBUTIONS TO THE FOUR REGIONS

Development partners provide substantial support to Cameroon by aligning their efforts on governmental strategies. Ongoing and planned programs address a broad set of priorities. Part of this engagement is implemented through budget support and multiyear cooperation programs. Recognizing the impact of crises and pre-existing vulnerabilities in the four regions, partners have increased their response, to address both development needs and the humanitarian emergency. This includes the (2018–2020) United Nations Development Assistance Framework (UNDAF) and cooperation agreements between the government of Cameroon, the European Union, the World Bank Group, and other bilateral and multilateral partners.

A quick mapping of externally funded financing for the four regions for the 2018–2022 period is estimated at CFAF 1.179 billion (\$2.21 billion).¹² More systematic aid monitoring, under the government's leadership, would help provide more detailed data.

A mechanism to map and regularly update existing and available resources allocated to the four regions will be required to ensure all available resources are recorded. Mechanisms to be considered include the Development Assistance Data Set, which provides an overview of public development aid and can be disaggregated by sector or region. The RPC process can also build on the 4W map/matrix.¹³

Humanitarian partners are deeply involved in the response to the impact of crises. The United Nations adopted a multiyear (2017–2020) Humanitarian Response Plan where the efforts of various humanitarian actors in the targeted areas are harmonized. For 2017, the HRP targets

¹¹ Given the average 2014–2016 decentralized and central PIB for the four key sectors, this would mean that an additional 52 percent of the PIB should be allocated to the Far North, 11 percent to the North, and 6 percent to Adamawa, based on the size of the population of these regions and Cameroon's 2016 PIB data by ministry (General Budget Burden Sharing, Cameroonian government budget).

¹² The estimation of partners' contributions is based on a quick mapping of the funding of the main development partners, based on the information the partners provided between May and September 2017. The partners were the World Bank, the European Union, the United Nations (only for the equity portion it contributed), the French Development Agency (AFD, Agence Française de Développement), the Deutsche Gesellschaft für Internationale Zusammenarbeit and Kreditanstalt für Wiederaufbau (GIZ-KfW), and the African Development Bank (AfDB). The funding covers about 90 percent of development partners' funds. Budget support has been included in the amounts presented, in proportion with the population living in the four regions (40 percent), with the understanding that the support must also benefit the four regions. International Monetary Fund (IMF) budget support was not included, but that of other partners was (World Bank Group, European Union, AfDB, and AFD).

¹³ The 4W (who does what, where, and when) mapping effort is already in place for humanitarian actors and is being established for development actors. It is part of the more ambitious goal of implementing the New Way of Working principles around shared collective results for development and humanitarian actors and donors. This commitment has been made by several partners, including the World Bank and nine United Nations agencies, under the framework of the World Humanitarian Summit.

1.6 million individuals, out of 3.3 million identified as needing help, at an overall cost of \$237 million.¹⁴ Many partners contribute to the humanitarian response by providing yearly amounts that are not included in the above estimates.

AVAILABLE FINANCING FOR THE RPC STRATEGY

The above analysis, although incomplete, shows that the government has already allocated significant funding to the four regions targeted by the RPC strategy and that a more substantial transfer of public financing could greatly increase the resources available to finance the RPC priorities.

Similarly, external funds obtained for these regions are already very significant.

The costs to implement the RPC priorities, which is estimated around CFAF 2,700 billion (\$4.696 billion) should largely be covered by these already secured funds and the additional government transfers recommended above.

Clearly identifying funding gaps, however, will require more precise figures on the allocation of public investments to the four regions. The government will need to provide this information, when it is available.

Table 4.1 summarizes financing that could be traced by a quick analysis.

TABLE 4.1: FINANCING OBTAINED FOR THE FOUR REGIONS FOR 2018–2022

Unit	National financing			Partners' financing		Total
	Decentralized PIB (21 sectors) ^a	Central PIB allocated to the four regions	Operating budget	Development	Humanitarian ^b	
Billion CFAF	574	Figures to be made available	Figures to be made available	1,179		1,753
Billion \$	1			2.214		3.214

a. Projection is based on 2016 budget, non-adjusted for inflation and growth.

b. The figure for humanitarian funding is only available on a yearly basis. For 2017, about \$138 million of the HRP had been financed.

TOWARD A STRATEGY TO FINANCE THE RPC STRATEGY

Given the priorities that were identified by the RPC process, existing financing sources, and current constraints on national and international financing, the following options can be considered to finance the RPC process:

Ensure that more national public financing is directed toward the four regions and RPC priorities

- Increase PIB allocations to the regions/priorities, based on identified needs.
- Redirect some existing PIB commitments to fill identified public investment gaps in the regions or in specific areas, and to ensure they are properly aligned with identified priorities.

¹⁴ OCHA, August–September 2017.

- Accelerate disbursements of ongoing projects so that short- and medium-term priorities can be addressed more rapidly.

Ensure that international public financing is aligned with the challenges and priorities of the regions and supports a better use of national public financing for the RPC priorities¹⁵

- Adjust existing partner commitments and ensure that partners' financing (existing and in the pipeline) is aligned with RPC priorities.¹⁶
- Target and link ongoing and new financial commitments to government commitments to ensure that public expenditures cover the four regions, support the acceleration of disbursements, and strengthen short-term flexibility so that critical investments may be financed more rapidly.

Promote innovative ways to attract private investment to ensure that financing is more diversified and strengthen efforts to boost the economy, generate employment, and deliver services

- Leverage commitments that are perceived as risky through shared cost financing or guarantee mechanisms.
- Promote public–private partnerships.
- Mobilize financing mechanisms dedicated to the private sector, such as the International Development Association's 18th replenishment (IDA18) Private Sector Window.
- Better support regional funds managed under domestic public finances.

Explore additional financing sources and mechanisms

- Finance specific financing gaps identified through the RPC process.
- Ensure better coordination in some sectors, as needed (for example, build the capacities of local authorities).
- Resolve or avoid bottlenecks by using ad hoc mechanisms (budget lines, emergency procedures, and shared funds).
- Use innovative mechanisms such as diaspora funding or debt rescheduling.

¹⁵ Although official development assistance (ODA) represents only an estimated 3 percent of GDP, it still constitutes close to 15 percent of the gross fixed capital formation and most humanitarian resources, which are critical for the RPC process.

¹⁶ An example of partners' alignment to the RPC priorities is the new funding made available for forced displacement under the International Development Association's 18th replenishment (IDA18) window for forced displacement, which foresees the allocation of about \$100 million for a variable period, depending on the project, within a time horizon of approximately four years.

Mutual accountability framework

The mutual accountability framework developed as part of the RPC process establishes a strengthened partnership between the government and its partners to ensure efficient implementation of RPC priorities.

The mutual accountability framework will present the following:

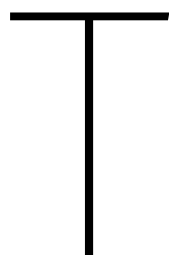
- The agreement on the modalities for implementation and financing of the RPC (based on the options presented in this report).
- Engagements by the government and partners around key reform and policy areas and aligned to the RPC priorities:
 - Government's engagements to proceed with high-level reforms and actions necessary to implement the RPC priorities, lift blockages, and achieve results
 - Partners' engagement to improve the alignment and effectiveness of their financing and to support and help accelerate and maximize government-led implementation in the regions in line with the RPC priorities
 - Mutual engagements to ensure better coordination and to monitor progress
- It will be complemented by an agreement on major immediate and medium-term milestones for each engagement.

The engagements and milestones proposed in the framework and the matrix should be coordinated and/or complement the reform programs proposed in the context of budget support and which are under development (with the World Bank Group, the European Union, the African Development Bank, France, and the International Monetary Fund).

The mutual accountability framework will be developed under the leadership of the steering committee, by a joint government-partners team. Technical and political consultations will take place to finalize mutual commitments and identify milestones. Given the strategic and political nature of the partnership agreement presented by this framework, it will be essential for the steering committee to make a decision at the ministerial level within a time frame agreed-upon between the government and partners, at the latest by the beginning of 2018.

5 Conclusions





The RPC process emphasized the importance of effective and joint action between the government of Cameroon and international partners to mitigate the impact of crises on the most affected populations in the short term and to reduce the vulnerability and marginalization of the four regions of Northern and East Cameroon by addressing their structural causes. These were outlined in chapter 2 of this report. Timely and joint action will mitigate against the risk of future crises and avoid the perpetuation of local conflicts by creating a positive dynamic for the whole country.

The strategy proposed in this report, and illustrated in chapter 3, highlights the need to focus all efforts on achieving concrete results around the following objectives:

- Putting in place durable solutions for forced displacement
- Improving the functioning of local governance
- Improving the provision of basic social services
- Promoting the recovery of the economy and improvement of economic opportunities
- Improving individual and territorial security

These results will form the basis of the monitoring and evaluation framework and will allow the government and international partners to monitor progress in the implementation of the RPC as a whole, at the strategic level.

The strategy stresses the importance and urgency of proceeding with and accelerating key and necessary reforms and actions to create an enabling environment for change and achievement of the RPC results.

Finally, the strategy presents the specific priorities in the five pillars selected for the RPC; implementing the strategy will reduce marginalization and structural vulnerability and mitigate the impact of crises.

The analysis, the consultations at the political and technical levels, and the prioritization work suggested the need to ensure efficient, fast, and innovative modalities and capacities for steering, implementing, and financing. This groundwork proposes concrete solutions to lift the constraints to implementation, especially at the local level. Ensuring better citizen participation and accountability should be a key concern in the implementation phase of the RPC strategy.

The diagnostic, prioritization, and consultation work also underscored the importance of ensuring better allocation and use of existing national and international public funding to cover the estimated cost of the strategy, which is approximately CFAF 2,700 billion (\$4.6 billion) in the five-year period of 2018–2022.

The mutual accountability framework, the elements of which are illustrated in the last chapter of this report, will provide the platform and framework for high-level political partnership needed to deliver sustainable change and the expected results. This framework will define the key political commitments and milestones, thus confirming the government's willingness to achieve the stated objectives, as well as the partners' support in this effort.

The government of Cameroon and international partners have a unique opportunity to make a sustainable change to the marginalization and fragility of the country's Northern and Eastern regions and simultaneously mitigate their vulnerability to the crises of the subregion.

This strategy and the mutual accountability framework will provide an effective vehicle for achieving these results.

Annex 1: Strategic results by pillar, component, and subcomponent

Tables A1.1 through A1.5 discuss each of the five thematic pillars' components and strategic outcomes.

TABLE A1.1: COMPONENTS AND STRATEGIC OUTCOMES FOR PILLAR 1

Thematic Pillar 1: Forced displacement, protection, and human security	
Component	Strategic outcome
Potential solutions for forced displacement	The needs of refugees, internally displaced persons, returnees, and host populations are considered in the planning and budgeting of governmental institutions, local authorities, and humanitarian and development agencies, and their participation in local affairs is ensured.
	Essential social services have the capacity to address the needs of refugees, internally displaced persons, returnees, and host populations in accordance with international standards.
	Pressure on natural resources (water, wood, and land) is reduced, and potential sources of conflict are identified and better managed.
	The resilience to climatic events and to human migration is strengthened.
Ensure protection	Refugees, internally displaced persons, and host populations live in an environment where their rights are respected, in accordance with national and international law.
	Cameroonian authorities and local civil society actors take ownership of the management and protection of refugee and host communities.
	Areas affected by insecurity and forced displacement are secured in a way that is respectful of human rights.
Promote empowerment and social cohesion	Social cohesion is improved, and traditional mechanisms and communities' capacities to manage conflicts are strengthened.
	Livelihoods, entrepreneurship capabilities, and opportunities for employment and for income-generating activities are developed.

TABLE A1.2: COMPONENTS AND STRATEGIC OUTCOMES FOR PILLAR 2

Thematic Pillar 2: Governance and essential social services	
Component/ subcomponent	Strategic outcome
Governance/decentralization component	
	Citizens are involved in the management of communal affairs.
	Communes' actions help improve people's living standards.
	Deconcentrated services effectively support communes' initiatives for local development.
	Civil servants are recruited and deployed based on needs, with incentives for hardship areas.
	Local development financing is improved.
	Procurement is simplified and facilitated to address needs in crisis areas.
	Procurement quality and timeliness are simplified, and projects are selected based on their impact on poverty reduction.
	Civil registry documents are rapidly issued to all population groups.
Essential social services component	
Education subcomponent	Capacities of educational institutions are improved and strengthened.
	Learning environments are improved, and facilities are more secure.
	Incentives are developed to retain more youth (including young girls) in the education system until completion.
	Alternative educational models targeting children, teens, and youth who are at risk of dropping out of school, already out of school, who never attended school, and/or are marginalized are developed and implemented.
	Continued education (of teachers and parents' teachers) and pedagogic monitoring are reinforced.
	Teaching and learning materials are available.
	A favorable teacher-student ratio is ensured in targeted areas.
	Regional education budgets are allocated based on needs.
	The educational community (students, teachers, families, and so on) is supported in targeted areas.
	Peace advocacy is strengthened in educational facilities in targeted areas.
Health subcomponent	Institutional capacities, coordination, and community participation in health promotion are reinforced in targeted health districts.
	Essential family practices, including family planning, are adopted by at least 25 percent of families.
	The prevalence/incidence of the main communicable diseases (HIV, malaria, tuberculosis) decreases by at least 10 percent.
	Coverage of high impact reproductive, maternal, neonatal, child, and adolescent health (RMNCAH) interventions increases by at least 70 percent in at least 60 percent of health districts through institutional and community capacity building in RMNCAH.
	The prevalence of the main communicable diseases decreases by at least 5 percent.
	The main communicable and non-communicable diseases, as well as their complications, are addressed in accordance with health facility norms.

Thematic Pillar 2: Governance and essential social services	
Component/ subcomponent	Strategic outcome
Health subcomponent	Overall maternal, newborn, child, and adolescent health care is available, in accordance with norms, at the community level and in at least 60 percent of health structures.
	Medical and surgical emergency and public health care services are available in health districts, applying standard operating procedures.
	Mechanisms for health risk pooling are developed by improving the performance and efficiency of the health system.
	Infrastructure, equipment, and health care services are made available in accordance with the norms in 3rd, 4th, 5th, and 6th health structure categories.
	Availability and accessibility of quality health care services in health structures at all levels is increased: development of health districts and hubs
	Quality drugs and other pharmaceutical products in all health districts are more available and used in the pharmaceutical, medical biology, and blood transfusion sectors.
	Mechanisms for quality assurance and availability of drugs and other pharmaceutical products are reinforced.
	The rational use of quality drugs is promoted.
	The development of health research and the availability of quality health information for evidence-based decisions are ensured at all levels.
	The legislative and regulatory framework, respect of norms, regulation, and accountability are strengthened in 80 percent of health facilities at the operational level.
	Planning, supervision, and coordination, as well as strategic and health monitoring, are reinforced in 80 percent of targeted health districts and regional public health directorates.
	Improved sexual and reproductive health.
	Expanded immunization program.
	Improved malaria prevention.
Nutrition subcomponent	Reinforce accessibility to health services for refugees, internally displaced persons, and host communities.
	Proactive testing for acute severe malnutrition and referral to care structures are available.
	Quality care is available for acute severe malnutrition.
	Appropriate newborn and child feeding practices are promoted.
	Micronutrient deficiencies are effectively prevented.
	Convergence with health, water, sanitation, and hygiene (WASH), food security, social protection, and other sectors is established.
Water and sanitation subcomponent	Nutritional support is provided to vulnerable persons.
	Populations have a sustainable and equitable access to drinking water and essential hygiene and sanitation services.
	Good hygiene practices in host areas and communities impacted by humanitarian crises are promoted.
Social protection subcomponent	Capacities are reinforced, and governance is improved in the WASH sector.
	Social protection for vulnerable groups is reinforced.

Thematic Pillar 2: Governance and essential social services	
Component/ subcomponent	Strategic outcome
Justice and rule of law component	
	Justice infrastructure is improved and developed.
	Judicial services are accessible and efficient.
	Advantages of the customary system are leveraged.
	The judicial system is better perceived by litigants.
	Detention conditions are improved.

TABLE A1.3: COMPONENTS AND STRATEGIC OUTCOMES FOR PILLAR 3

Thematic Pillar 3: Economic and territorial integration	
Component/ subcomponent	Strategic outcome
Infrastructure component	
Transportation subcomponent	Completion of sections of road corridors still requiring upgrading to improve access to the regions.
	Identification of the main agriculture and tourism areas and their link to road corridors to support economic activity.
	Development of other strategic road corridors to reduce regional isolation.
	Establishment of an efficient road maintenance system to ensure durable road access.
	Development of a multiyear, priority-based planning mechanism that helps sequence interventions in the sector.
Electricity subcomponent	Improved electricity distribution infrastructure allows a better quality of supply and an opening up of the regions.
	Electrification of rural areas to prevent isolation between the four regions.
	Institutional reforms and investment promotion to support the sustainable development of power-generating infrastructure.
ICT subcomponent	Broadband access to ICT for citizens and businesses ensured and prices reduced.
	Citizens' quality of life is improved through better use of digital services.
Private sector support and financial inclusion component	
Private sector subcomponent	Support to business creation to help develop SMEs.
	Support to existing businesses to help them develop and grow.
Financial inclusion subcomponent	Population financial services needs are addressed by improving the quality and availability of supply.
	Improved social performance of monetary and financial institutions and member/client protection.
Cross-border trade	Increased cross-border trade by simplifying cross-border administrative procedures.
	Improved competitiveness of the transportation sector.

TABLE A1.4: COMPONENTS AND STRATEGIC OUTCOMES FOR PILLAR 4

Thematic Pillar 4: Access to land, farming, and production	
Component	Strategic outcome
Restart and improve production and agro-pastoral productivity	Vulnerable households have access to production factors.
	Most vulnerable households receive nutritional assistance.
	Producers have access to agricultural and livestock farming inputs.
	Producers have access to support services.
	Increased processing, ginning, and trituration capacities in SODECOTON plants.
	Increased private investments in agricultural and livestock farming production and processing.
	Cooperative investment projects are developed.
	Agro-pastoral entrepreneurship is developed in all regions.
Improve the sustainable management of natural resources	Regional territorial planning processes validate equitable mezzo zoning.
	Communes have an equitable zoning plan.
	Sustainable land management methods are mainstreamed.
	Each conflict area has an equitable and consensual micro-zoning plan.
Improve rural infrastructure and end the isolation of production areas	Lowland hydro-agricultural planning opportunities are identified and documented.
	River basin planning opportunities are identified and documented.
	Priority rural roads are identified and documented.
	Capacities of communes are reinforced.
	Priority rural roads are rehabilitated and/or built.
	Priority rural and hydro-agricultural plans are executed.

TABLE A1.5: COMPONENTS AND STRATEGIC OUTCOMES FOR PILLAR 5

Thematic Pillar 5: Youth	
Component	Strategic outcome
Social inclusion of youth	Citizen involvement in youth local governance is improved.
	Efforts are increased to fight youth crime and misconduct.
	Mechanisms to fight against youth radicalization and enrollment in extremist groups are put in place and operational.
Technical and vocational education and training (TVET)	Youth access to TVET is improved, including for young girls and the internally displaced.
	Access to extracurricular vocational training is reinforced.
	TVET quality is improved.
	TVET governance is improved.
Employment and entrepreneurship	Support to entrepreneurship and labor to ensure successful youth insertion, including female and marginalized youth entrepreneurship.
	The academic and vocational counseling system is adapted to the needs of the youth and the labor market.
	An efficient intermediation system between training and the labor market to ensure successful youth integration in the workforce.

Annex 2: Summary of strategic priorities and expected outcomes

This annex outlines short- and medium-term strategic priorities that were identified for each of the RPC thematic pillars, which will allow the government and partners to respond to the crises and mitigate their impact, while reducing the structural vulnerability of the four regions. These priorities are summarized in chapter 3 of the report.

Thematic priorities were determined based on a process of in-depth analysis and numerous consultations, as detailed in the report, under the government's leadership. For each pillar, a matrix of expected results and priority activities, with associated costs, was prepared.¹

It is noteworthy that several suggested strategic actions are already being implemented. These actions should be accelerated or be better targeted to address the challenges faced by the four regions. Similarly, some suggested specific priorities rely on existing programs or projects, which will need to be scaled-up or better targeted. In other cases, new interventions will be necessary.

Thematic Pillar 1: Forced displacement, protection, and human security

SITUATION AND MAJOR CHALLENGES

As indicated in chapter 2, crises and lack of security have generated important humanitarian needs, reduced human safety, and increased the protection needs of refugees, internally displaced persons, and host communities, particularly among the most vulnerable groups. Tensions persist among communities. The dynamics between impacts and structural causes of vulnerability, especially the already weak capacities of institutions and of essential social service delivery, the prior vulnerability of communities and the pressure on economic and natural resources and the environment, make it even more difficult to respond. This is especially true in cross-border areas where the impact is severe (Far North) or important and durable (East). Regional differences, also previously highlighted, suggest a need for a nuanced response. These numerous, major challenges can also be summarized as follows:

- Complex national and local mechanisms for the management, coordination, and care of forced displacement, which are not yet fully owned by all actors.
- Strong pressure on essential services and infrastructure, natural resources, and the environment.
- Limited access by refugees, internally displaced persons, and returnees to civil registration documents, which can restrict their freedom of movement and access to services and socio-economic opportunities, possibly making them stateless.

¹Thematic notes and matrixes of priority activities are available in a separate document.

- Overburdened justice and prisons system in the Far North, and possible cases of arbitrary arrests.
- Continued lack of security and protection, and risk of localized conflicts for access to resources, endangering the most vulnerable populations.
- Stigmatization of refugees and internally displaced persons, and tensions stemming from the perception that refugees are treated better.
- Lack of livelihoods and access to land for refugees, displaced persons, and host communities in a context of crisis and prior structural vulnerability.

PRIORITIES AND EXPECTED OUTCOMES

Central and local-level government, partners, and affected communities have undertaken several initiatives to address the immediate impact of the humanitarian crisis in targeted areas. These include the hosting policy of the government and of local populations. However, given the scope and persistence of needs, sustainable solutions will need to be considered. Proposed priorities and expected outcomes aim to improve the institutional, legal, and planning framework for supporting refugees, internally displaced persons, returnees, and host communities; to enhance their living conditions in host communities and in areas of return; to ensure that vulnerable groups are protected; to mitigate increasing tensions generated by this situation; and to suggest empowering solutions to help transition from an emergency response to the recovery of communities.

Expected outcomes regarding **forced displacement** will include the following:

- **The needs of refugees, internally displaced populations, returnees, and host populations are considered in the planning and budgeting of governmental institutions, local authorities, and humanitarian and development agencies.** In the short-term, this means that government and humanitarian partners support refugees, internally displaced persons, returnees, and host populations, but also reassess sectoral needs of host communities to be included in budgets. Communal development plans for impacted communes must continue to be adapted as a result. In terms of local governance (see also Pillar 2), representatives of refugees and internally displaced populations must be included in existing committees at the communal level, and they need to be made aware of local affairs.
- **Essential social services have the capacities to address the needs of refugees, internally displaced persons, returnees, and host populations in accordance with international standards.** In terms of improving access to and quality of essential social services (see Pillar 2), the needs of refugees, internally displaced populations, and returnees will need to be considered by building care capacities and sensitizing relevant authorities and service managers about the rights of refugees and internally displaced persons to access services.
- **Pressure on natural resources (water, wood, land) is reduced, and potential sources of conflict are identified and better managed.** As is generally addressed in Pillar 4, specific management mechanisms for access to land will be put in place, and existing management mechanisms for agro-sylvo-pastoral conflicts will be reinforced by taking into account refugees and internally displaced persons, including in the 22 East communes

hosting refugees who are livestock farmers. Regarding pressure on resources, solutions will be put in place to address fuel wood overuse.

Expected outcomes were directly included in thematic topics. Specifically, they will include the following:

- **Increased resilience to climatic events and human migration.** The aim will be to improve understanding, knowledge, and monitoring of climatic risks by emphasizing data collection; to put in place mechanisms to prepare for and respond to climatic disasters, including alert systems, contingency and rescue plans and logistics, especially in areas that attract large numbers of refugees and displaced persons; to reduce climatic risks and their impacts on various sectors; and to institutionalize the response to climate change by strengthening coordination and relevant institutions (box A2.1).

In terms of **protection**, expected outcomes include the following:

- **The rights of refugees, internally displaced persons, and host populations are respected, in accordance with national and international law.** First it will be imperative to ensure that these individuals *can obtain identification documents*. In addition to reinforcing the civil registry (see Pillar 2) and establishing simplified procedures to reproduce lost documents, *authorities must receive ongoing training* in international protection of refugees and displaced persons, and they need to be sensitized to the risks of statelessness and the importance of identification documents. *Access to asylum and voluntary return* will be maintained through better enforcement of national and international laws related to the protection of refugees and internally displaced persons, and by promoting and facilitating the freely agreed return of refugees. Given their unique vulnerability, victims of gender-based violence will receive medical, psychosocial, legal, and socioeconomic support, while child protection will primarily aim to prevent the separation of families through support and identification activities and seek and reunite families of unaccompanied and separated children. Finally, *impediments to freedom of movement, risks of arrest, and the weaknesses of the judiciary* will be addressed by reinforcing the judicial and prisons system (see Pillar 2), by sensitizing judiciary, local, and administrative authorities, as well as host populations, about the rights of refugees and internally displaced persons, who are also made aware of national laws and their enforcement.
- **Authorities and local civil society actors take ownership of issues related to the management and protection of refugee and host community** through sensitization and institutional capacity building at the local level.
- **Areas affected by insecurity and forced displacement are secured while ensuring the respect of human rights** by training law enforcement services in human rights, gender equality, and gender-based sexual violence and by developing and implementing the strategy to manage vigilance committee in conflict-affected areas.

BOX A2.1: CLIMATE CHANGE (CROSS-CUTTING ISSUE)

Climate change significantly affects the four regions, to a decreasing extent from north to south, following the same pattern as rainfall. The Far North is therefore most affected. Climate change creates important challenges, including drought, which directly impacts agro-pastoral production and threatens livelihoods; conflicts caused by increasing land scarcity (Pillar 4); major hurdles for youth to access land (Pillar 5); potentially significant harvest or livestock losses during periods of drought, which discourages banking institutions from lending to agricultural and livestock farmers (Pillar 3); and sudden flooding, which can lead to loss of livelihoods and population displacement (Pillar 1).

Outcomes related to **promoting empowerment and social cohesion** will include the following:

- **Traditional mechanisms and the capacities of communities to identify, prevent, and manage conflicts are enhanced and include refugees and internally displaced persons.** The goal will be to put in place or enhance community consultation mechanisms and intercommunity dialogue platforms that include refugees and displaced groups, coupled with training on conflict resolution and peaceful dispute resolution. Multilingual community radio channels will be established and/or enhanced to support dialogue among local populations and displaced/refugee groups and collaboration among communities.
- **The living conditions of refugees, internally displaced persons, returned, and host populations and cohesion will be promoted** by creating temporary employment through highly labor-intensive works, which includes rehabilitating essential social infrastructure, to prepare for the socioeconomic integration of these populations. By collectively selecting, organizing, and implementing projects that benefit the entire community, populations establish critical foundations for economic recovery and social cohesion. Conditional and unconditional money transfers, for a given duration, will benefit the most vulnerable RPC target regions.
- **Livelihoods, entrepreneurship capacities, employment, and income-generating opportunities are developed** to empower refugees, internally displaced persons, returnees, and vulnerable individuals in host communities, which will substantially support their socioeconomic integration and enhance social cohesion among the entire community. After identifying leading sectors and drawing the socioeconomic profiles of beneficiaries, various types of support will be needed to develop productive and sustainable livelihoods and economic activities. This will include the provision of qualifying technical and professional training that meets the needs of the market; technical and equipment support, coupled with mentoring and counseling services; assistance with employment placement in the private sector; support for the promotion of entrepreneurship (see also Pillar 5); and the creation, structuring, and enhancement of savings groups and promotion of access to financial services (see Pillar 3). This also includes the identification and development of value chains and support for agricultural and livestock farming activities of refugees and internally displaced persons by encouraging, for instance, joint cooperatives with host populations (see also Pillar 4).

Thematic Pillar 2: Governance and essential social services

SITUATION AND MAJOR CHALLENGES

The weak state presence, especially in the more marginalized areas of the Far North, inefficiencies of the local administration, the lack of institutional accountability and citizen involvement, and limited access to essential administrative and social services are significant challenges. They are both a major structural source of fragility in the four regions and a consequence of crises, particularly related to the lack of security and the growing number of refugees and internally displaced persons in some areas, as illustrated in chapter 2. This reduces, among other things, public trust toward the state, which can create local instability and expose some vulnerable groups, particularly the youth, to radical influences (Far North) or criminality.

This pillar's specific challenges are the following:

- Budget allocations that are insufficient compared to the needs and lower than for other regions, partly due to the slow implementation of the decentralization process, disbursement delays, and low local implementation capacities, which reduce institutional capacities to address a difficult situation.
- Inadequate planning and management of essential social services.
- Lack of qualified staff, infrastructure, and equipment affects access to and quality of essential social, judicial, and civil registration services, especially in the most marginalized areas and for the most vulnerable populations.
- Administrative services, including civil registration, essential social services, as well as the justice and prison systems, which are already weak and overcrowded in areas that are severely affected by crises and population displacements. Public infrastructure (such as schools and health centers) have been destroyed or closed, for lack of maintenance or because populations have fled, in areas affected by the crisis in the Far North.²

PRIORITIES AND EXPECTED OUTCOMES

The main expected **local governance** outcomes include the following:

- **Improved local development financing.** To do so, criteria for distributing and allocating communal taxes that are subject to equalization must be redefined. In accordance with the law, communal development plans must be efficiently considered in the decentralized PIB, funds allocated to communes must be transferred in a timely manner, and conditions and timeliness of account reporting by communes must be improved.
- **Procurement quality and timeliness are simplified to address needs in crisis areas.** This would include supporting communal services in tender documents and leveraging and scaling-up PNDP's pilot experience, aiming to accelerate the procurement process in communes through the "Single Window."
- **Civil servants are recruited and deployed based on needs, with incentives for working in difficult areas.** Assigning personnel to identified needs in targeted areas will require conducting multisectoral needs assessments and defining standard staffing profiles. This will also require setting up incentive mechanisms for civil servants assigned to hardship areas, by first carrying out a study to determine these priority areas.
- **Deconcentrated services effectively support local development communal initiatives.** A more effective deployment of deconcentrated services will be based on reviewing, validating, and enforcing legislation that defines the financing mechanism to support deconcentrated services in the communes.
- **The actions of communes help to effectively improve living standards.** The goal will be to support communal redeployment in Far North crisis areas by first conducting a multisectoral communal damage and essential needs assessment to determine the types of rehabilitation that can then be made. Consultative committees, comprised of citizens who are tasked with identifying local development activities and monitoring their implementation, will

² An accurate assessment is not yet available.

be reactivated. In the four regions, the capacity and the involvement of municipal advisers in communal sectoral commissions must be reinforced. Communal staffing profiles will also need to more adequately reflect existing organizational charts and legislation.

- **Civil registry documents are rapidly issued to all population categories.** Secondary civil registry centers will be created to facilitate the issuance of official documents. Civil registry officers and clerks will be trained on the maintenance of registries. Populations will be sensitized to the benefits of registering, which include the ability to access essential social services. Special attention will focus on regions with a high concentration of refugees and internally displaced persons, who need to replace or obtain identification documents (see Pillar 1).
- **Citizens are involved in the management of communal affairs.** Citizens will be sensitized on the role of local elected officials and the management of local affairs. Municipal advisers must be held accountable. Regular and participatory communal budget planning will first be piloted and then scaled-up to all communes.

Access to and the quality of various essential social services are enhanced by achieving the following outcomes:

- **Education.** *Access and equity* are enhanced by building and rehabilitating classrooms, latrines and water access points, and school equipment; developing incentives to improve youth retention rates, especially for girls; and implementing accelerated teaching programs targeted for youth who are likely to drop out of school, who have already dropped out, who never attended school and are marginalized, including those in crisis-affected areas. *Quality of education* is enhanced by providing ongoing training to teachers, improving the pedagogic monitoring framework, and providing teaching and learning material (teaching kits, teachers guide, school books). *Sector planning, governance, and financing* will be strengthened by ensuring a favorable teacher-student ratio, by hiring contract teachers and paying monthly bonuses, and by allocating needs-based regional education budgets. *Humanitarian activities in crisis-affected areas are implemented* and effectively support the education community in the regions where there is a high concentration of refugees and internally displaced persons.
- **Health.** *Use of ongoing quality services and care* is increased through community sensitization activities on the importance of health care. *Provision of care and services* is enhanced by building and rehabilitating health centers and hospitals; by strengthening logistics, the availability, and training of medical staff and health workers; and by providing drugs and equipment, especially in areas that are marginalized and most affected by crises. *The health system* will be enhanced by high-impact interventions and by accelerating the implementation of the human resource development plan for the most vulnerable groups. In addition, the information and operational system will be enhanced, and the availability of quality drugs and medical products will be improved. *Governance and management of the sector will be improved*, by enhancing the logistical management of drugs, vaccines, medical consumables, and monitoring activities.
- **Nutrition.** *Improve use of acute and severe malnutrition care services*, by enhancing proactive testing and quality acute and severe malnutrition treatment included in the minimum package of activities. *Enhance the use of malnutrition prevention services.* Along these lines, appropriate newborn and child feeding practices will be promoted and deficiencies will be

prevented through the provision of micronutrient supplements. *Reinforce the multisectoral nutrition system* by building synergies with sectors such as health; water, sanitation, and hygiene (WASH); food security; livestock and agricultural farming; and social protection, among other sensitive sectors. *Provide food to the most vulnerable households*, including refugees, internally displaced persons, returnees, and host communities, through targeted seasonal distributions, until these groups are able to resume agro-pastoral activities (see Pillar 4).

- **Access to water, sanitation, and hygiene.** *Sustainable and equitable access to drinking water and to hygiene and sanitation services is ensured* by building and rehabilitating water points, drinking water supply systems, and sanitation equipment; and by targeting crisis-affected areas as a priority. *Promotion of good hygiene practices* is ensured by implementing the community-led total sanitation program, which involves schools, prevention activities, and capacity building of communal hygiene workers. *Capacities are enhanced and governance of the sector* is improved by completing the infrastructure assessment and regularly updating the database; by supporting sustainable works management, which requires setting up and/or reactivating the management committees; and by strengthening the planning and WASH service delivery capacities of communes.

Expected outcomes related to the **rule of law and better access to justice** will include the following:

- **Enhancing the judiciary and prisons system**, particularly in less covered areas and/or where the impact of crises and pre-existing vulnerabilities require more efforts and create more significant justice-related issues. *Justice infrastructure* is improved by building and rehabilitating them and by equipping clerks and the services of the judiciary that manage documentation. *Accessibility and efficacy of judiciary services* is enhanced by redeploying the judiciary staff to crisis-affected areas and assessing training needs for personnel tasked with issuing acts of justice. *Operations of the prisons system and detention conditions* are improved by rehabilitating and building prison infrastructure, increasing food rations, separating inmates in detention quarters, and implementing mechanisms to accelerate preventive procedures in areas impacted by the crises (see Pillar 1). *The customary system* is reactivated by reorganizing customary tribunals, providing ongoing training to customary court magistrates, and organizing awareness-raising campaigns on the role and benefits of customary tribunals. *Litigant perceptions of the judiciary system* are improved by creating an anti-corruption unit in each appeal court and sensitizing litigants about channels to report corrupt practices in the judiciary.

Thematic Pillar 3: Economic and territorial integration

SITUATION AND MAJOR CHALLENGES

Areas that are directly affected by the crises in the four regions targeted in the RPC process face an economic shock, resulting from insecurity, border closings, and disruption to economic circuits. In addition, they lack infrastructure and have limited private sector presence. Still, the economic potential is substantial in these regions, where diversified agro-pastoral productions fuel trade and hold great potential for the local processing industry. Thus, given its geographic location, the Far North region plays a critical role in cross-border trade between Nigeria and Chad. Economic activity in the North relies largely on cotton transformation and associated support services, while forestry and mining coexist with agro-pastoral activities in the East. These regions have a sizable labor force

and lengthy borders with neighboring countries, which constitute natural markets. Major challenges include the following:

- A transportation infrastructure that is poorly integrated with the rest of Cameroon and the subregion, and lacks a properly financed maintenance program, leading to disrepair in many portions of the road system.
- The high cost and poor quality of infrastructure, further isolating the four regions and severely constraining private sector development.
- The rural areas of the four regions are particularly isolated, with few roads between agricultural production basins and road corridors.
- Low access to electricity, marked by many localities without electricity, where a large portion of the population lives; and processing activities are impossible without power.
- Lower ICT penetration rate than the national average in the north and east, and onerous prices in Cameroon, which limits access to ICT for those who are most vulnerable.
- Insufficiently developed private sector, lack of support to SMEs, and prevalence of a very high informal sector.
- Difficulty in accessing financing, especially for young entrepreneurs, agricultural and livestock farmers, because banks and microfinance institutions are reluctant to lend to them as they lack guarantees.
- Cross-border trade greatly hampered by cumbersome administrative procedures, very high transportation costs, and numerous check points. In addition to these structural challenges, trading routes have been closed due to the security situation stemming from crises.

PRIORITIES AND EXPECTED OUTCOMES

Economic recovery and development, as well as improved territorial integration, are critical to reduce the marginalization and the isolation of the four regions, particularly in the most vulnerable and marginalized areas; to improve security; and to create socioeconomic opportunities for the most vulnerable groups. This will require Infrastructure development and enhanced integration with the rest of Cameroon, as well as neighboring countries where the markets that are most important for the four regions are located. This input into cross-border trade should be coupled with support to the private sector, focused on entrepreneurship and the development of mechanisms to increase financial inclusion.

In terms of **infrastructure development**, expected outcomes will include the following:

- **Road infrastructure** is developed to ensure better movement of goods and people, which is critical for economic development. First, this requires completing parts of the Douala-Bangui and Douala-Ndjamena road corridors that still need to be restored, with an emphasis on repairing degraded roads. Next, the main agricultural basins need to be connected to road corridors by rehabilitating or building regional connecting roads. Other strategic road corridors also need to be developed to ensure the regions are less isolated, by prioritizing roads to Nigeria as well as Chad, given their importance for cross-border trade. To establish

an efficient road maintenance system, adequate funding needs to be transferred to the Road Fund, based on priority needs identified by the Ministry of Public Works (MINTP), and for multiannual maintenance contracting. Finally, developing a multiannual planning mechanism based on socioeconomic priorities will help improve the sequencing of interventions in the sector, including for maintenance programming.

- **Electricity infrastructure** is primarily developed by improving the electric transportation infrastructure of the Northern Integrated Network and the Eastern Integrated Network to reduce power outages. Specifically, this will require the electric interconnection of the Northern Integrated Network to the Southern Integrated Network, so that the Northern regions can be supplied from the large production units of the Southern Integrated Network. Rural electrification will also be prioritized with 80 percent from the expansion of the network and 20 percent through investments in off-grid mini-networks, to increase the access rate to 74 percent (Northern regions) and 84 percent (East) in 2022. From an institutional perspective, it will be necessary to continue improving the operations of SONATREL, enhancing the financial balance of the sector, and encouraging private investments in the sector.
- **ICT infrastructure** is developed to broaden access. This requires completing the optical fiber backbone, broadening access by building additional community centers in rural areas, building solar relay posts in very isolated areas, and providing incentives and sensitizing users to their potential economic benefits (mobile banking services and information on pricing and techniques for agricultural and livestock farmers). A series of regulatory measures and improved competition will help reduce consumer costs. A specific focus will be on ensuring that transmitters function properly and provide access in areas impacted by crises.

In terms of **private sector development**, expected outcomes will include the following:

- **Existing businesses are supported, and new businesses are created.** Support to business creation will leverage entrepreneurship support programs (see Pillars 4 and 5). To renew the initial support provided through these programs, support will be provided to these young businesses to organize their activities, obtain lending, and join professional networks. Existing businesses will be supported by the development of professional associations at the local level and the creation of business support centers in the regions. These centers will provide targeted support in the form of management training, counseling for SME incorporation for management, business plan and process modernization, and mainstreaming of investment incentive mechanisms.
- **Financial inclusion is promoted to facilitate the financing** of entrepreneurial activities. To professionalize microfinance institutions, support will be provided to the National Association of Microfinance Institutions of Cameroon (ANEMCAM), which already offers training and monitoring activities to its members. To expand financing opportunities to agricultural and livestock farmers and young entrepreneurs, mechanisms must be developed and put in place to reduce risks related to lending to these socio-professional categories. These mechanisms include developing an insurance scheme for agricultural and livestock farmers, setting up a partial state guarantee fund, using climate guarantee funds, and setting up a mechanism to use movable assets—including harvests—as guarantee. Finally, a financial education program for clients of microfinance institutions must be deployed to promote a refund culture.

In terms of **cross-border trade**, outcomes include the following:

- **Cross-border trade and transportation** are developed by drafting an integrated multimodal transport and international trade facilitation strategy, continuing to dematerialize foreign trade procedures, setting up a new merchandise transit scheme based on principles adopted by the Central African Economic and Monetary Community (CEMAC), and consolidating customs reforms. In terms of transport, a strategy will be developed to improve the supply chain and enhance the professionalism and the capacities of road transit, for example by promoting a renewal of the fleet and taking steps to deregulate the trucking industry. Simultaneously, the number of road check points will be kept to a minimum to avoid delays and reduce informal payments. The needs of populations living in crisis-affected areas, who rely heavily on cross-border trade for their livelihoods and suffer the consequences of insecurity and border closings, must be taken into consideration.

Thematic Pillar 4: Access to land, farming, and production

SITUATION AND MAJOR CHALLENGES

Agriculture, in its broader sense, is a key sector of the national economy. It represents a large share of the GDP (around 20 percent) and has favorable ripple effects on other sectors. Given the diversity of agro-ecological zones and the imbalance in population distribution, agricultural patterns are diversified and increasingly fragile toward the North. In terms of agriculture, the Far North and North regions, as well as the East, are among the main producers of grain and vegetables, although returns remain very low in northern areas. The entire cotton sector is concentrated in the broad northern area, while Cameroon's main rice production areas are in the Far North. In terms of livestock farming, the largest bovine population is in Adamawa, while the largest sheep and goat populations are in the Far North. Fishing is significant wherever there is a permanent body of water, and is growing sharply in the new Lom Pangar Lake in the East. Forest production, including fuel wood, decreases from south to north. Because of this unequal resource distribution, forests in suburban areas are rapidly depleted.

The sector faces numerous structural challenges, including the following:

- Governance issues within the sector, where a multitude of operators and programs/projects undermine efficiency in the use of available financial resources
- Limited access to inputs, low productivity, and insufficiently developed value chains and agricultural entrepreneurship
- Insufficient public and private investments
- A very limited planning and territorial management process that has resulted in an inadequate and poorly maintained road network (roads and rural paths are critical for the development and sale of agricultural products), the lack of a water resources management plan, and very limited hydro-agricultural management schemes
- Land holding patterns that fail to reflect community priorities (especially in the North and Far North), and land insecurity that strongly impacts investments and the sustainable management of agricultural spaces (inadequate soil preservation practices)

- Very degraded natural resources, and a sector that is highly vulnerable to climate change (low and decreasing yearly rainfall and growing risk of extreme climatic events, droughts, and flooding).

This situation is compounded by the impact of crises, creating additional challenges, including the following:

- Reduced production because cultivated fields were abandoned by internally displaced persons.
- Increased food and nutritional insecurity due to the influx of refugees and internally displaced persons, primarily in the Far North and North, and to a lesser degree in the northern part of the East, followed by Adamawa. Overall food crop production in the Far North already decreased by 28.7 percent in 2014 due to erratic rainfall patterns.³
- New types of conflicts related to access to land have arisen. Conflicts exist between agricultural and livestock farmers on the one hand, and between newly arrived and previous producers on the other. They also occur between mining producers/investors and forest and agricultural producers who must share the land and biodiversity and protected area advocates who favor environmental protection.

PRIORITIES AND EXPECTED OUTCOMES

All rural populations, and a significant portion of urban populations, rely directly or indirectly on agriculture. The recovery and sustainable development of agro-pastoral farming is therefore a major imperative for confronting the multiple challenges of ensuring food and nutritional security, addressing primary needs, occupying and professionalizing young workers, and building youth capacity to ensure that their rural birthplaces can meet their expectations. In crisis-affected areas, the agro-pastoral sector will help develop employment opportunities for refugees, internally displaced persons, and host communities, thus creating the conditions for recovery and peacebuilding.

In terms of **recovery and improvement of agro-pastoral production and productivity**, expected outcomes will include the following:

- **Recapitalization and facilitation of access to land for vulnerable households** to ensure that vulnerable individuals have access to production factors and receive food assistance. Recapitalization will be necessary not only for agro-pastoral households of refugees outside of camps, internally displaced persons, more or less distant from home, and returnees who lost everything while they were gone, but also for the most vulnerable among host populations. Therefore, the priority will be to provide them the means to resume their agricultural and/or livestock farming activity to ensure their food and nutritional security. To this end, a minimum working capital will need to be reconstituted to restart production activity, facilitate access to land for the most vulnerable, assist them during hunger seasons, and provide seasonal social safety nets.

³ Joint Ministry of Agriculture and Rural Development–Food and Agriculture Organization of the United Nations–World Food Programme Crop and Food Availability Assessment Mission in the Adamawa, East, Far North and North Regions of Cameroon, December 7–21, 2014.

- **Improving access to production inputs and services**, to increase currently constrained production capacities. To this end, it will be important to finance cotton production campaigns; equipment credits for farmers; and credits for food crops, rice, and onion production. Producer access to support services will also need to be facilitated, which will require subsidies to support the work of the National Confederation of Cotton Producers of Cameroon (CNPC-C) and agricultural, market garden, and livestock farming collectives.
- **Supporting investments in production, processing, and marketing, including renewable energy**, by paying close attention to cotton production, which is the engine of the agricultural economy in the North and Far North. This requires increasing the processing capacities of SODECOTON plants for ginning and trituration, by financing the rehabilitation and renewal of SODECOTON equipment, while continuing to improve SODECOTON's governance. Private investments in agricultural and livestock production and transformation will need to increase to develop the value chains. Finally, cooperative investment projects must be developed to support the growth of the agro-pastoral, forestry, and fisheries sectors.
- **Professionalizing and promoting agro-pastoral entrepreneurship** requires dedicated support in terms of technical, financial, and marketing management to contribute to the development of agro-pastoral companies. Support to develop ICT in the four regions (Pillar 3) is also crucial to facilitate access to information and finance in order to develop productive agro-pastoral investments.

In terms of improving the **sustainable management of natural resources**, outcomes include the following:

- **Supporting the planning and territorial management process** by conducting a consensual mezzo zoning based on participatory consultations, and start with areas where repetitive conflicts tend to occur. On that basis, communes will be able to draft a micro-zoning plan to establish participatory mapping, draw transhumance corridors, and determine which new land should be developed for the youth. A demarcation system, including sanctions for offenders, will be adopted on a case-by-case basis.
- **Sustainable water, soil, and forest management** will be improved by mainstreaming sustainable land management methods, and by supporting research on how to develop and implement these management methods. Each commune must also be assigned substantial communal forest areas. The creation of private woodlands and agro-forestry plantations will be supported to maintain fuel wood production while protecting forests. Finally, the number of trenches will need to be substantially increased to fight erosion and help water penetration in the soil.
- **Usage conflicts (among agricultural and livestock farmers, fishermen, forest workers, and miners) will be reduced** by developing micro-zoning plans in each conflict area. To that end, support will be provided to communes to help develop micro-zoning plans for these areas. It will then be essential to support communities and local institutions to help reduce conflict situations, because they already play a major role in local conflict management as part of their land management mission.

In terms of **improving rural infrastructure and opening production basins**, expected outcomes include the following:

- **Identifying priority rural infrastructure** to determine the required hydro-agricultural improvement for lowlands, river basins, and priority rural roads. These activities will be based on preliminary studies on rehabilitating and managing hydro-agricultural spaces and river basins, and on a review of available information on rural roads. The information garnered will help relevant actors develop a work plan for each region. It will also help to conduct feasibility studies on priority roads to be rehabilitated, including labor intensive works, working with the communes and PNDP (by providing input to the rural road database) and in consultation with the MINTP.
- **Communal project management** will be enhanced, aiming to build the capacities of communes, to ensure proper procurement procedures, particularly the management of asset use and maintenance.
- **Priority roads and rural paths** will be rehabilitated and maintained, and new roads will be built, which is critical to end the isolation of production basins. This will require the implementation of a priority rural road rehabilitation plan with the relevant communes, based on available data and in direct partnership with MINTP, SODECOTON, and PNDP.
- **Priority rural and hydro-agricultural works** will be undertaken, to ensure that valuable agricultural areas, such as land for rice production, can be expanded, and will facilitate access to water for production purposes. Rural and hydro-agricultural work plans must also be implemented with the communes, in direct partnership with relevant ministries and PNDP.

Thematic Pillar 5: Youth

SITUATION AND MAJOR CHALLENGES

Youth have significant demographic weight and dynamism, and thus are an important social group who will play an essential part in the country's development. In 2015, youth age 15–34 represented 34.7 percent of the total population in the four regions (while those under 15 represented 40.4 percent).⁴ Although young people share many characteristics, such as seeking opportunities, social inclusion, and demonstrating their abilities, they are not a homogeneous group. Key differences are based on age (very young versus less young), residence (urban versus rural), religion (Christian versus Muslim), gender, and training (youth enrolled in the formal training system versus the significant number of marginalized and out-of-school youth). Each of these groups faces specific challenges. Crises, especially in the Far North, affect youth primarily and further complicate the situation. Generally, the poverty rate or indicators of access to employment and youth training are lower in the four regions than the rest of the country. Major challenges include the following:

- The large number of policies and programs dealing with youth, employment, and entrepreneurship complicates coordination efforts and reduces efficiency, including in resource use.
- The existence of spaces for dialogue and numerous youth associations without the capacity to organize and be represented.
- Low youth involvement in local governance and a generational gap, which exacerbates the sense of exclusion among youth.

⁴ INS, State and Population Structures, Demographic Indicators, 2010.

- Worsening juvenile crime, in a context marked by lack of economic opportunities, insecurity, and illicit trafficking, especially in border areas, pre-dating the crises.
- Risk of radicalization and enrollment of vulnerable and out-of-school youth into Boko Haram, for economic reasons, and sometimes because of religious radicalization.
- Lack of technical and vocational training structures; low quality of education, which does not match market needs; lack of job opportunities; and lack and disrepair of technical facilities.
- Lack of information and youth guidance on employment opportunities.
- Precarious employment situations, in a context where informal employment and underemployment is prevalent.
- High poverty levels, leading youth to leave the school system to join the labor market, particularly in rural areas.
- Difficulties for youth to develop rural and urban entrepreneurship activities, due to lack of access to financing, and other reasons.
- The specific marginalization of young girls in community decision making and access to training and employment, reinforced by the sociocultural context.
- Early fertility resulting from the joint effects of early marriage and low use of contraceptives.

PRIORITIES AND EXPECTED OUTCOMES

Although youth is an opportunity factor for recovery and peace consolidation, it is also a risk factor if specific youth-related issues are not effectively addressed. To that end, a holistic approach—that focuses most on the most marginalized youth—combines education, essential skills, vocational training, self-employment, and reproductive health, to improve inclusion. An emphasis must be placed on areas that are most affected by crises and the most marginalized areas in terms of poverty, lack of school enrollment, illiteracy, and unemployment.

In terms of **social inclusion of young persons**, expected outcomes include the following:

- **Improved youth civic engagement** to increase their contribution to their community's operations and ensure their full involvement. First, a review must be conducted of all youth-oriented initiatives and programs to ensure synergies. Youth engagement in communal and village decision-making structures must be promoted by developing and implementing an action plan to that effect. Youth inclusion will also be ensured by reinforcing youth movements and their associations.
- **Increased efforts to fight youth crime and misconduct** to better support young people and facilitate their reinsertion. A youth crime prevention and reinsertion strategy, with an adapted action plan, will be drafted. Host structures must be built and equipped to ensure they are supported.
- **Mechanisms to fight against youth radicalization and enrollment in extremist groups are put in place and operational.** Cultural integration and civic education will

be promoted. Simultaneously, political, cultural, and religious leaders will be sensitized to intercultural and interfaith dialogue, harmonious coexistence, and religious tolerance. Structures to prevent radicalization and fight youth enrollment will be put in place, which includes training young leaders who will act as community relays with their peers. A special emphasis will be on reintegrating former Boko Haram recruits, by developing and implementing a strategy to that end.

Regarding **technical and vocational education and training**, expected outcomes include the following:

- **Youth access to technical and vocational education and training (TVET) is improved, including for young girls, refugees, and internally displaced persons.** Needs will be identified through a TVET review. Infrastructure, such as the vocational training centers, will be strengthened. Access for the most vulnerable youth will receive emphasis. Teachers and communities will need to be sensitized to the importance of training and girls' rights within the school system. Support will be provided to centers located in areas with a high concentration of refugees and internally displaced persons.
- **Access to extracurricular vocational training is reinforced.** Many out-of-school children, who left school due to poverty and other reasons, as well as young refugees and internally displaced persons, lack access to formal vocational training. Thus, short vocational training programs need to be developed outside of school. To that end, dedicated infrastructure that offers training will be built and equipped, similar to youth promotion multipurpose centers.
- **Improved TVET quality,** to ensure market needs are addressed and more youth can find employment. A mapping of valuable education streams will help identify and select priority training programs. On that basis, the jobs repository and curricula will be updated. To ensure quality teaching, teachers and trainers will be trained, and technical facilities will be enhanced.
- **Improved TVET governance.** The primary goal will be to set up regional public-private dialogue platforms to jointly define priority training programs as well as their content, based on the needs of the labor market.

In terms of **employment and entrepreneurship**, expected outcomes include the following:

- **Support to entrepreneurship ensures successful youth insertion, which includes female and marginalized youth.** A mapping of young people with valuable projects will be conducted in the target regions. Entrepreneurship programs will be deployed for youth with limited education and for secondary and higher education graduates. Programs will target rural (see Pillar 4) and urban sectors and will include entrepreneurship training, distribution of installation kits, access to initial financing and credit, and monitoring and coaching. Entrepreneurship support can seek to organize youth in cooperatives, to pool resources, and to ensure information sharing and good practices. To be sustainable, activities require long-term monitoring and access to credit (see Pillar 3). Specific programs will be dedicated to refugees, internally displaced persons, returnees, and the most vulnerable host communities.
- **The academic and vocational counseling system is adapted to the needs of the youth and the labor market.** To address the lack of information on valuable sectors and training opportunities, information-sharing events and the distribution of teaching material

will be organized. Training for professional youth and for employment and insertion counselors will be enhanced. For young girls, the goal will be to counsel them and help them enter sectors where they have traditionally been mostly excluded.

- **An efficient intermediation system between training and the labor market, which ensures a successful youth insertion.** Existing structures will be enhanced, such as branches of the National Youth Observatory, in their activities aimed at centralizing and disseminating information on employment opportunities. Other activities will include organizing labor exchanges and career fairs. Regional public-private dialogue platforms will be mobilized to find insertion opportunities, such as internships and work-study learning schemes.

Annex 3: Costing tables

The costs of all identified RPC priorities have been estimated. They are outlined in table A3.1 and table A3.2. Cost calculations are based on data provided by relevant ministries, drawn from existing official documents (for example, sectoral strategies) or provided by donors and humanitarian agencies. To the extent possible, unit costs and the number of beneficiaries/units were used to disaggregate costs to be able to quickly update the data, if necessary. Project costs were only integrated when they directly addressed an identified priority, and only for the relevant project components. When data were not available, estimates were provided. For activities that extend beyond the five-year plan—notably infrastructure projects—only the share of costs to be disbursed in the five-year period was accounted for. Finally, costs include estimated implementation costs that can vary depending on the selected implementation structure and security conditions on the ground, which can only be assumed at this stage. RPC costs also include the humanitarian costs of crisis interventions.

TABLE A3.1: RPC STRATEGY COSTS, IN CFAF

Thematic Pillar and component/subcomponent	2018	2019	2020	2021–2022	Total
Thematic Pillar 1	24,908,196,750	24,164,950,000	17,413,142,450	21,549,526,275	88,035,815,475
Potential solutions for forced displacement	1,141,265,175	748,388,950	372,663,250	792,278,700	3,054,596,075
Ensure protection	9,995,753,450	8,978,239,175	8,147,169,825	12,364,892,575	39,486,055,025
Promote empowerment and social cohesion	13,771,178,125	14,438,321,875	8,893,309,375	8,392,355,000	45,495,164,375
Thematic Pillar 2	182,045,241,669	193,476,577,330	198,725,222,235	217,582,336,327	791,829,377,559
Local governance and decentralization	1,194,050,000	910,500,000	464,500,000	881,000,000	3,450,050,000
Essential social services	177,245,476,627	186,367,351,452	189,248,175,994	208,378,298,023	761,239,302,094
Education	35,375,236,000	35,339,836,000	35,339,836,000	70,707,932,000	176,762,840,000
Health	89,404,189,829	85,001,071,480	88,512,672,489	81,274,352,777	344,192,286,575
Nutrition	27,426,711,215	27,830,764,389	27,199,987,922	9,201,871,264	91,659,334,789
Water and sanitation	11,640,730,991	13,277,070,991	13,277,070,991	26,554,141,982	64,749,014,955
Social protection	13,398,608,592	24,918,608,592	24,918,608,592	20,640,000,000	83,875,825,775
Access to justice & rule of law	3,605,715,042	6,198,725,878	9,012,546,241	8,323,038,304	27,140,025,465
Thematic Pillar 3	158,002,222,943	167,846,303,721	203,440,844,261	399,784,289,662	929,073,660,587
Infrastructure	153,697,996,943	162,220,496,943	197,360,037,483	388,615,453,884	901,893,985,254
Transportation	87,760,667,508	95,966,917,508	101,035,208,048	195,965,795,014	480,728,588,079
Energy	64,727,329,435	65,043,579,435	95,114,829,435	190,229,658,870	415,115,397,175
ICT	1,210,000,000	1,210,000,000	1,210,000,000	2,420,000,000	6,050,000,000
Private sector support and financial inclusion	4,269,726,000	3,998,529,000	4,453,529,000	9,507,058,000	22,228,842,000
Support to existing businesses & business creation	2,003,000,000	2,318,000,000	2,798,000,000	6,196,000,000	13,315,000,000
Financial inclusion	2,266,726,000	1,680,529,000	1,655,529,000	3,311,058,000	8,913,842,000
Cross-border trade	34,500,000	1,627,277,778	1,627,277,778	1,661,777,778	4,950,833,333
Thematic Pillar 4	188,850,000,000	183,700,000,000	161,700,000,000	308,800,000,000	843,050,000,000
Restart and improve production and agro-pastoral productivity	79,000,000,000	79,000,000,000	59,000,000,000	106,000,000,000	323,000,000,000
Improve the sustainable management of natural resources	26,000,000,000	21,000,000,000	21,000,000,000	41,000,000,000	109,000,000,000
Improve rural infrastructure and end the isolation of production areas	83,850,000,000	83,700,000,000	81,700,000,000	161,800,000,000	411,050,000,000
Thematic Pillar 5	8,741,129,163	9,879,344,163	12,924,009,163	16,930,844,993	48,475,327,482
Social inclusion of young persons	1,595,184,000	1,144,399,000	1,784,064,000	3,284,288,000	7,807,935,000
Technical & vocational training	3,313,906,496	4,852,906,496	7,449,906,496	4,196,812,993	19,813,532,482
Employment & entrepreneurship	3,832,038,667	3,882,038,667	3,690,038,667	9,449,744,000	20,853,860,000
Total	562,546,790,525	579,067,175,213	594,203,218,109	964,646,997,256	2,700,464,181,103

TABLE A3.2: RPC STRATEGY COSTS, IN \$

Thematic Pillar and component/subcomponent	2018	2019	2020	2021–2022	Total
Thematic Pillar 1	43,318,603	42,026,000	30,283,726	37,477,437	153,105,766
Potential solutions for forced displacement	1,984,809	1,301,546	648,110	1,377,876	5,312,341
Ensure protection	17,383,919	15,614,329	14,168,991	21,504,161	68,671,400
Promote empowerment and social cohesion	23,949,875	25,110,125	15,466,625	14,595,400	79,122,025
Thematic Pillar 2	316,600,420	336,481,004	345,609,082	378,404,063	1,377,094,570
Local governance and decentralization	2,076,609	1,583,478	807,826	1,532,174	6,000,087
Essential social services	308,253,003	324,117,133	329,127,263	362,397,040	1,323,894,438
Education	61,522,150	61,460,584	61,460,584	122,970,317	307,413,635
Health	155,485,548	147,827,950	153,935,083	141,346,700	598,595,281
Nutrition	47,698,628	48,401,329	47,304,327	16,003,254	159,407,539
Water and sanitation	20,244,750	23,090,558	23,090,558	46,181,116	112,606,983
Social protection	23,301,928	43,336,711	43,336,711	35,895,652	145,871,001
Access to justice & rule of law	6,270,809	10,780,393	15,673,993	14,474,849	47,200,044
Thematic Pillar 3	274,786,475	291,906,615	353,810,164	695,277,025	1,615,780,279
Infrastructure	267,300,864	282,122,603	343,234,848	675,852,963	1,568,511,279
Transportation	152,627,248	166,898,987	175,713,405	340,810,078	836,049,718
Energy	112,569,269	113,119,269	165,417,095	330,834,189	721,939,821
ICT	2,104,348	2,104,348	2,104,348	4,208,696	10,521,739
Private sector support and financial inclusion	7,425,610	6,953,963	7,745,268	16,534,014	38,658,856
Support to existing businesses & business creation	3,483,478	4,031,304	4,866,087	10,775,652	23,156,522
Financial inclusion	3,942,132	2,922,659	2,879,181	5,758,362	15,502,334
Cross-border trade	60,000	2,830,048	2,830,048	2,890,048	8,610,145
Thematic Pillar 4	328,434,783	319,478,261	281,217,391	537,043,478	1,466,173,913
Restart and improve production and agro-pastoral productivity	137,391,304	137,391,304	102,608,696	184,347,826	561,739,130
Improve the sustainable management of natural resources	45,217,391	36,521,739	36,521,739	71,304,348	189,565,217
Improve rural infrastructure and end the isolation of production areas	145,826,087	145,565,217	142,086,957	281,391,304	714,869,565
Thematic Pillar 5	15,201,964	17,181,468	22,476,538	29,444,948	84,304,917
Social inclusion of young persons	2,774,233	1,990,259	3,102,720	5,711,805	13,579,017
Technical & vocational training	5,763,316	8,439,837	12,956,359	7,298,805	34,458,317
Employment & entrepreneurship	6,664,415	6,751,372	6,417,459	16,434,337	36,302,365
Total	978,342,244	1,007,073,348	1,033,396,901	1,677,646,952	4,696,459,445

Note: Exchange rate: \$1 = CFAF 575.

Annex 4: Strategic framework to monitor RPC results

Table A4.1 shows the strategic framework, which is designed to monitor RPC results, including the expected outcomes and corresponding indicators.

Key principles and arrangements for RPC monitoring and evaluation

This section provides additional details on the institutional monitoring and evaluation arrangements outlined in chapter 4 of this report. This section was drafted with input from government, partners, the Technical Monitoring and Evaluation Committee, and the Research Institute for Development.

EXISTING ARRANGEMENTS AND DATA AVAILABILITY

Several structures are in charge of monitoring and evaluation in Cameroon:

- Technical Monitoring Committee for World Bank and International Monetary Fund economic programs
- CTSE of the Growth and Employment Strategy Document, which monitors implementation through the budget program¹
- National, regional, departmental, and communal monitoring committees, which conduct the physical and financial monitoring of the PIB, across all sources of financing
- The General Services Inspection and ministerial monitoring units

Different data categories are available and regularly collected through various mechanisms:

- The **participatory monitoring**, which is conducted by the technical secretariat of the CTSE, provides yearly participatory assessment reviews.² These reviews provide the framework for the participatory monitoring and evaluation of the GESD. The reviews have four primary objectives: (i) to measure the actual level of resources that are mobilized to implement the GESD, (ii) to assess the effectiveness of programmed operations, (iii) to identify impediments and other obstacles, and (iv) to specify realistic alternative options.
- **Monitoring the physical and financial implementation of the PIB** conducted by monitoring committees at the national, regional, and departmental levels. Under the supervision of the minister in charge of public investments, these committees' mandate is to promote the

¹In addition, the Interministerial Program Assessment Committee meets annually to monitor the implementation of budgeted programs of the various ministries.

²The technical secretariat of the CTSE is the main technical actor of the monitoring and evaluation system of the GESD.

TABLE A4.1: STRATEGIC FRAMEWORK TO MONITOR RPC RESULTS

Strategic outcome	Indicator
Sustainable solutions for forcefully displaced populations developed and put in place	<p>Tangible evidence of sustainable solutions put in place</p> <ul style="list-style-type: none"> • Number of internally displaced persons that have resettled (Source: UNHCR/OCHA) • Percentage of refugees with individual identity documents (Source: UNHCR) • Percentage of refugees and internally displaced persons with access to basic services (disaggregated by type of services: primary health care education; and water, sanitation, and hygiene) (Source: UNHCR/OCHA) • Percentage of refugees and internally displaced persons with access to agricultural land (Source: UNHCR/OCHA)
Improved local governance	<p>Population's perception of local governance</p> <ul style="list-style-type: none"> • Percentage of citizens who are satisfied with the quality of administrative services provided (disaggregated by type of services: municipalities, subprefecture, civil registration) (Source: INS/RPC survey) • Percentage of citizens who are satisfied with the quality of administrative services provided (data collected in communes hosting refugees) (Source: PNDP) <p>Funding for local governance services</p> <ul style="list-style-type: none"> • Commune's PIB execution rate (Source: PNDP) • Percentage of per capita amount of the PIB allocated to the four regions for selected sectors (primary and secondary education, public health, and agriculture); centrally managed and decentralized PIB, compared to national average <p>Performance of local governance services</p> <ul style="list-style-type: none"> • Performance index of the communes, according to the "performance counter" (PNDP) <p>Tangible evidence of the inclusion of refugees</p> <ul style="list-style-type: none"> • Percentage of the communes hosting refugees that have included refugees in the design of local development plans (PNDP) • Extent to which refugees are integrated in community groups, on a scale ranging from significantly to not at all (disaggregated by groups, such as consultation councils, village development committees, cooperatives) (Source: Not reported yet)
Improved essential social service delivery	<p>Actual use of basic services</p> <ul style="list-style-type: none"> • Completion rate in primary education (Source: Ministry of Basic Education Statistical Yearbook) • Percentage of deliveries with skilled attendants (Source: Demographic and Health Survey, MICS, MINSANTE, UNICEF, WHO) • Percentage of the population with access to clean drinking-water and improved sanitation facilities (Source: Ministry of Water and Energy, MICS) • Number of persons with individual identity documents (excluding refugees) (Source: National Civil Registration Bureau) <p>Tangible evidence of improving sanitary conditions</p> <ul style="list-style-type: none"> • Mortality rate (maternal, neonatal, infantile) (Source: Demographic and Health Survey, MICS, MINSANTE, UNICEF, World Health Organization, UNDAF) • Chronic malnutrition rate in children under 5 years of age (Source: MINSANTE, World Food Programme, UNICEF, UNHCR, Demographic and Health Survey, MICS) <p>Population's perception of the justice system and basic services</p> <ul style="list-style-type: none"> • Percentage of citizens, who are satisfied with the quality of the formal justice system per region (Source: INS/RPC Survey) • Percentage of citizens who are satisfied with the quality of basic services provided (disaggregated by type of services: public and private primary schools; public and private health facilities) (Source: INS/RPC survey)

Strategic outcome	Indicator
Economic recovery and improved socioeconomic opportunities and livelihoods	<p>Connection to networks across Cameroon</p> <ul style="list-style-type: none"> • Percentage of roads in fair to good condition (Source: MINTP) • Proportion of households with access to electricity (Source: Ministry of Water and Energy, Telecommunications Regulatory Board [ART]) <p>Tangible evidence of improved socioeconomic opportunities</p> <ul style="list-style-type: none"> • Percentage of respondents with access to business credit in the last 12 months (Source: INS/ECAM4) • Number of youth enrolled in formal technical and professional training institutions (Source: Ministry of Employment and Vocational Training) <p>Tangible evidence of improved rural development</p> <ul style="list-style-type: none"> • Prevalence rate of food insecurity (Source: Emergency Food Security Assessment annual report, Food and Agriculture Organization of the United Nations and World Food Programme) • Percentage of communes reporting increased pressure on land due to the presence of refugees and internally displaced persons (Source: INS/RPC Survey) <p>Perception of livelihoods and socioeconomic opportunities improving</p> <ul style="list-style-type: none"> • Percentage of households that consider themselves to be rich on a well-being scale ranging from rich to very poor (Source: INS/RPC Survey) • Percentage of households considering their standard of living as fairly well to good (disaggregated by region) (Source: INS/RPC Survey)
Improved territorial and human security	<p>Population's perception of their own security</p> <ul style="list-style-type: none"> • Percentage of households considering the current level of security in their locality as good to very good (disaggregated by region) (Source: INS/RPC Survey) • Percentage of citizens who feel safe at home at night (Source: INS/RPC Survey) • Percentage of citizens who consider that security has improved in their locality over the past six months (disaggregated by region) (Source: INS/RPC Survey) <p>Tangible evidence of improved territorial and human security</p> <ul style="list-style-type: none"> • Percentage of communes facing problems of insecurity (Source: INS/RPC Survey) • Number of security incidents by type in the four regions (Source: ACLED) • Percentage of citizens who report the presence of a gendarmerie post and/or a police station in their neighborhood or locality (disaggregated by region) (Source: INS/RPC Survey) • Number of reported incidents between refugees and host communities (Source: Not reported yet)

transparency principle through a participatory approach to public investment management, while integrating performance-based management principles.

- **Data collected by decentralized ministerial services** are reported at the central level by ministerial focus points and also in yearly economic reports produced by regional delegates of MINEPAT.
- **INS surveys and studies**, such as the Cameroon Household Survey (2014 ECAM4), the Multiple Indicators Cluster Survey (2014 MICS 5), the Employment and Informal Sector Survey (2010 EESI), the 2014 Study on the Baseline Situation of Justice and Crime Indicators, and so on.
- **Partner studies and reports.**
- The **Pro-ADP database** developed by the PNDP where communal data are gathered.

KEY PRINCIPLES AND OBJECTIVES OF THE MONITORING FRAMEWORK

The RPC strategy monitoring framework aims to provide an overview of challenges encountered and progress made in implementing the RPC strategy to inform decision making, communicate accomplishments to citizens, and measure their perceptions. It will ensure that an iterative monitoring and evaluation of RPC projects and programs is set up, lessons are drawn, and correctives measures are taken in project and program implementation, if necessary.

The framework will ensure that all stakeholders, especially citizens, can utilize the monitoring system to promote civic engagement and foster dialogue and communication between the state and its citizens, while simultaneously limiting the manipulation of data and misinformation.

The main characteristics of the monitoring framework include the following:

- A flexible and light strategic monitoring framework, with a limited number of indicators, both quantitative and qualitative, based on existing and previously collected data.
- A monitoring system based on the principles of results-based management to be used as a tool to help decision making and planning by producing reliable data and to inform policy and program design and implementation, and ensure rational use of resources. The monitoring system will only work efficiently if it is recognized and used by senior staff as a tool to facilitate decision making and program management.
- Participatory monitoring and evaluation, through joint actions involving national actors and technical and financial partners. This will require the full participation of all actors involved in RPC projects and programs.
- Establishing a communication strategy to ensure that accomplishments are efficiently shared. Findings must be shared and used in a transparent and inclusive manner, to inform political and technical decision making and enhance accountability to citizens.

COMPONENTS OF THE MONITORING FRAMEWORK

Key elements of the monitoring framework include the following:

- Relevant result, impact, and perception indicators are regularly measured during RPC implementation to assess progress over time.
- Baseline data, targets, and data sources for each indicator are specified.
- Data are disaggregated by region.

To the extent possible, and to avoid multiple monitoring frameworks, indicators will be aligned with those of the Sustainable Development Goals (SDGs) and the various strategies, such as the United Nations Development Assistance Framework. Focus groups, organized by the RIDEV in the four regions, can also form the basis for a more qualitative monitoring system to determine if RPC objectives are reached while also providing citizens the opportunity to benefit from an objective accountability process. Other RPC monitoring tools can be used, including the PNDP Pro_ADP database, for routine and administrative monitoring, in addition to the ECAM and INS surveys.

The main monitoring tools will be annual reports, which provide updates on RPC project and program implementation, including progress and major challenges. These reports will help assess progress made and identify learned lessons and good practices. A final evaluation, at the end of the RPC process, will help determine the efficiency, impact, and sustainability of implemented RPC projects and programs.

Annual reports will be produced by the RPC Technical Secretariat, with input from sectoral platforms, based on the GESD's preliminary conclusions. These findings will draw on data collected and analyzed by the GESD, annual reviews of partner programs, results of implemented projects, and findings of the RPC Steering Committee.

A monitoring procedures manual will be developed. It will define indicators for the monitoring framework and formalize approaches and tools to harmonize the methodologies and processes used to collect and disseminate information. The manual will also specify the roles and responsibilities of the main actors in terms of production and/or provision of data and how the data shall be used.

Technical expertise in data collection and analysis will be provided by the deconcentrated ministerial services, the INS, and PIB monitoring committees. Collected data will be complemented by technical and financial partner reports, PNDP's Pro_ADP database, participatory monitoring by GESD, periodic perception surveys, focus groups, and feedback mechanisms for actors. To enhance this data collection and analysis mechanism, specific support from United Nations Volunteers can be considered.

Resources allocated to the four regions will be monitored by an expert from the technical secretariat of the steering committee; a synthesis will be included in the annual report. Similarly, milestones of the mutual accountability framework will be monitored by the expert of the technical secretariat.

PROPOSED INSTITUTIONAL MONITORING AND EVALUATION ARRANGEMENTS

The proposed monitoring-evaluation framework builds on Cameroon's existing monitoring and evaluation structures.

At the **central level**, monitoring and evaluation will be coordinated by the technical secretariat of the GESD, who reports directly to the RPC Steering Committee through semi-annual and annual reports. To this end, it will be important to do the following:

- Link RPC monitoring to GESD monitoring.
- Broaden the mandate of the GESD to include the RPC (for example, include RPC issues not currently addressed in the GESD and disaggregate data for the four RPC regions).
- Provide technical assistance to the GESD.
- Strengthen human and technical capacities of the GESD, which has very few full-time technical staff and does not operate full time. Steps include (i) controlling data quality and reliability; (ii) operationalizing the monitoring and evaluation system to ensure that updated information is produced at different levels (action, program, and sectoral strategies); and (iii) developing working tools (monitoring manual, definition of collection tools, and data reporting and analysis).

- Put in place communication activities to support information sharing, sensitization, and participation and ownership of the RPC by all actors.

At the **regional level**, each regional platform will have a technical monitoring and evaluation group. These technical monitoring and evaluation groups will report directly to the governor and GESD Technical Secretariat. They will meet on a semi-annual basis. They will do an assessment of implemented projects and programs, and monitor and assess activity implementation. This work will inform the planning, programming, and preliminary budgeting of activities at the central level. The structure of these groups will mirror the technical secretariat of the national GESD, taking into consideration the existing institutional landscape in the regions. Deconcentrated services of other ministries will be represented, as directed by MINEPAT's regional delegate. Other bodies and structures will be represented at the regional level, such as the Division for Regional Development, local authorities, and civil society organizations. Participation of technical and financial partners will be considered and can vary depending on the region.

These proposed arrangements will ensure that data are reported and shared from the regional to the central level through a mainstreamed, clear, and simplified process.

The monitoring and evaluation cycle and the institutional arrangements for monitoring and evaluation are illustrated in figures A4.1 and A4.2.

FIGURE A4.1: OVERVIEW OF THE MONITORING AND EVALUATION CYCLE

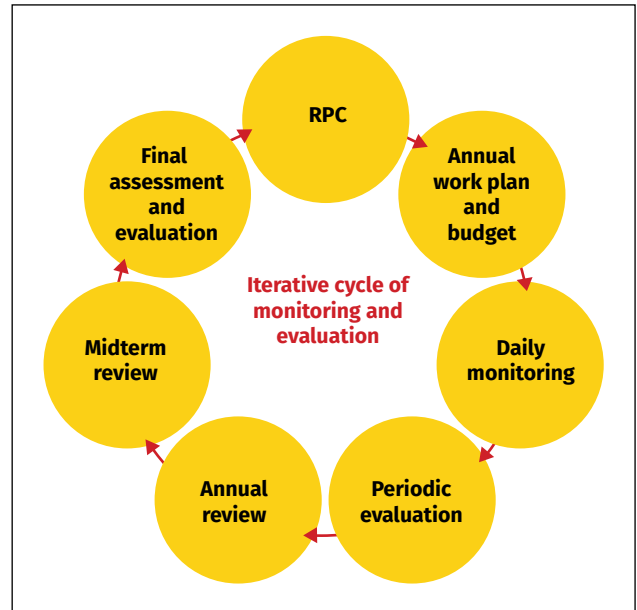
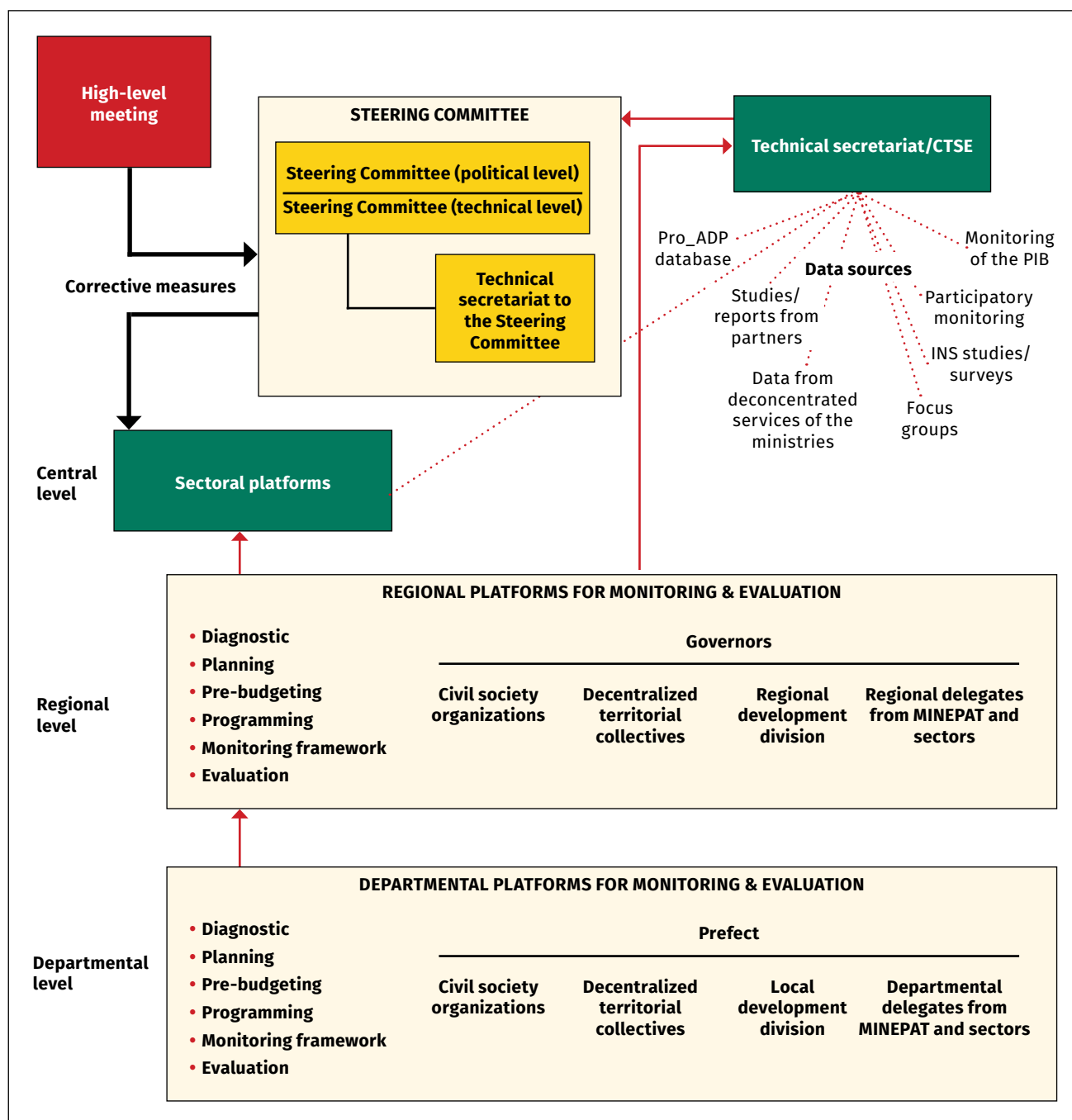


FIGURE A4.2: INSTITUTIONAL ARRANGEMENTS FOR MONITORING AND EVALUATION



Annex 5: Executive summary of the RPC survey by INS

Context

Surrounded by Chad, Nigeria, and the CAR, Cameroon has been confronted since 2014 with security challenges in its northern areas, which include the North, Far North, and Adamawa regions. As attacks by the Boko Haram terrorist sect have multiplied in Nigeria's neighboring countries, so have kidnappings for ransom and cattle thefts, which has created a security challenge. Furthermore, the country faces a humanitarian crisis in the northern and eastern areas (East region) as the number of refugees and internally displaced persons increases because of the sociopolitical crisis in the CAR. This situation has further degraded the living conditions of households, which are already characterized by high levels of monetary poverty and acute vulnerability.

Given these negative shocks and the multiple resulting challenges (such as insecurity, health, loss of activity), the government of Cameroon has sought to collaborate with development partners (World Bank Group, United Nations, European Union) on a RPC targeting the four previously mentioned regions. The RPC exercise entails a series of activities aimed at helping the government assess, plan, and mobilize support to reestablish peace, rebuild conflict-affected areas, and assist vulnerable populations. This includes studies to identify issues and challenges faced by these populations as well as priority actions to be undertaken to improve their daily lives and initiate peacebuilding processes.

Under the RPC, a survey was conducted by the National Statistics Institute with the technical and financial support of the World Bank. The survey aimed to provide quantitative data to help confirm or dispel initial assumptions made by survey teams, including assumptions about community priorities. The survey focuses on two levels: households and communes. The first component is a household survey focused on collecting data on household and individual mobility, household perceptions about their living conditions, security and governance, and development priorities. The communes survey collects data on similar issues, but respondents are municipal authorities, to help compare the opinions of the populations and those of political leaders.

The household survey covered a sample of 1,834 randomly selected households among the 108,000 households who were surveyed as part of the supplemental survey to the fourth Cameroonian Household Survey (ECAM4);¹ conducted from October 2016 to March 2017 by the INS. The survey covered the four relevant regions; in 109 of 122 communes in these regions, a sample of 6–36 households were surveyed, with an average of 15 households in each commune. The final sample includes 1,643 households;² with a 90 percent response rate and results representative across the region. The common survey focused on 114 of the 122 communes of the four regions. The main results of the survey are documented in the following pages.

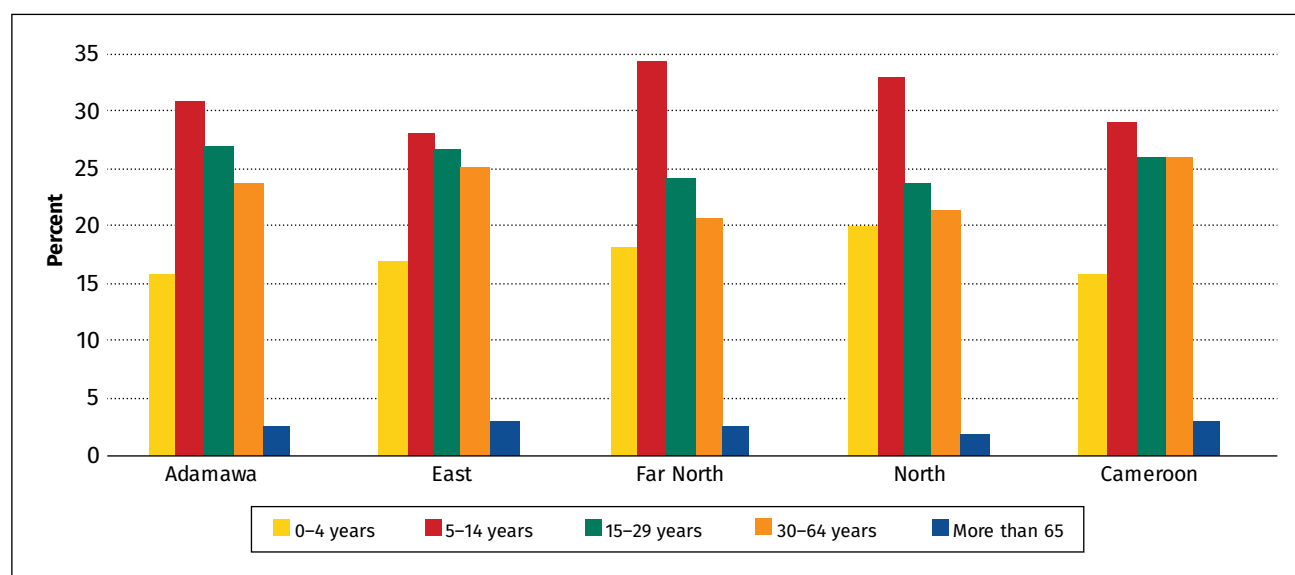
¹By drawing the RPC survey sample as an ECAM4 subsample, both files could be matched to extract their shared sample and use ECAM4 data for RPC.

²The survey was difficult in some areas of the Kolofata, Mora, and Mayo-Moskoto communes.

Socioeconomic profiles of households

The four regions where the recovery and peace consolidation process takes place include more than 41 percent of Cameroon's population (figure A5.1). The Far North region is the most populated (more than 20 percent of the country's population), while the East region is the least populated (less than 4 percent of Cameroon's population). As in the rest of Cameroon, but perhaps even more so, the population in these regions is essentially young (in the North and Far North, 54 percent are younger than 15) and mainly lives in rural areas (85 percent), two factors that create numerous challenges to these regions' development and may exacerbate vulnerabilities. Indeed, a young and fast-growing population requires infrastructure (education, health, social, and so on) and strong dynamics in terms of jobs creation. Unmet expectations in this area can help make offers from terrorist groups more attractive.

FIGURE A5.1: POPULATION STRUCTURE BY AGE

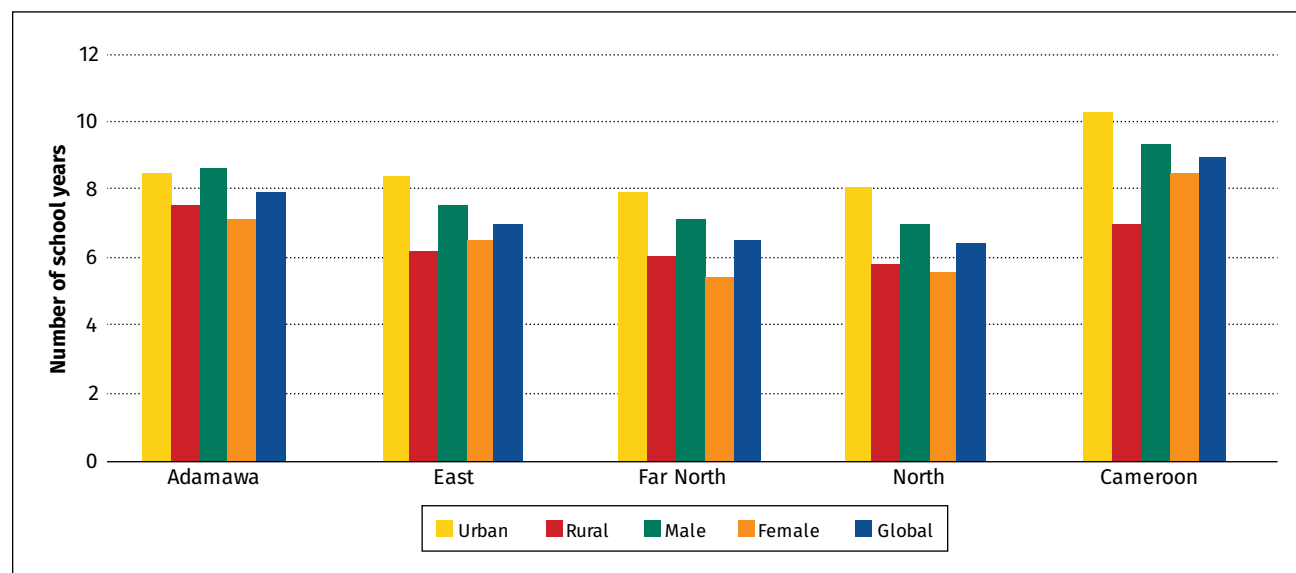


In all regions, social organization is centered around relatively sizable extended households. Households include 6.5 persons on average in the Far North and the North, and 5 persons in Adamawa and the East (for a national average of 5 per household). In general, 90 percent of households are formed by a father, a mother, and their children; and 10 percent include the extended family (parents of the head of household and the spouse, and other relatives).

Education levels, at the core of human capital, are lower compared to other regions. In terms of educational achievement, the over 18 age group is considered first. In this subgroup, 9 school years are completed on average in Cameroon. This number is lowest in the Far North and the North (6.5 years), reaching 7 years in the East and 8 years in Adamawa. As far as literacy rates, in Cameroon, more than 7 out of 10 people over the age of 15 know how to read and write a simple sentence. Although the East region is at the same level as the national average, only 1 out of 3 people (over the age of 15) can read and write a simple sentence in the Far North, 4 out of 10 in the North, and 1 out of 2 in Adamawa. In addition, not only is the human capital stock low in these regions, and even more so in the North and Far North, the current schooling situation is not likely to help them catch-up with other regions. At the national level, and excluding these four regions, the school enrollment ratio for children age 5–11 reaches over 70 percent; it is lowest in the North-West region

(over 80 percent) and as high as 95 percent or greater in the city of Douala. This rate is less than 50 percent in the North and Far North, and reaching only 51 percent in Adamawa (figure A5.2).

FIGURE A5.2: AVERAGE NUMBER OF SCHOOL YEARS FOR THE 18 AND OLDER AGE GROUP



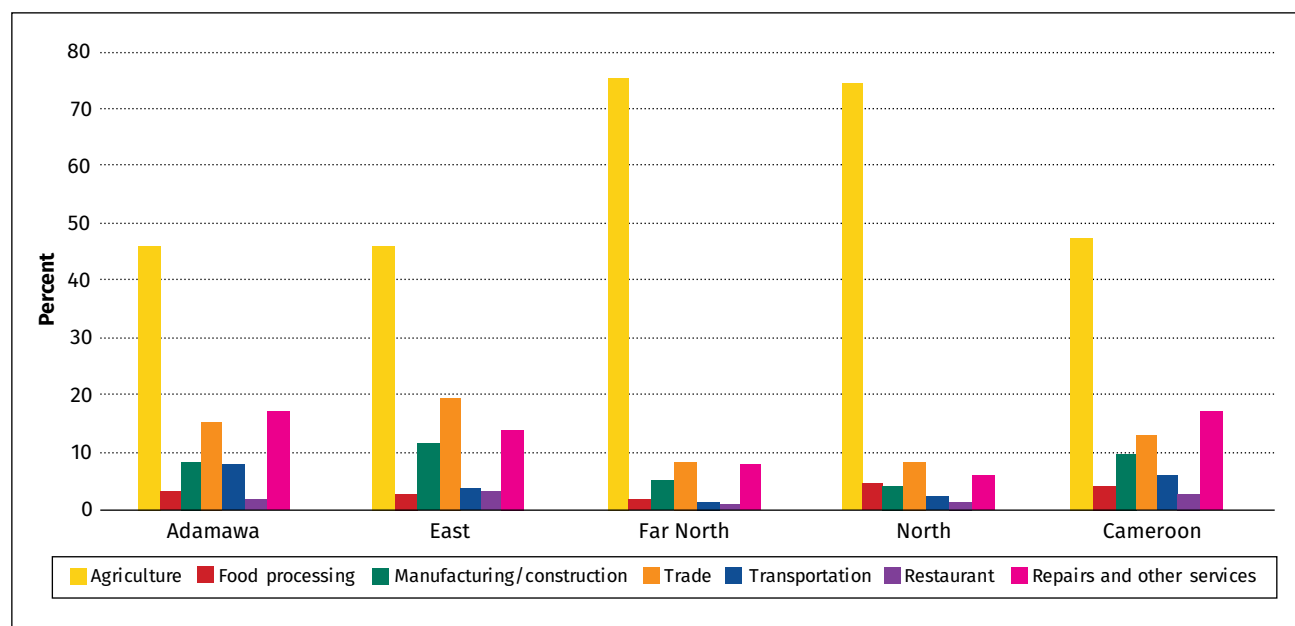
Given this combination of low human capital level and the fact that this population mostly lives in rural areas, it is not surprising that most jobs are in the agricultural sector. During the first six months of 2017 in Cameroon, three out of five working-age people (age 15–64) were present in the labor market either because they were employed or were seeking employment. Labor market participation is also lowest in the Far North (only 4 out of 10 are in the labor market), while it is the same as the national average in the other three regions. This underscores potential vulnerabilities of the population of the Far North. Given that a significant proportion are absent from both the schooling system and the labor market, they may become discouraged and then turn to illicit or even illegal activities. In terms of employment, around 7 out of 10 live in an agricultural household. However, this overall trend hides a slight disparity in terms of sources of household income. Indeed, activities in Adamawa and the East appear to be more diverse, where agricultural households are much less frequent, less than 50 percent. In these two regions, trade and services are much more frequent, indicating the presence of more opportunities (figure A5.3).

Population movement and refugees

The situation of refugees is difficult to assess based on a household survey using the type of sample size as the RPC survey. Indeed, refugees can be concentrated in camps or too few of them exist in the general population to survey and draw relevant conclusions. Also, some refugees who are integrated into the population may be reluctant to identify themselves as such. Nevertheless, the household survey contained questions to at least capture internally displaced persons and the common survey contained overall questions related to refugees.

According to commune leaders, the refugee phenomenon is substantial. Indeed, over half of all communes (54 percent) in the four regions have hosted refugees since January 2014. The largest numbers are reported in the East and Adamawa regions, respectively, 68 percent and 62 percent of

FIGURE A5.3: MAIN HOUSEHOLD ACTIVITIES



their communes. This situation is due to the arrival of resettlement action plans along the border with the CAR because of the crisis in that country. Furthermore, roughly 7 out of 10 communal authorities report that refugees mostly live among the population.

In addition to this phenomenon, it appears that the issue of mobility applies more to individuals within a household than to entire households. Since 2014, 12 percent of households have seen at least one of their members leave, the highest percentage being in the East region (21 percent). It is also worth noting that on average, 25 percent of the household relocates, which is relatively significant. Compared to household relocation, the percentage of households who report at least one arrival is lower, as is the average number of arriving individuals. In other words, the four regions appear to be less attractive for populations who tend to seek opportunities elsewhere (figure A5.4).

Individual mobility seems to be more driven by family and economic reasons than by insecurity and violence. In the Far North and the North, joining family is the main motivation for relocation, before job search or schooling. The importance of issues related to job searches or schooling underscores again the importance of issues related to opportunities available to the population (see figures A5.5, A5.6, and A5.7).

Access to basic infrastructure

Access to infrastructure such as roads and electricity improves comfort levels and quality of life and helps reduce poverty. A good road network facilitates access to markets, thus creating opportunities for income-generating activities. A good road network also facilitates access to other infrastructure (school, health centers, and so on), thus helping to improve human capital. In addition, a solid road network also reduces transaction costs and increases access to many products. Electricity ensures access to several commodities (phone, TV, refrigerator, and so on), has a positive influence on school performance, and facilitates the creation of income-generating activities. On the other hand, limited

FIGURE A5.4: HOUSEHOLDS WHERE AT LEAST ONE MEMBER RELOCATED AND AVERAGE NUMBER OF HOUSEHOLD MEMBERS CHANGING RESIDENCE SINCE 2014

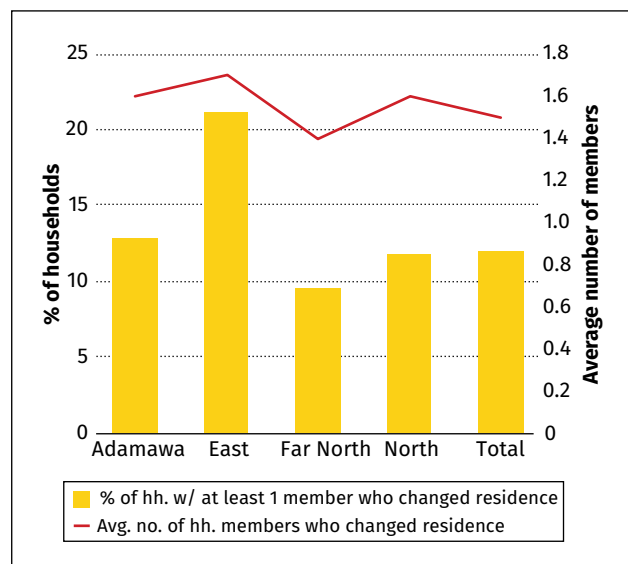


FIGURE A5.5: REASONS FOR RELOCATING

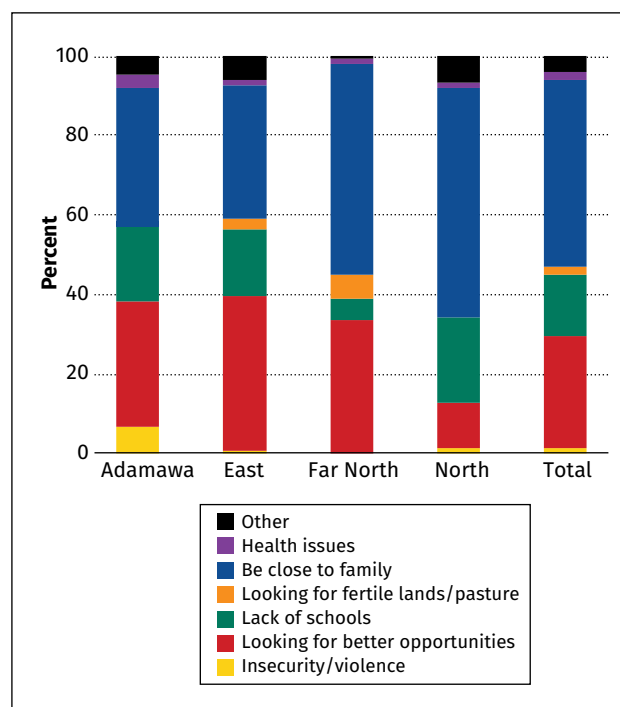


FIGURE A5.6: HOUSEHOLDS WITH AT LEAST ONE ARRIVAL AND AVERAGE NUMBER OF ARRIVALS SINCE 2014

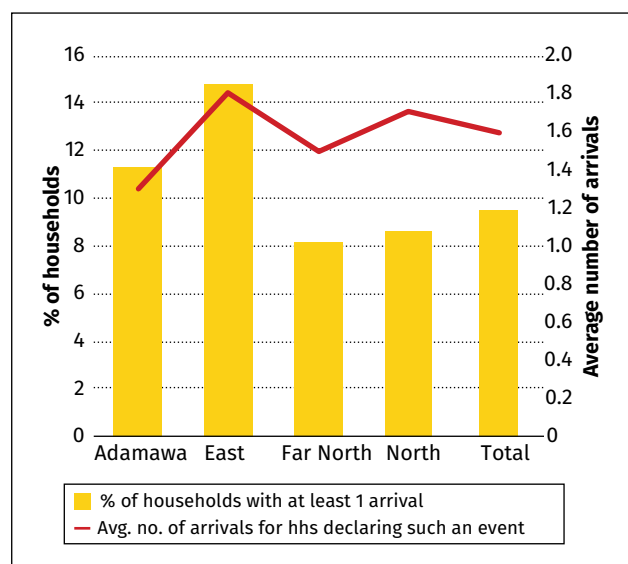
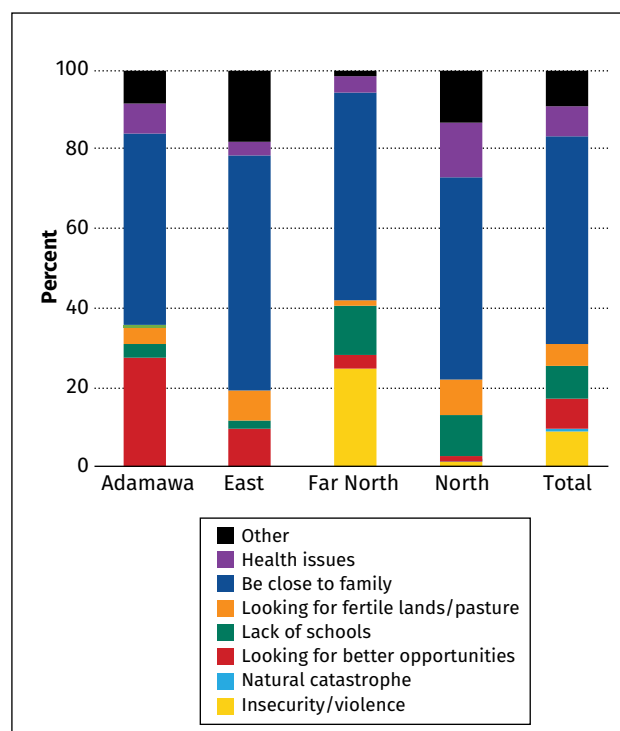


FIGURE A5.7: REASONS FOR JOINING THE HOUSEHOLD



or weak access to such infrastructure not only reduces access to the above-mentioned services and opportunities, it also isolates populations from their government, potentially creating lawless areas.

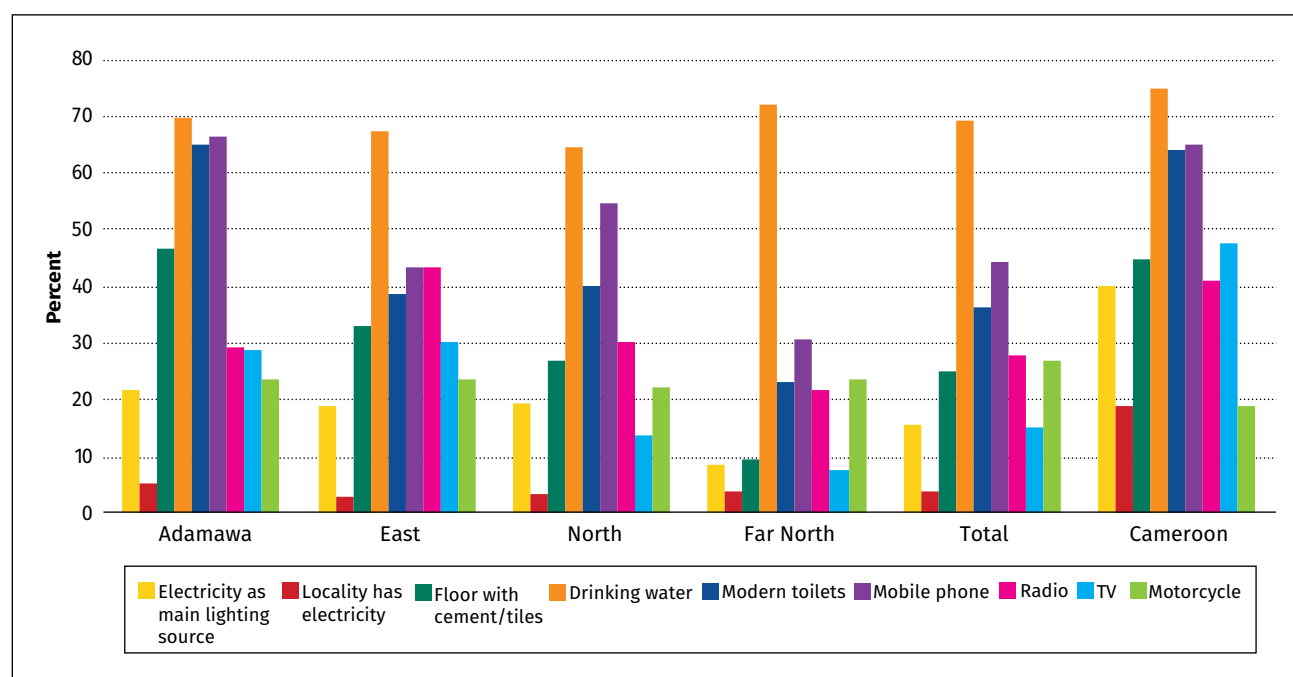
In terms of access to infrastructure, the four relevant regions fall far behind the national average. Roads may be the most fundamental of all infrastructure because they provide access to many other types of infrastructure. In the four regions under study, the nearest paved road is located at an average of 22 kilometers (km); at the national level, the nearest paved road is at half that distance. A household must travel at least 6 km to reach the nearest bus station, versus an average of less than 5 km nationally. In this context, to access most infrastructure, most households have no other choice but to walk to reach them. However, motorcycles are also frequently used to travel, particularly in the North region where, in most households, school age children use them to attend school. Trends for education and health infrastructure are similar, except for public primary schools and integrated health centers, two types of infrastructure where the four regions have roughly equal access. Finally, for remaining infrastructure, while the national average distance between households and public street lights is 7 km, it is over 32 km and 23 km in Adamawa and the East, respectively, giving the population little access to electricity, unless significant investments are made in alternative power sources (solar, generator). The nearest police/gendarmerie station is located at around 11 km versus less than 7 km nationally, further isolating communities from their government (table A5.1).

TABLE A5.1: AVERAGE DISTANCE (KM) TO THE NEAREST INFRASTRUCTURE

Infrastructure	Adamawa	East	Far North	North	Overall	Cameroon
Public nursery school	7.7	3.0	6.0	7.9	6.5	3.2
Public primary school	1.4	2.3	1.5	1.6	1.6	1.4
Public secondary school	7.0	8.8	5.2	7.4	6.4	4.2
District hospital	22.1	14.7	12.4	21.6	16.7	9.6
Integrated health center	7.4	3.9	4.2	4.8	4.9	3.2
Food market	2.3	3.9	2.4	2.1	2.5	2.6
Bus station	7.6	5.9	6.8	4.5	6.3	4.8
Paved road	24.4	36.0	15.1	26.9	22.0	10.1
Police station	11.5	12.8	8.8	12.4	10.6	6.6
Public street light	32.4	23.4	10.0	19.9	17.8	7.1

Living conditions of households

Reflecting upon the findings of previous analyses, living conditions are worse in the four regions because they have less human capital and certainly fewer opportunities given their limited access to infrastructure. The housing situation, and the lack of availability of public utilities such as water and electricity, are significant elements in measuring household living standards. Figure A5.8 shows a mixed housing situation. In Adamawa and the North, houses are built with solid materials at a much higher rate than the national average, but in the East and Far North, houses are less solidly built compared to the national average. In general housing facilities are not conducive for proper hygiene. Instead of toilets, latrines or a hole in the ground are most frequently used.

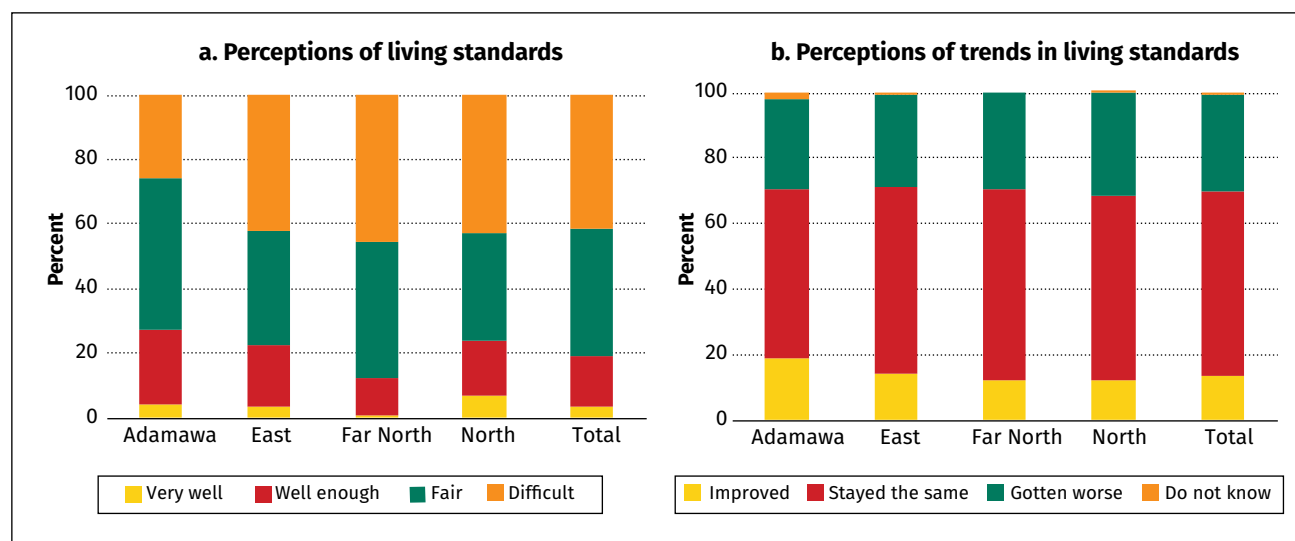
FIGURE A5.8: HOUSING CHARACTERISTICS, ACCESS TO ESSENTIAL SERVICES AND DURABLE GOODS

Only 28 percent of Cameroonian households use hygienic toilets, that is, a toilet that flushes water or a cement-covered latrine; the percentage falls to 8 percent in the North and Far North and less than 11 percent in Adamawa. Used water disposal is weak in Cameroon (except perhaps in the two large cities of Douala and Yaoundé); household waste disposal is rare and is only available to a third of Cameroonian households. Moreover, in each of the four regions, it is only available to 20 percent of households.

While access to drinking water is good on average, households still find it difficult to obtain electricity and more power sources. Practically 7 out of 10 households have access to drinking water; one out of two in the North and close to two out of three in the East and Far North. Access to electricity is very limited, with only 16 percent of households in the four regions using electricity, versus a national average of 40 percent. Access to electricity is weakest in the Far North, reaching only 9 percent of households. In addition, the main source of energy for cooking is wood or coal, both of which are harmful to health. Clean energy sources, such as gas and electricity, are only used by 25 percent of the country's households, but almost never in the North and Far North, less than 7 percent in the East and close to 20 percent in Adamawa.

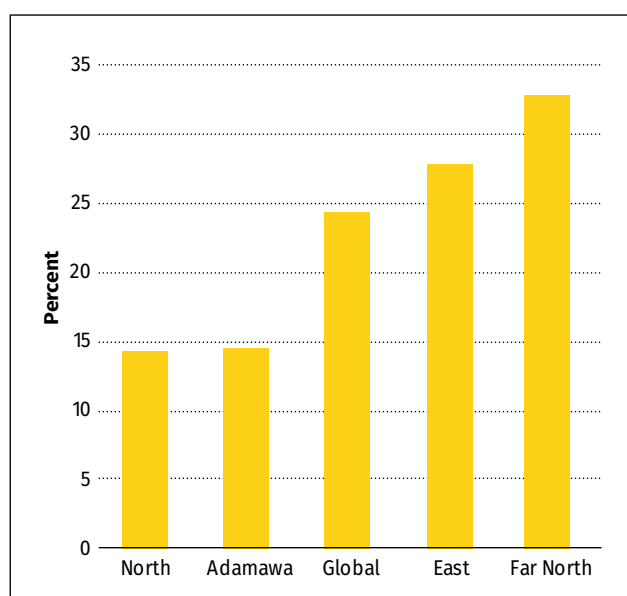
Household perceptions about their living standards and vulnerability

It is not surprising that the populations of these regions feel poor. The survey captured household perceptions about their living conditions given their financial and material resources and living standard trends in the past 12 months. As such, to the question "How do you view your living standard?" less than 20 percent had a positive response. Less than 25 percent gave the same answer in all four regions, with more than 8 out of 10 households describing themselves as "poor" or "very poor." This situation is compounded by the fact that during the past year, the majority felt that their situation remained the same (57 percent) or worsened (30 percent) (figure A5.9). Although this opinion is

FIGURE A5.9: PERCEIVED LIVING STANDARDS AND TRENDS IN THE PAST 12 MONTHS

subjective, it does not overstate their reality. As a reminder, based on the 2014 poverty assessment, using objective monetary indicators, three out of four persons in the Far North, two out of three in the North, and half the Adamawa population were found to be “poor.” In addition, based on 2014 observations, this trend had worsened since the previous assessment in 2007. Thus, the results of this light survey confirm previous surveys, showing that poverty is spreading, for reasons that may include issues related to Boko Haram.

Household vulnerability is also felt through food insecurity. Insecurity in affected regions can lead

FIGURE A5.10: PERCENTAGE OF HOUSEHOLDS WHERE AT LEAST ONE MEMBER WAS HUNGRY DURING THE PAST 30 DAYS FOR LACK OF MONEY OR RESOURCES

populations to pursue their economic activities less regularly or even abandon them for a while. Having thus lost this income, already poor households become even poorer. During the 30 days that preceded the survey, more than one out of five households took in at least one person who was hungry due to lack of money or resources. This situation is more acute in the East region (27 percent) and in the Far North (32 percent) (figure A5.10). Given the lack of structures to support populations in shock, residents can only rely on themselves. Therefore, households undertake a set of combined actions to address their hardships. The most frequent action is eating fewer daily meals (90 percent), followed by eating less food during meals (87 percent), and then fewer adult rations in order to feed children (67 percent). Households also borrow food or money, or sell some of their belongings. Clearly, households use defensive strategies. If people are hungry, but lack any solutions, they will give up meals and become even hungrier. They will continue to try and pursue their activities, sometimes to the point of becoming physically vulnerable. Improving their situation requires one or several external interventions, such as emergency assistance or social safety nets.

Household perceptions of safety in their community

In addition to economic issues faced by populations in the relevant areas, there is also the issue of insecurity. During the survey, households were asked about governance, peace, and security in their community. Households were asked about the existence and management of self-defense groups, the presence and support for the work of law enforcement forces, and their assessment of security levels in their communities.

Survey responses revealed that there is more insecurity at night than during the day. In the four regions, 4 out of 10 households do not feel entirely safe outside of their home during the day. In fact, 1 out of 10 households reported that they did not feel safe at all, and 3 out of 10 feel moderately safe. This lack of safety worsens at night and more than half of households do not feel entirely safe at night. Twenty percent do not feel safe and 38 percent indicated that the security situation is barely tolerable.

This finding could be due to the lack of law enforcement in their communities. In fact, 8 out of 10 households report the absence of any police station in their area, and 8 out of 10 report the absence of any gendarmerie station. In the North region, this scenario exists for more than 9 out of 10 households. The vacuum created by the lack of conventional law enforcement services is filled by numerous self-defense groups; more than 7 out of 10 households live close to one of these groups (table A5.2). Self-defense groups can, for a while, help supplement conventional law

TABLE A5.2: EXISTENCE OF SECURITY GROUPS

Survey area	Yes	No	Does not know	Total
Existence of a police station in your neighborhood or city				
Adamawa	19.9	72.0	8.1	100.0
East	18.1	77.2	4.6	100.0
Far North	23.4	76.0	0.6	100.0
North	6.3	93.6	0.1	100.0
Overall	17.4	80.6	2.0	100.0
Existence of a gendarmerie station/brigade in your neighborhood or city				
Adamawa	27.0	65.4	7.6	100.0
East	24.7	70.5	4.9	100.0
Far North	21.4	77.4	1.2	100.0
North	6.5	93.3	0.2	100.0
Overall	18.3	79.5	2.2	100.0
Existence of self-defense groups				
Adamawa	40.1	45.5	14.4	100.0
East	58.0	29.9	12.1	100.0
Far North	85.0	12.9	2.1	100.0
North	69.7	23.7	6.6	100.0
Overall	71.1	22.6	6.3	100.0

enforcement; however, abuses can occur without proper supervision of these groups. Thus, while their presence can be helpful, these groups are not a replacement for adequate and properly trained law enforcement.

Household priorities to improve the economic situation

To improve their situation, households prioritize emergency assistance over addressing structural issues. For one third of households, emergency food assistance is required. Emergency food assistance is most frequently requested in the Far North and North regions, by 46 and 31 percent of households, respectively. These two regions, which are most targeted by terrorist attacks, are also the poorest structurally. Beyond emergency assistance, populations want to plan for the long term, by measures such as gaining better access to credit to invest in income-generating activities. Similarly, households are requesting agricultural land management and the provision of seeds and agricultural equipment. Therefore, a clear rationale for household requests appear to exist. There is a need to address short-term food issues and eliminate constraints on the various markets (credit, agricultural inputs, agricultural equipment) to create more productive employment opportunities or increase the productivity of the employment opportunities that are available. Finally, 10 percent of households seek assistance to rebuild their homes and want more access to drinking water (table A5.3).

TABLE A5.3: PRIORITY ACTIONS TO IMPROVE THE SITUATION OF HOUSEHOLDS AND THEIR TOWN

Priority	Adamawa	East	Far North	North	Overall
Main priority to improve the situation of the household					
Provide food assistance	9.7	7.0	45.9	31.5	32.2
Provide assistance or credit to create own business	21.0	21.3	10.7	13.0	14.0
Provide assistance to build house	15.3	19.9	8.0	8.5	10.5
Facilitate access to water (wells, boreholes, dams)	10.7	7.9	6.0	18.0	10.4
Priority actions to improve the situation of the town					
Agricultural land use planning	12.5	3.2	12.8	27.6	16.0
Facilitate access to water (wells, boreholes, dams)	4.9	4.5	17.6	16.1	13.9
Provide seeds and other agricultural inputs	7.3	11.8	9.4	17.0	11.6
Provide agricultural equipment (tractors, plows)	15.7	7.4	13.5	5.7	10.9

Priorities of commune leaders to improve the economic situation and governance

The perspective of commune leaders does not always match the views of the populations, but there is some complementarity. Communal authorities prioritize long-term aid, without emphasizing the emergency situation. As such, these authorities do not recognize food assistance as a priority. They also work with households to generate income generating activities. Improving agricultural lands is also a priority for authorities, as well as providing access to road infrastructure and markets, which can be used not only for self-consumption but also for sales.

Finally, in terms of governance, communal leaders insist on improving access to essential services in their communities, given the lack of these services. In order of importance, communal leaders want to pursue the following priority actions: (i) provide essential education services to the population; (ii) provide health services to the population; (iii) provide access to drinking water; (iv) create professional training centers; and (v) provide access to electricity (table A5.4).

TABLE A5.4: PRIORITY ACTIONS TO IMPROVE THE ECONOMIC SITUATION AND GOVERNANCE

Priority	Adamawa	East	Far North	North	Overall
Priority to improve the economic situation					
Agricultural land use planning	4.8	16	19.1	4.8	13.2
Provide seeds and other agricultural inputs	14.3	12	6.4	9.5	9.6
Provide agricultural equipment (tractors, plows)	9.5	12	4.3	9.5	7.9
Create or reopen markets to sell products	23.8	16	4.3	4.8	10.5
Create or reopen/repair roads to help sell products	9.5	12	12.8	14.3	12.3
Improve governance					
Provide essential education services to the population	4.8	36.0	19.1	14.3	19.3
Provide health services to the population	28.6	4.0	6.4	9.5	10.5
Create professional training centers	28.6	4.0	2.1	4.8	7.9
Provide access to drinking water	4.8	4.0	17.0	4.8	9.6
Provide access to electricity	14.3	4.0	2.1	0.0	4.4

Annex 6: Findings of qualitative community survey

This annex presents the main findings of the qualitative community survey that was carried out to support the Recovery and Peace Consolidation Assessment in October 2017 in the Far North, North, Adamawa, and East regions. The survey was conducted by the Research Institute for Development (RIDEV) and financed by the World Bank Group State and Peacebuilding Fund.

Introduction

Boko Haram's abuses in Nigeria's North-East have spread to Cameroon's Far North since 2013, leading to a significant security and humanitarian crisis. Also, due to the deteriorating security situation in the CAR, a massive number of refugees fled to Cameroon's East, Adamawa, and North regions. This is occurring in a context in which Cameroon also faces numerous development challenges.

To offer efficient and sustainable responses, the government of Cameroon, through the MINEPAT, sought the support of the European Union, the United Nations, and the World Bank to conduct an RPC assessment. This process will help highlight synergies and linkages that exist across various development and humanitarian plans and programs.

To that end, the World Bank hired the NGO RIDEV to conduct focus group studies in the four regions most affected by the crises. This qualitative survey report complements other surveys and studies commissioned by the RPC team from other institutions, such as the National Institute for Statistics.

Methodology

The goal of the qualitative study was to “ensure that community perceptions are heard” on the causes of the security situation, as well as challenges and priorities for recovery and peace consolidation in Cameroon. The survey reached 1,300 persons, organized in 138 focus groups across the four regions, in April and May 2017 (table A6.1). The consultative and participatory focus group process increases the probability that decisions will have the support of communities, which is important to ensure ownership of resulting actions.

TABLE A6.1: FOCUS GROUP LOCALITIES AND NUMBERS

Region	No. of localities	No. of focus groups
East	29	40
Adamawa	22	40
North	18	30
Far North	24	28
Total	93	138

Localities were initially selected for data collection based on their geographical location and the level of impact of the security and humanitarian crisis; as such, RIDEV prioritized localities in areas most affected by the crises, based on RPC issues, including those that hosted refugees. A second group of localities was then selected based on the dominant local socioeconomic and cultural context. Regional capitals and cities were chosen because they play a significant role in population movements and economic activities. In each surveyed locality, focus groups were held in at least two neighborhoods.

RIDEV used its national civil society organization network to organize focus groups; focus group participants were voluntarily recruited, while ensuring a gender balance among them. To the extent possible, focus groups included a maximum of 12 participants, to ensure in-depth discussions in a safe environment. Focus groups were complemented by direct observations by interviewers, who had been trained to that end. Lack of security, and at times lack of access due to restrictions imposed by administrative authorities, prevented RIDEV from reaching all localities that were initially proposed for focus groups.

Population perceptions about the five RPC pillars, as expressed by the communities

Well before Boko Haram attacks spread across Cameroon and the new crisis in the CAR, the situation of the four RPC regions was already precarious. For instance, in the Far North, only 14 percent of the population had access to adequate hygiene and sanitation infrastructure, and 45 percent lacked access to drinking water. According to the Fourth Cameroonian Household Survey Report (ECAM4), published in 2015 by the INS, “the poverty situation in the North and Far North regions is particularly troubling. In 2001, 25 percent of the country’s population and a third of the country’s poor lived in these two regions. In 2014, 30 percent of the population and 60 percent of the poor lived there.” Overall, poverty is spreading in all four regions, where there is a significant lack of essential social services (with the lowest school enrollment ratios, Adamawa, the North, and the Far North are deemed Priority Education Zones), as well as the lack of an operational and well-maintained road network.

All four regions share at least two borders with a country that is fragile and/or unstable or is in conflict; they are all directly or indirectly affected by crises in Nigeria and the CAR. However, these crises affect each region in varying degrees. The East is mainly or exclusively affected by the crisis in the CAR, whereas the Far North is affected by that in Nigeria. The “buffer” zones of the North and Adamawa are inevitably affected by both crises. Computerized processing of the qualitative data shows more significant correlations or similarities between the Far North and the North (72 percent correlation) on the one hand, and between Adamawa and the East (60 percent correlation) on the other (table A6.2).

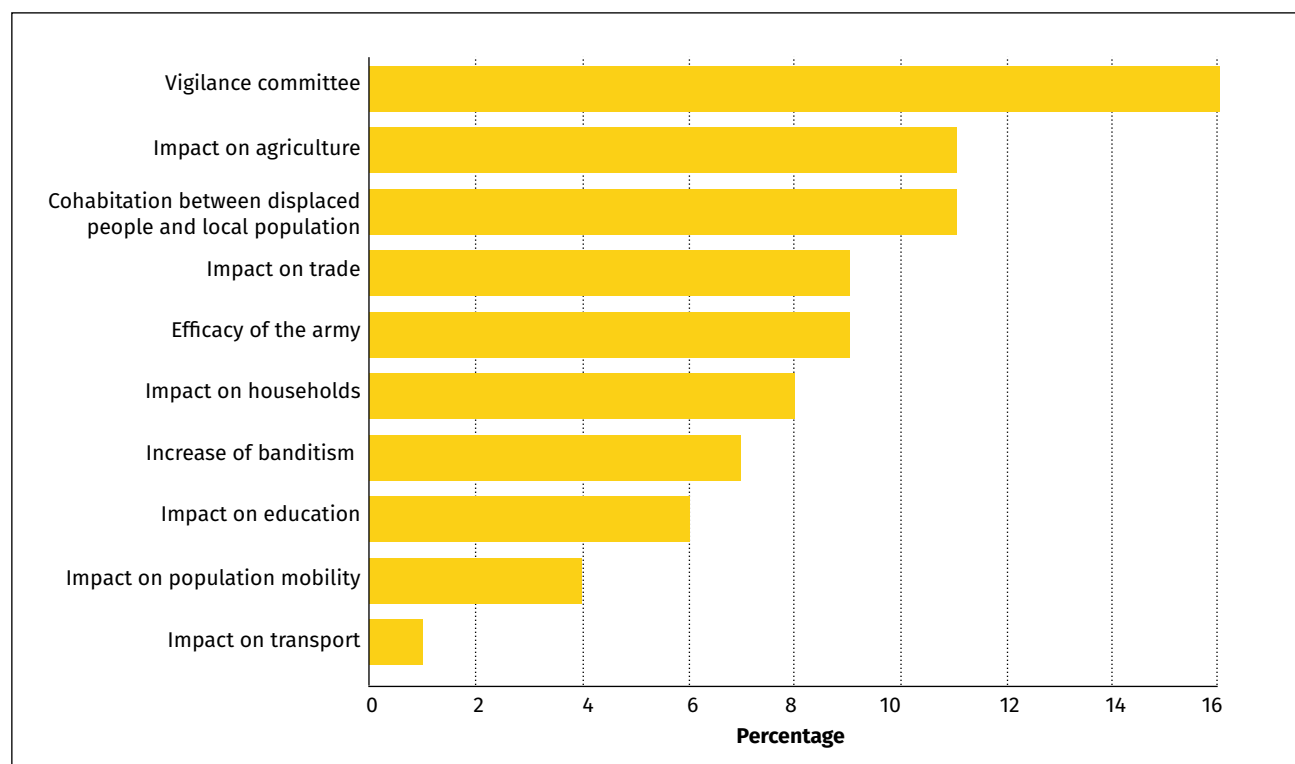
TABLE A6.2: CORRELATIONS AMONG THE REGIONS (%)

	Adamawa	East	Far North	North
Adamawa	100			
East	60	100		
Far North	65	48	100	
North	46	57	72	100

IMPACT OF THE SECURITY CRISIS

Contrary to the East and Adamawa regions, where refugees are seen as causing insecurity, in the Far North, they are perceived by host communities more as privileged individuals benefiting from humanitarian assistance. In addition, as indicated in figure A6.1, focus groups have shown that, in all four regions, populations are greatly interested in vigilance committees. Data analysis also shows that discussions on the security crisis mainly address issues related to how the displaced and host communities coexist, as well as the impact of the crisis on agriculture. To a varying degree, populations in all four regions complain about slower economic activities.

In the East, host populations complain about the increase in theft and assault resulting from the arrival of Central African refugees, who are seen as “a problem.” Host communities do not help them

FIGURE A6.1: PERCENTAGE DISTRIBUTION OF WORDS RELATED TO THE IMPACT OF THE SECURITY CRISIS

integrate. In addition, in some localities, the size of the refugee population is larger than that of host communities, which creates a feeling of insecurity among the host communities. Indeed, the arrival of refugees has, in some places, tripled the population size, which puts enormous pressure on available resources, including food, thus creating significant food insecurity in the East. However, the growing number of criminal acts is probably due in great part to the porousness of the borders with the CAR, enabled by a lack of protection by law enforcement services and the corruption of some of their agents. Meanwhile, refugees have a different perception than host communities: they feel marginalized and segregated, viewed as inferior human beings to be used for agricultural and housework. Refugees tend to be confined, because their movements are subject to racketeering by law enforcement services at check points. They complain about not receiving enough protection to carry out economic activities.

For Adamawa populations, the security crisis is due in part to instability in the CAR, as well as refugees from Nigeria (who live in camps and villages). Adamawa also hosts internally displaced persons who have fled Boko Haram in the Far North, and some villages are indeed mostly populated by internally displaced persons. Coexistence among displaced populations and host communities can be complicated. In some places, traditional authorities complain that the displaced have little regard for their authority. On the other hand, refugees face significant challenges, including accessing essential social services such as health, education, and water. They complain about difficulties with the police during inspections by security forces. It is worth noting that, prior to the crisis, the Adamawa region was confronted with widespread crime, including highway robberies. Today, urban crime is on the rise again in Adamawa. The population also highlights the violent and brutal reprisals for perceived treason to armed forces.

Having been affected by both the CAR crisis and the Boko Haram crisis, there was already a lack of security in the North of Cameroon, such as kidnapping/ransoming of family members of livestock farmers, theft of cattle, and conflicts between agricultural and livestock farmers. The security crisis has mainly led to an increase in theft of cattle and crime. In the North, refugees come from both the CAR and Nigeria, which, according to the communities, significantly affects security in the region, even if there are fewer refugees than in the other regions. However, many refugees in the North region who had fled armed conflicts in Chad a few years ago remain at the Langui camp. In addition, populations complain about the impacts of insecurity on trade, as commercial flows have slowed and prices have surged.

Populations in the Far North unanimously point to Boko Haram as the main cause of insecurity, with direct impacts, including through frequent terrorist attacks. The population lives in constant fear of suicide attacks. By recruiting accomplices within villages to carry out its crimes, Boko Haram fuels this insecurity. Three broad areas seem to be affected the security and humanitarian crisis in the Far North: the Mayo-Sava, the epicenter of the Boko Haram crisis; the Mayo Tsanaga and the Logone and Chari, where attacks occur regularly; and the Mayo Kani and Mayo Danay departments, where Boko Haram is not very active. There is a significant number of both Nigerian refugees and internally displaced persons in the Far North. However, despite the overall insecurity, Far North populations have shown a great resiliency and continue to lead “almost normal” lives. Refugees mostly live in camps, which tends to limit their interactions with host communities. However, an increasing number of refugees from the Minawao camp (the main refugee camp in the Far North) try to escape because of their difficult living conditions, seeking better options in urban areas. Some refugees and internally displaced persons return home. Several long-standing community conflicts further fuel insecurity, with clashes between Choa and Kotoko Arabs on the one hand, and the Mousgoum/Massa and Kotoko on the other hand; and simmering tensions sometimes escalating to violent conflict between livestock and agricultural farmers competing for access to resources.

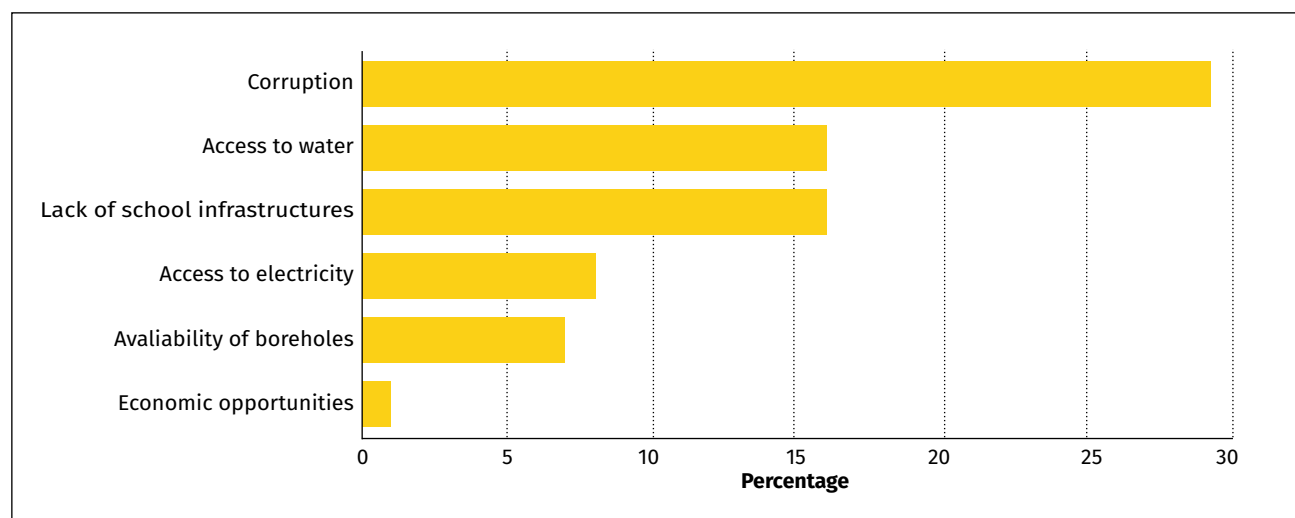
GOVERNANCE

In the four survey regions, populations point to pervasive corruption, which affects communities even in the most remote areas. All surveyed populations denounce this corruption within several public administrations, including security forces, especially the police and the gendarmes. This may be due to the fact that in many remote villages, most, if not all, of the public servants who deal directly with the communities are members of security forces. In addition, because government responses are seen as insufficient and inadequate compared to the immense needs of communities, they are perceived poorly by the communities (figure A6.2).

For many years, populations were used to administrative methods that put authorities in power while maintaining severely limited and distant contact with communities on the ground. This colonial-style method of governance relies on promoting citizen passivity and blind obedience to authority. This type of management style has severely separated stakeholders, which prevents populations from understanding not just the government’s development policy, but also constraints and challenges faced by the government. Therefore, populations voice little support for public policies because they do not always understand the logic behind such measures. In addition, the administration is seen by many actors as arrogant and condescending.

Access to essential social services, including education, water, and health care remains, limited, mostly due to a lack of infrastructure and personnel. In addition, many construction works that were initiated have not been completed and were abandoned. Local and endogenous development

FIGURE A6.2: PERCENTAGE DISTRIBUTION OF WORDS RELATED TO GOVERNANCE



dynamics remain embryonic. Active citizenship must therefore be promoted and encouraged to increase accountability. The population has adopted a wait-and-see attitude and expects development issues to be addressed by government or international NGOs. In addition, internally displaced persons in Adamawa, the North, and the Far North complain that they no longer receive assistance.

In the East, populations feel particularly abandoned by the state and no longer trust administrative authorities, who they say fail to address their concerns and, most importantly, “misappropriate” community investment funds. Populations feel that international NGOs deliver essential services more efficiently and adequately than the government. As a result, they would prefer that any support from international NGOs be sent directly to the communities instead of to government agencies. Several participants reach out first to traditional chiefs because they are seen as closer to them and speak their language.

Social functions in most departments of the Adamawa region are organized around three leadership hubs: administrative authority (governor, prefect, subprefect), traditional authority (Lamido, Djaoro), and religious authority. A similar structure exists in all communities, including those where Islam is not the main religion. Animist or Christian communities have their own social dynamics, but the authority of the Lamibés extends to the entire community. In some areas where the Lamido is particularly influential, there are frequent leadership “conflicts” with the administrative authority. It is not easy, or even advisable, to seek community feedback on traditional authority, because the Lamido holds a particular place in the mind of the population: it must be respected and obeyed.

In the North, as in the Adamawa region, traditional chiefs play a significant role in managing public affairs. Communities have a negative view of their interactions with administrative authorities. The youth in the region feel the administrative authorities and elites only reach out to them during electoral campaigns, but fail to help them on a daily basis; some of these authorities even seize their land without justification. Locally, communities complain about some taxes enforced by mayors, particularly on the sale of agricultural products.

In the Far North, communities feel their perspective is not sufficiently considered in managing public affairs. With the crisis, the government and many development agencies have implemented projects to improve community living conditions (building schools, boreholes, health centers, and so on).

Populations complain that while teams are sent daily to the field to conduct surveys and collect data, they do not always know how this information is used, and whether their grievances and proposals are addressed. There is a feeling of weariness among some communities.

REGIONAL AND TERRITORIAL INTEGRATION

In the four regions, the road network is in very poor shape, which considerably reduces the mobility of economic actors and increases the costs of products. Furthermore, in each of the four regions, markets appear to be poorly structured, the private sector is weak, and there is little use of ICT. Most economic exchange areas are poorly or not at all structured, which facilitates smuggling.

In the East, refugees manage to join the local economy, although they mostly hold menial jobs or work in the informal sector and transportation (moto taxis). This is partly due to the fact that host communities tend to “condescend” to refugees and feel that if they undertake more significant economic activities, they will no longer want to go home. For local populations, refugees offer cheaper labor for agricultural works. Refugees also play a significant role in livestock farming. Producers have great difficulty in marketing their products. Despite the strong mining potential and many forest resources in the East, communities feel they benefit very little from these industries.

In Adamawa, the North, and the Far North, communities fear organized crime and feel that the security crisis has greatly affected trade with neighboring countries. They believe that disturbances in neighboring countries are the primary cause for the collapse of business activity.

The poor road network is a major obstacle for the movement of people and goods, which limits economic opportunities. However, residents are pleased that the asphalt road Ngaoundéré-Meiganga-Garoua Boulai-Bertoua-Yaoundé has been completed. This facilitates trade between the northern and southern areas of Cameroon. Similarly, traveling to Meiganga and Ngaoundal is easier since road maintenance works were completed by the government. Communities ask that the Tibati-Yoko and Ngaoundéré-Garoua roads also be asphalted to facilitate exchange between the northern areas and the rest of the country.

AGRICULTURE, FISHERIES, LIVESTOCK FARMING, AND ACCESS TO LAND

The land issue in Cameroon is very complicated, as it relates to political, economic, social, and even religious issues. Despite the 2005 reform of the land tenure system, which aimed to facilitate access to land ownership, land management remains problematic. In practice, land is managed by traditional chiefs and administrative authorities. Yet, traditional chiefs apply customary law, which is not always recognized by some authorities. As a result, the National Council of Traditional Chiefs of Cameroon produced in 2013 a set of proposals to reform rural land management. However, a significant land management challenge persists, particularly in rural areas, in that the territorial delimitations of some villages remain highly problematic, creating numerous border conflicts between villages. On the other hand, the main conflict areas between agricultural and livestock farmers are generally known, because they coincide with transhumance patterns. Therefore, communities call for establishing and reinforcing participatory prevention and conflict management mechanisms at the local level, including the delimitation and surveillance of transhumance corridors.

In the East and Adamawa regions, access to land in rural areas is not a major issue, even though access to land ownership remains very difficult. Issues related to land access are more relevant for refugees, and many conflicts are caused by the fact that transactions are not officially documented.

internally displaced persons from neighboring villages can, however, easily access land because they have family in the new host communities. Communities also worry about the growing pressure on land due to the development of forest use units as well as mining activity on land that had previously been used for agriculture. Farmers also complain about the challenges they face in purchasing agricultural inputs and the decreasing soil quality.

In Adamawa, communities explain that land is managed in a traditional fashion and land tenure rates are very low, especially in rural areas. Conditions and processes for access to land vary with the context. In urban areas, access is either granted by municipal and administrative authorities, through resellers, or through a sale by a neighborhood chief. In rural areas, the traditional national domain management chief grants land to individuals, including refugees. The location of refugee camps is always decided by traditional chiefs everywhere. However, communities explain that some major livestock farmers have been seizing land for a while. Focus groups have also highlighted numerous corrupt practices in the management of the national domain by both traditional chiefs and subprefects.

In the East, most livestock farmers are Bororos, who came from the CAR with their cattle, while indigenous populations mainly practice agriculture and fish farming. Focus groups have confirmed that conflicts between agricultural and livestock farmers are frequent, even violent, and are in some instances resolved through corruption and fraud.

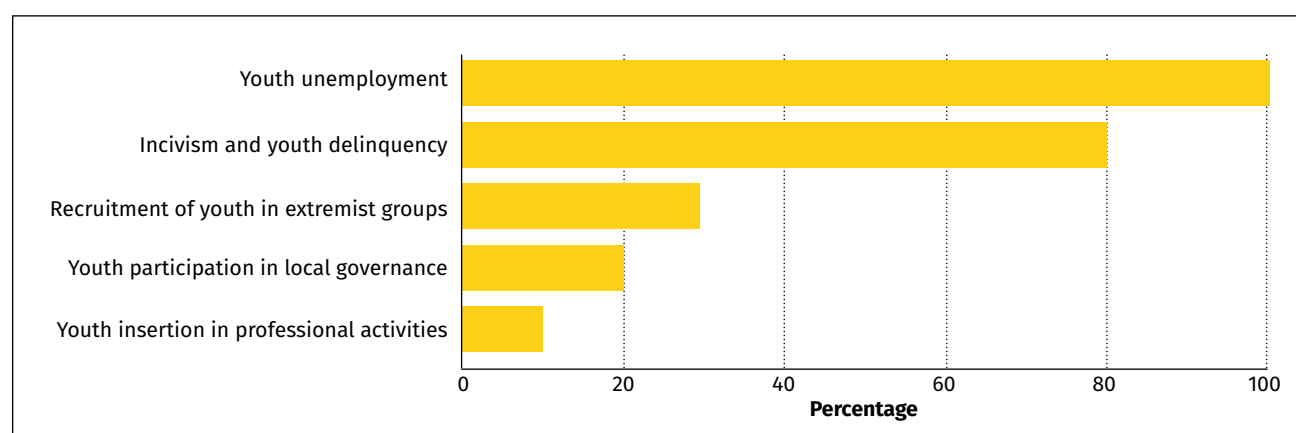
In the North and the Far North, access to land can be challenging. Land is managed by both traditional chiefs and administrative authorities. Arable areas are reduced by natural disasters (drought and flooding), and vast areas are protected as natural parks. Communities recognize that competition is strong between agricultural and livestock farmers, with the latter seeking grazing areas for their cattle. Such conflicts are frequent and, in some cases, lead to violent confrontations. Focus groups explained that traditional chiefs are primarily sought to help manage conflicts.

YOUTH INVOLVEMENT AND INCLUSION

In all four regions, youth suffer from unemployment and crime. Indeed, lacking decent employment opportunities and adequate support (many young people, graduates or not, cannot find a job because they are not qualified), many young people are idle and end up consuming too much alcohol or drugs; this is highlighted by everyone, including the youth themselves (figure A6.3). Overuse of Tramol (a highly addictive painkiller) is particularly common. Idleness makes youth vulnerable, and some feel compelled to join criminal or terrorist groups. Further, youth and children have become a tool for blackmail for armed groups who sow discord in rural areas.

Youth, who constitute the largest group of Cameroon's population, complain that they are not involved in managing public affairs and feel they are the target of a "conspiracy" by their elders, who do not do enough for them. This perception is strengthened by obvious inequalities among the rich minority and the vast majority of poor people. Access to opportunities seems reserved for youth who have a mentor, either because of the status of their parents or because they belong to elite circles. Youth have a very poor opinion of the inclination of political and administrative authorities to promote their interests, and in political battles, some elites tend to manipulate them to build their political base.

Most youth have little information about government programs to benefit them. Particularly in the East, most youth state that the projects and programs in their respective areas lack efficiency, and

FIGURE A6.3: PERCENTAGE DISTRIBUTION OF WORDS RELATED TO YOUTH INCLUSION AND ENGAGEMENT

have no effect on unemployment. This situation highlights the dysfunction of communication channels between the youth and the administration. For example, even though agriculture is a major lever of the Cameroonian economy and agricultural training centers exist across the country, young people feel that opportunities are limited and difficult to access. It is therefore appropriate to question youth information mechanisms, as well as the effectiveness of training centers on the ground.

In Adamawa, the North, and Far North, many young people are absorbed by the traditional system, which seems to keep them on predefined paths. Many youth are supposed to become agricultural or livestock farmers and are unable to attend school.

Proposed priority interventions

Based on an analysis of community perceptions and proposed solutions for each RPC issue, projections can be made about community priorities.

Security situation

- Enhance the security coverage, particularly in border villages
- Increase cohesion between refugees and host communities (ensure the presence of refugees is seen as an opportunity rather than a problem)
- Increase resources available to security forces
- Increase resources available to vigilance committees

Governance

- Increase the cohesion of the planning-programming-budgeting-monitoring chain (ensure that local priorities are considered in investment programming at the national level)
- Increase citizen participation to improve accountability in managing public affairs
- Enhance synergies among actors and strengthen social dialogue

- Increase access to essential social services (especially in remote areas) by building infrastructure but mostly by sensitizing communities about the best use of existing resources
- Fight corruption, particularly in interactions between communities and public service agents
- Increase the means and capacities of public agents, particularly for essential social services
- Increase resources available to local authorities and their involvement in responding to the crises
- Increase the involvement of traditional authorities

Economic and territorial integration

- Enhance transport and communication infrastructure
- Improve the involvement of the private sector in enhancing the economic potential in these areas
- Improve market structures and commercial trading areas
- Enhance the fight against smuggling and counterfeiting
- Improve the local economy

Agriculture, livestock farming, fisheries, and access to land

- Facilitate everyone's access to land through an adequate land tenure policy
- Adequate management of conflicts between agricultural and livestock farmers
- Improve the professionalism of industry sectors
- Enhance the value chain for products of agriculture, livestock farming, and fisheries

Youth inclusion and involvement

- Enhance the social dialogue and communication among youth and actors of public affairs management (collaboration and information platform)
- Address youth vulnerability and exclusion (enhance intergenerational dialogue, opportunities for economic integration)
- Improve youth involvement in local governance
- Capacity building to improve youth insertion in the professional world
- Increase citizen involvement
- Enhance the attractiveness of these areas to ensure more youth can remain (local economic development)

