

**UNITED NATIONS ENVIRONMENT PROGRAMME/GLOBAL
ENVIRONMENT FACILITY**

**Assistance to selected non-Annex I Parties
for the preparation of initial national
communications project**

**ENABLING ACTIVITIES FOR THE IMPLEMENTATION
OF THE UNITED NATIONS FRAMEWORK
CONVENTION ON CLIMATE CHANGE
IN CAMEROON**

UNEP/GEF SUBPROJECT GF/2200-97-45

FINAL EVALUATION OF PROJECT

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Abbreviations

B.A.T.E	Bureau d'Etudes d'Aménagement du Territoire et d'Environnement
B.E.T.E	Bureau d'Etudes Techniques et Economiques
FPMB	Fund Programme Management Branch
GEF	Global Environment Facility
IPCC	Intergovernmental Panel on Climate Change
NCC	National Committee on Climate Change
NEMP	National Environmental Management Plan
NSDAC	National Sustainable Development Advisory Committee
PSFE	Programme sectoriel Forêt Environnement
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UNFCCC	United Nations Framework Convention on Climate Change

EXECUTIVE SUMMARY

Introduction

1. The present evaluation covers the activities the Government of Cameroon undertook to execute the project: Preparation of initial national communications related to the United Nations Framework Convention on Climate Change (UNFCCC). The consultant compared the planned results with the actual outputs of the project and assessed the actual results and impact of the project. The consultant highlighted the lessons learned from the execution of this project that would improve the execution of future projects in the area of climate change and assessed the appropriateness of the project in meeting the longer-term objectives of the Convention on Climate Change, the Global Environment Facility (GEF) and the United Nations Environment Programme (UNEP). The evaluation also determined to what extent the project has been successful in fulfilling its objectives and obtaining the expected results.
2. The assignment included a spot-check evaluation intended to obtain an accurate picture of what was happening in the project since the progress reports expected from Cameroon were not forthcoming. Indeed, the evaluator was asked to help overcome delivery bottlenecks by ensuring corrective action was taken. The evaluation assisted in removing the remaining obstacles to the finalization of the initial national communications project by ensuring an improved work atmosphere.

The evaluation

3. In setting guidelines for the preparation of initial communications by Parties not included in annex I, the Convention defined its five objectives. The project has contributed to a great extent to the attaining of these objectives and those of GEF and UNEP.
4. The project distinguished nine activities, whose actual results correspond to the planned outcomes:
 - (a) The implementing organs of the project were created and inventories taken;
 - (b) Programmes to address climate change and its adverse impacts were drawn up;
 - (c) Mitigation options were identified and assessed, as a result of which a national mitigation strategy was formulated based on recommendations to reduce the number and intensity of emissions from various sources and ensure the enhancement of sinks made by the group;
 - (d) Assessments of the vulnerability of various sectors were conducted giving rise to the establishment of policy options;
 - (e) Policy frameworks for implementing adaptation measures and response strategies were developed accordingly;
 - (f) The integrated programme on forestry and environment launched by the Government with the assistance of its partners is now fully committed to integrating the project results and recommendations into the planning of the Ministry of Environment and Forestry;
 - (g) Project activities relating to sustainable development, research and public awareness were meant to introduce a new environmental culture and mentality into people's daily lives and were successful in doing so;
 - (h) All groups of experts expressed difficulties in collecting information from the public and industry during the greenhouse gases inventory operation. This constraint was more pronounced in the urban areas than in the rural ones;
 - (i) The national communication project results were achieved and submitted to UNEP.

5. Not only were the project management team and national study team set up in concordance with project specifications but they were also fully committed to the implementation of the project, participating actively and successfully.
6. The documents produced by the project or presented under its auspices conform to decision 10/CP.2 recommendations and represent the final expected outputs of the greenhouse gases inventory and determination of response measures and various related assessments.
7. This preparation of the initial national communications has raised public awareness, and brought inventory and analysis tools to the scientific community in the area of climate change. Public awareness about climate change has been adequately addressed and government authorities have been continuously kept abreast of developments (apart from when the ministry was being restructured). This has helped to successfully finalize the process of preparing the initial national communications.
8. From the organizational point of view, the Ministry of Environment and Forestry, as executing agency, played a supervisory role in the project implementation process. It is to be noted that this particular project benefited from the personal attention of the Minister himself who despite his workload decided to ensure the successful completion of the project since its "lull". The Permanent Secretariat for Environment which was in charge of the project implementation since the restructuring of the department of the Ministry of Environment and Forestry, was assigned the crucial role of re-launching the project activities by the Minister.
9. UNEP as an implementing agency responded positively to this government targeted objective. The task manager at UNEP was always available for all calls, project queries and technical support and also served as a financial intermediary with the Fund Programme Management Branch (FPMB) of UNEP. No particular request was put to the Centre Energie et Environnement (Energy and Environment Centre). The finance department of UNEP provided significant support and UNEP as a whole was very tolerant in extending the project duration three times to facilitate the development of the project.
10. Four major events took place simultaneously to which the National Climate Change Committee (NCC) raised no objections: the restructuring of the Ministry of Environment and Forestry in 1997; the transfer of the Permanent Secretariat for Environment to another building in early 1998; the completion of the country case study in 1997; and the lack of a formal legal existence. It was not possible for the Committee to meet as frequently as planned because of the above reasons and the mobility of its members as a result of the ministry's restructuring exercise.
11. It is important to note the limited participation of the government ministries. In fact, those appointed by the ministries to act as their representatives on the NCC, were inclined to take on assignments as consultants on a contractual basis. This of course restricted the exchange of information from those executives to their superiors, and thus prevented any integration of the climate change concerns into the development strategies of these departments.
12. The participation in the workshops by the private sector was regular and beneficial to the extent that the transport sector even organized on its own initiative a workshop relating to climate change. This was testimony, along with the active role played by the non-governmental organizations, of the participation of civil society in the project implementation.
13. On aggregate, the budget allocation for strengthening and consolidating national capacities represented around 68 per cent of the total GEF project budget. The project, while building effectively on the existing expertise, enabled researchers to apply and develop their skills in a fairly new academic science - climate change. The national consultants were drawn from a pool of experts from both public and private sectors and non-governmental organization representatives. The final products that came out from the technical teams provided sufficient indication of a fairly adequate establishment of a minimum level of expertise in the various climate change areas. It would be useful, for the sustainability of these capacities, to reinforce capacity in order to identify vulnerability and adaptation measures, response strategies, as well as to enhance development planners and decision makers' capacity to integrate climate change concerns into planning.

14. The process of formulating the initial national communications took into consideration the actual national development framework and targeted planning objectives. The integration process which had been planned could not be achieved and would be only effective if the policy makers integrated mitigation and response measures into vulnerability and policy options identified and recommended in the initial national communications in their plans, something which is still to be verified.

15. UNEP support was considered by the project coordinating unit to have been instrumental in ensuring a prompt response to requests. The UNEP project task manager provided timely assistance as requested by the teams, as well as guidance that helped keep the project on track and within the budget. The core technical advisors were not contracted for writing the sectoral reports, although they were available for consultations throughout the project duration.

16. UNEP received timely progress reports from the coordination unit in the early stages of the project implementation. When these were not received, every effort was made to obtain the latest information.

17. The project document had also mentioned that cash advances were to be made every quarter, subject to certain conditions. The successive disbursements indicate that these conditions were met, and that UNEP complied with this good management approach given the distance between it and Cameroon.

18. Despite all these achievements, the project faced several types of constraints:

(a) The public at large was reluctant to communicate information on its activities or at best, complacent. Therefore, access to information was an ever constant constraint, with the studies relying quite often on the means used by the Intergovernmental Panel on Climate Change (IPCC) model;

(b) It was not always possible to ensure valid and reliable data;

(c) Time constraint was a limiting factor in almost all implemented activities just as it had been predicted; the time horizons used were different from one expert to another;

(d) Budget constraint: according to stakeholders, resources were considered insufficient for implementing the project activities. Yet, a comparison made with other ongoing projects such as the biodiversity project showed no difference in dollars per unit of servicing the project.

19. The second type of constraint was mainly of an institutional nature. The mobility of the personnel in the public administration hindered both the monitoring of the representation of other departments in the committees and the follow-up of the project by these steering or advisory committees. In the same vein, the restructuring of the Ministry of Environment and Forestry which was planned much earlier coincided with the commencement of the project and lasted several months taking up time which was critical to the project implementation. These constraints engendered a third category, relating to personnel mobility, which in turn led to inadequate and irregular consultations with stakeholders, provoking a kind of project suspension that required UNEP intervention. The fourth type of constraint was the question of the format of the national communication. One of the main obstacles which appeared to hinder the collaborative work between local experts was the ignorance of the communication format. Yet, UNEP had provided a video cassette containing several prototypes and a hard copy of guidelines on how to prepare the communication. All these constraints contributed to the delay in the work plan.

20. The potential contribution of the project to the achievement of the objectives of the relevant global, regional and national environmental assessments, policy frameworks and action plans, and strengthening of the Convention has been addressed throughout this evaluation, under the different assessment headings.

21. It is to be noted that it is not certain whether this project design and implementation took place before UNEP guidelines on gender sensitivity were established or not. In all project workshops, however, attendance by women was estimated at more than 25 per cent.

22. On an evaluation rating scale of 1-5, with 1 being the highest and 5 being the lowest, the project was awarded an overall rating of 2 and the following scores listed individual items:

(a)	Timeliness	2
(b)	Achievement of results/objectives.....	1
(c)	Completion of activities.....	1
(d)	Attainment of outputs.....	1
(e)	Project executed within budget.....	4
(f)	Impact created by the project.....	1
(g)	Sustainability.....	2

The lessons learned

23. The project experienced many ups and downs from which future UNEP projects can draw valuable lessons. Positive lessons which can be duplicated and others that can impact on future implementations are listed below:

- (a) This whole exercise has been a sort of learning process;
- (b) The assessment of the stakeholder involvement in the project implementation has shown a fairly unbalanced representation of the private sector in relation to the public sector, and an imbalance in the gender issue as well;
- (c) The various national workshops were well attended and contributed greatly to interactions between disciplines, among government ministries, non-governmental organizations and the private sector, and between scientists and the media;
- (d) There is a need to tighten financial procedures so long as UNEP maintains its decentralized principle in finance management;
- (e) Monitoring and evaluation systems require some refinement at the host country level;
- (f) Constraints encountered during project implementation were largely due to the lack of valid and reliable data and the institutional restructuring of the Ministry of Environment and Forestry which took place at the time of the project implementation.

Conclusions and recommendations

24. At the national level, more transparent and participatory management practices are recommended, as well as active involvement of stakeholders, particularly from the private sector. In light of the decentralization principle of UNEP in finance management and in order to induce more involvement in the project by the host countries, there is a need to peg payments by the project to a no-objection condition from the task manager and the Fund Programme Management Branch of UNEP.

25. The effectiveness of the monitoring and evaluation systems would greatly benefit from additional assistance in the form of a national consultant who would be hired consequently to act as an advisory-early-warning mechanism for UNEP.

26. There are some specific recommendations regarding potential follow-up evaluation measures that would enable UNEP and GEF to gauge the longer-term benefits and sustainability of project activities:

- (a) A follow-up review of the project and its impacts on policy-making, capacity-building and public awareness after a year or so is critical;

(b) Financial and technical support will be needed to consolidate the actual project results for a further two years;

(c) A specific part of the project should be devoted to generating awareness, following the completion of the project;

(d) A final report as planned in the project document should be made available well before the final evaluation of the project is undertaken, so that the assessment of the project can be more comprehensive.

INTRODUCTION

27. Under the guidance of the UNEP Chief of the Evaluation Unit and in close collaboration with the UNEP/GEF executive coordinator and the UNEP task manager for climate change enabling activities, an in-depth evaluation has been undertaken of the UNEP/GEF subproject GF/2200-97-45 - Assistance to selected non-Annex I Parties for the preparation of the initial national communications for Cameroon.

28. The evaluation was conducted during the period 15 December 2000 to 13 April 2001 with intermittent interruptions due to communication breakdowns between Nouakchott and Nairobi on one hand and Nouakchott and Yaoundé on the other. It was carried out by an independent consultant who visited Cameroon during the period 11 to 18 February 2001. The evaluator interviewed project participants and stakeholders. The evaluation mission included a spot-check evaluation to obtain an accurate picture of what was happening in the project since the expected progress reports were not forthcoming and it was therefore not clear whether the project was making any progress or not. This additional assignment was meant to either help overcome delivery bottlenecks by ensuring that corrective action was taken or guide UNEP on how to remove the last bottlenecks preventing the project to complete its initial national communications process. The views expressed in this report are solely those of the evaluator.

29. The evaluator presented his conclusions during the last debriefing meetings at the Permanent Secretariat for Environment and the United Nations Development Programme (UNDP) office with the assistance of the project coordinator and staff.

A. Background and scope of the evaluation

30. The project to be evaluated was implemented internally by the UNEP task manager for climate change enabling activities, currently located in the Division of Environmental Policy Development and Law and externally by the Permanent Secretariat for Environment in the Ministry of Environment and Forestry of Cameroon. This project provided financial assistance supported by GEF necessary for Cameroon to: update the greenhouse gas inventory based on the United States country studies programme; identify and assess mitigation options; develop a comprehensive vulnerability assessment of various sectors; identify adaptation options for the first stage; build capacity to integrate climate change concerns into planning; and ensure full public awareness.

31. The evaluation covers the activity UNEP undertook to implement the project: preparation of initial national communications. The consultant compares the planned outputs of the project to the actual outputs and assesses the actual results to determine the impact of the project. The consultant also highlights the lessons learned from the implementation of this project that would improve the implementation of future projects in the area of climate change and assesses the appropriateness of this project in meeting the longer term objectives of UNEP, GEF and the Convention on Climate Change. The evaluation also determines to what extent the project has been successful in fulfilling its objectives and obtaining the expected results and whether it has been a cost-effective way of obtaining these results.

B. Review of the objectives of the United Nations Framework Convention on Climate Change, Global Environment Facility and the United Nations Environment Programme

32. The ultimate objective of the Convention is the stabilization of greenhouse gas concentrations in the atmosphere at a level that "would prevent continued dangerous anthropogenic interference with the climate system" (article 2 of the Convention). In order to achieve this goal, all Parties to the Convention, taking into account their common but differentiated responsibilities and their specific national and regional development priorities, objectives and circumstances, have committed themselves to a number of response measures listed under article 4 of the Convention. One of these commitments is for each Party to prepare, periodically update, and communicate information related to the implementation of the Convention in that Party (article 12.1 of the Convention).

33. The two institutions, GEF and UNEP, share in this regard the same objective referred to above, since GEF represents the interim financial mechanism of the Convention and UNEP, inter alia, acts as an implementing agency to GEF, providing financial resources and technical assistance for enabling activities.

34. On the other hand, the guidelines set by the Convention for the preparation of initial communications by Parties have five principal objectives that take into account article 4.7:

- (a) To assist the Party in meeting its commitment under article 12.1;
- (b) To encourage the presentation of information in ways that are consistent, transparent and comparable, as well as flexible and improve the completeness and reliability of activity data, emissions factors and estimations;
- (c) To provide policy guidance to GEF for the timely provision of financial support needed by the Party to meet its obligations;
- (d) To facilitate the process of preparation, compilation and consideration of the communications;
- (e) To ensure that the Conference of the Parties has sufficient information to carry out its responsibilities to assess the overall aggregated effects of the steps taken by the Parties and to assess the implementation of the Convention.

C. The country commitment under the Convention on Climate Change

35. Article 12.1 of the Convention on Climate Change requires that each Party, in accordance with article 4.1, communicate to the Conference of the Parties, through the Convention secretariat:

- (a) A national inventory of anthropogenic emissions by sources and removals by sinks of all greenhouse gases not controlled by the Montreal Protocol;
- (b) A general description of steps taken or envisaged to implement the Convention;
- (c) Any other information relevant to the achievement of the objective of the Convention and suitable for inclusion in its communication.

36. The commitment of Cameroon under the Convention, consists then in reporting to the Conference of the Parties through appropriate channels on the amount of emissions, and on the measures that can be taken to reduce these emissions from the levels they would otherwise be at and adapt to climate impacts. Article 12.5 of the Convention specifies the timing of the submission as being within three years of the entry into force of the Convention for each Party. Cameroon which signed and ratified the Convention respectively on 14 June 1992 and 19 October 1994, intended to prepare and submit its initial national communications at the sixth Conference of the Parties to be held in November, 2000, i.e., two years after the approval of the "top-up" funding as requested for the approved project.

D. Methodology of the evaluation

37. This evaluation has been carried out on the basis of four methodological components. The first component is a review and assessment of reports and documents from or commissioned by the implementing institutions. The second component is a search for information through the project stakeholders and personnel not directly involved in the project to seek the impacts of the project. The third component is a review of the results and lessons learned from the implementation process and a review of the assumptions and expectations. The fourth component is a structured survey and informal interviews among on-board personnel and a selected group of personnel involved. In particular, two informal meetings were held at the hotel with the project consultants and a field trip conducted to Douala.

38. The evaluation has focused on different areas of interest and achievement indicators:

(a) Political results. Cameroon had a clear ambition to achieve its initial national communications in order to be among the first African countries to report on it to the Conference of the Parties and get a share of the carbon market and saw in this UNEP/GEF enabling activities project a workable way of achieving that goal. The question is, was it successful in completing the planned activities and in attaining outputs within the time frame?

(b) Technical results. The project was intended to bring about capacity-building, research and analysis of methodological issues related to the Convention and to facilitate dissemination and use of this knowledge in the area of climate change for the conclusion of an initial national communication to the Conference of the Parties. Was this objective achieved?

(c) Management results. The Atmosphere Unit of UNEP gave the responsibility of project implementation to the Permanent Secretariat for Environment with the support of an official seconded by the Ministry of Environment and Forestry of Cameroon. Did the project co-ordinating unit located in the Permanent Secretariat for Environment manage the resources and execute activities within budget limits? Is this approach more beneficial to UNEP/GEF future projects than other managerial methods?

(d) Achievement indicators: Rating the implementation stage would, in addition to the above indicators, evaluate the impact created by the project and its sustainability.

39. The report seeks to provide an assessment of all these areas of interest based on the sources of information described above. In the following sections, the report assesses to what extent the objectives described have been met. Each individual query referred to is examined by restating the background situation and objective before assessing the project implementation results. Chapter I gives an overview of the perceived value of the project, chapter II the lessons learned, while chapter III contains some recommendations for continued efforts.

I. THE EVALUATION

A. Project assistance to the country to meet its commitment

1. Background and objective

40. The Government of Cameroon which ratified the Convention on Climate Change on 19 October 1994 is fully committed to its implementation as a non-Annex I Party to the Convention, and hence intends to prepare and submit its initial national communications within three years after entry into force of the Convention or after the approval of GEF funding of the project. The evaluation has to determine how the enabling activity has or has not assisted the country in responding to its contractual commitment.

2. Assessment of the project assistance

41. This is a standard enabling activities project which aims to assist Cameroon, a country that is highly vulnerable to the adverse effect of climate change. It covers the country's specific needs and concerns as expressed in the Convention in relation to countries: "with arid and semi-arid areas, and areas liable to forest decay" (article 4.8 (c)); "with areas prone to natural disasters" (article 4.8 (d)); "with areas liable to drought and desertification and with fragile ecosystems including mountainous ecosystems" (article 4.8 (g)); "whose economy is highly dependent on income generated from the production, processing and export...". Cameroon falls under the provisions of article 4 of the Convention with its diverse geographical and climatic zones ranging from equatorial to tropical in the south and sahelian in the north.

42. The objective of the project was to expedite financing support amounting to \$265,000, to enable the Republic of Cameroon to fulfil its reporting requirements under the Convention. That was the budget requested which reflected the current specific needs and concerns of the country aimed at fulfilling its commitments in the implementation of the Convention. The amount was realistically estimated by the country and critically reviewed and disbursed by UNEP. Technical assistance was also available to Cameroon upon request.

43. The national team does not seem to have experienced any problems in accessing climate change resources. International and national documentation available at project level was easily accessible to the experts in charge of the different project studies. UNEP assigned a task manager to the project and set institutional arrangements which gave total authority to Cameroon to implement the project. Three financial disbursements were made on time at the request of Cameroon by the UNEP Fund Programme Management Branch, representing 88 per cent of the total amount while the fourth and last is in the pipeline. Training workshops, greenhouse gases inventories, mitigation and policy frameworks analysis have all been undertaken to collect all the necessary information for the preparation of the initial national communication under the supervision of the UNEP task manager.

B. Appropriateness of the project to the objectives of the Convention, the Global Environment Facility and the United Nations Environment Programme

1. Background and objective

44. The objective of the Convention is recalled in section B of the introduction. This UNEP/GEF enabling activities project that is geared towards the achievement of this objective aims to enable the country to report on the amount of emissions, and on the measures that can be taken to reduce these emissions and adapt to climate change impacts. The outcome presented hereafter may be seen as a question of proving the appropriateness of the project to the objectives of the Convention, GEF and UNEP.

2. Assessment of the results

45. By addressing climate change impacts on environment this project has contributed to the UNEP objective. Through the provision of new data, climate change impacts and response strategies assessments, and implementation of the Convention on Climate Change to meet national commitments and promote capacity-building in climate change issues, this project has contributed to a great extent to the objectives of the Convention, GEF and UNEP. In setting guidelines for the preparation of initial communications by Parties not included in annex I, the Convention defined its five objectives which have been met in one way or another by the project demonstrating its appropriateness.

46. Despite the delay that was incurred in finalizing the initial national communications, the country was able to report on the amount of emissions, assess its vulnerability to climate change, and report on the measures of mitigation and adaptation to climate change impacts. In the preparation process, the project also awakened public awareness to climate change issues.

C. Comparison between the project's actual results and planned results

1. Background and objective

47. The project document set out for each individual project activity the major expected outputs. One way of determining if the project was successful or not is to compare the actual results with results forecast in the project document.

2. Assessment of the results

48. The project included nine main activities:

Activity 1: Establishment of a project management team and a national study team under the auspices of the Permanent Secretariat for Environment

49. The composition of each one of these bodies was defined and its responsibilities clearly set. The major output stated in the project document was the establishment of the project management team and the national study team which would be fully committed to the successful implementation of the project. These two organs were duly established. While the coordinator was appointed by the Ministry of Environment and Forestry (in the two cases) the other 10 experts comprising the four core groups went through a selection process. These formed the national study team. The Permanent Secretary of Environment, together with the project coordinator and the leader of each core group formed the project management team. They were all

assigned to the project implementation apart from three experts who were allocated responsibilities outside the country. This activity was therefore executed just as planned.

Activity 2: Inventory of greenhouse gases

50. Seven major outputs were identified for this activity which was the chief component of the project. Following the guidelines set by the second Conference of the Parties, the inventory of greenhouse gases based on the 1990 IPCC methodology was to be undertaken focusing on some gases emitted by some selected processes and sources. The actual results correspond to the results forecast:

- (a) A comprehensive greenhouse gases inventory based on the 1994 data has been issued for the assessment of mitigation options;
- (b) In the various documents the experts identified shortcomings and gaps in the IPCC guidelines in relation to local conditions;
- (c) Recommendations on areas of targeted research to improve future inventories were suggested; some proposals on revisions to the existing IPCC greenhouse gases inventory methodology were put forward;
- (d) The mechanism for regular updating and management of the inventory database was not well defined even though this was not the case in all sectors;
- (e) This inventory group received training sessions on the methodology;
- (f) A workshop was organized to examine reports of sector subgroups.

51. There was only one particular result that was not specifically addressed - the original research needed to develop and/or apply new emission factors for specific activities. Indeed the group could not identify or anticipate new emissions since all known ones were already included.

Activity 3: Programmes to address climate change and its adverse impacts, in particular abatement and sink enhancement

52. Unlike the preceding activity which benefited from previous projects, this mitigation assessment and analysis exercise was conducted for the first time. Mitigation options were identified and assessed on the basis of which a national mitigation strategy was formulated, in light of recommendations to reduce the number and intensity of emissions from various sources and the enhancement of sinks made by the group. A wrap-up workshop embracing the policy options for impacts and policy frameworks ended this activity.

Activity 4: Policy options for monitoring systems and response strategies for impacts including review and updating of the results of vulnerability assessment achieved by the former regional case study project (mangrove ecosystems, coastal infrastructure, biodiversity and human health) and covering additional assessment of vulnerable sectors to climate change: agriculture, forestry and water resources

53. The group on this issue, drawing from past and existing studies identified and developed policy options for monitoring systems and response strategies for climate change impacts. Assessments of the vulnerability of various sectors were conducted culminating in policy options. A workshop embracing mitigation options and policy frameworks was held.

Activity 5: Policy frameworks for implementing adaptation measures and response strategies (stage 1)

54. A range of potential adaptation options (stage 1) for all major sectors were identified and assessed, permitting the formulation of a national strategy to minimize the impacts of climate change. Policy frameworks for implementing adaptation measures and response strategies were then developed accordingly. A workshop embracing the policy options for impacts and mitigation options concluded this activity.

Activity 6: Building capacity to integrate climate change concerns into planning

55. This activity did not benefit from any particular action from the project and deserves better consideration in the future. The integrated programme on forestry and environment just launched with the assistance of the main partners in the environment sector is fully committed to sharing these project results and recommendations.

Activity 7: Programmes related to sustainable development, research and public awareness

56. The project aimed at developing programmes in climate change which are related to sustainable development, research and systematic observations, education and public awareness, training, etc. These activities were intended to introduce a new environmental culture and mentality into people's daily lives. The results were successful, particularly through the use of television and radio.

Activity 8: Provision of other information

57. All groups dealing with agriculture, industry, wastes, energy, land use and forestry encountered difficulties in collecting information during the greenhouse gases inventory operation from the public and the private sector. This constraint was more pronounced in the urban areas than in the rural ones.

Activity 9: Preparation of the initial national communications

58. This activity has just been completed by Cameroon which submitted its communication to UNEP. It is to be noted, however, that there was no involvement of major policy and decision makers in the formulation of the initial national communications unless this took place after this evaluation had been conducted.

D. Assessment of the quality and usefulness of the project outputs

1. Background and objective

59. The project defined nine distinct activities which would enable Cameroon to prepare and submit its initial national communications. These may be summarized into two major components:

(a) Institutional component: establishment of the project management and national study teams as well as the national climate committee, building capacity, and raising public awareness;

(b) Technical component: greenhouse gases inventory giving rise to programme and policy options addressing climate change, monitoring systems and response strategies to define adverse impacts and implementation of adaptation measures.

60. The major outputs of each activity were clearly set out in the approved project document against which the evaluation would assess the quality and usefulness to the recipient country or Convention. To determine whether the desired outcome of the project had been met, two issues were addressed after analysing the quality and usefulness of the project outputs:

(a) To determine how these outputs contribute to the attainment of results and overall objective of meeting the Convention commitment;

(b) To establish whether the project had been able to answer the identified needs and problems in Cameroon.

2. Assessment of the quality and usefulness of the project outputs

(a) Institutional component

61. Not only were the project management team and national study team established in concordance with project specification, but they were also fully committed to the implementation of the project. They

were all very active and participated successfully in the project implementation. The national consultants were either academic staff or graduates from Cameroonian universities. Each ministry was represented at a high level. Professor Tchala, a university professor, supervised the national study team with the assistance of the Minister himself who made a strong impact on the project by positively influencing its implementation. The project enjoyed broad national support including from non-governmental organizations and civil society. All these participants took part in the public awareness exercise and contributed towards inventory activities as well as other project successes.

62. Thanks to two international seminars, three workshops and four media interviews, capacity-building in existing scientific and technical expertise was enhanced in both the public (all ministries) and the private sector. Public awareness in climate change was awakened throughout the above workshops and media interviews, as well as in structured interviews and questionnaires directed at the public during the large-scale greenhouse gases inventories.

(b) Technical component

63. The following documents were produced by the project teams or presented under its auspices:

1. Assessment of the adaptation of the energy sector in Cameroon to climate change – A case study of climate change impact on the Lagdo Hydroelectric power scheme, February 1999.
2. Greenhouse gases inventory report/Rapport des inventaires des émissions des gaz à effet de serre, Mai 1999.
3. Cameroon case study on greenhouse gases – Socio-economic background information.
4. Cameroon Country Case Studies on Climate Change Impacts and Adaptation Assessments (Part 1), June 1999 – Document already edited under the project GF/2200-96-42 (Country Case Study) and improved under the UNFCCC-EA project.
5. Cameroon Country Case Studies on Climate Change Impacts and Adaptation Assessments (Part 2), June 1999 – Document already edited under the project GF/2200-96-42 (Country Case Study) and improved under the UNFCCC-EA project
6. Cameroon project on enabling activities for the preparation of initial communication to the United Nations Framework Convention on Climate Change – Phase II: Mitigation analysis and government policy orientations, draft, August 1999.
7. Initial national communications/Communication, April 2000, draft version.
8. Initial national communications, April 2001 (announced while the present evaluation report was in closing stages).

64. Generally speaking, these documents were considered to be in conformity with the decision 10/CP.2 recommendations and represent the final expected outputs of the greenhouse gases inventory and determination of response measures and various related assessments (programmes and policy options addressing climate change, monitoring systems and response strategies to defined adverse impacts and implementation of adaptation measures).

65. It must be noted that all these documents provided data which could enable the country to identify its needs and problems. For example, adopting a "wait-and-see" or "do-nothing" government attitude in the energy sector would imply clearly that consumers would go for thermal sources of energy instead of the hydro-electric source which could provide less emissions. This is very likely under the liberalization strategy. Several projects and reduction-oriented measures governing greenhouse gas emissions were identified through these climate change project studies.

66. These outputs were useful in that they also led to a consolidation of environmental data, as well as findings of tremendous potential of metal that can be recycled from wastes, raised interest in the introduction

of the climate change issue into the academic curriculum, and encouraged a reform of the electricity policy and the immediate decision to reduce energy consumption using mitigation group recommendations.

67. Workshops gave opportunities to stakeholders to learn about the process of climate change and to consequently provide their inputs and comments on the above documents. The analysis that took place thereafter made a tremendous improvement to the quality of the outputs making up the content of the initial national communications. These actions contributed to the attainment of results and the overall objective of meeting the Convention commitment (see also the rating of the implementation).

68. The project was able to meet the identified financial and technical needs for attaining the Convention commitment and problems of methodology and know-how in Cameroon. For reasons that will be explained later, the project was not able to produce a national newsletter to attract the further interest of stakeholders and assert its existence. Both the public and private media (television, radio, and newspapers), however, were used to assist in creating and enhancing public awareness of all aspects of climate change. The Web site, CC:info/web was used as a tool to enhance the national and international flow.

E. Assessment of the impact of the results of the first activity on the preparations of the initial national communications

1. Background and objective

69. Cameroon has completed four projects related to climate change and began the process of formulating a national environmental management plan in 1993 along with the ratification of a number of multilateral environmental agreements and the enactment of the National Environmental Management Act in August 1996.

70. Neither the legislative measures nor the experience from previous projects and activities had any visible impact. In fact, during the 1990's there was an increase in the acreage prone to deforestation and an increase in the consumption of biomass fuel in Cameroon. Will the first activity in preparing the initial national communications have an impact on public awareness of climate change? What will be the usefulness of the results to the Convention?

2. Assessment of the impact of the results

71. The preparation of the initial national communications raised public awareness, and brought inventory and analysis tools to the scientific community in the area of climate change. None of the previous projects had ever been able in one phase to carry out an inventory of greenhouse gases, an assessment of the vulnerability, impact and adaptation options, and, based on those results, identify and assess potential mitigation options for all sectors to formulate a national strategy and action plan for abating emissions, and to develop response strategies and frameworks for their implementation. Public awareness of climate change was adequately addressed and government authorities were adequately informed. This helped to successfully complete the process of preparing the first national communication.

F. Effectiveness of the organizational structure, management and financial systems

1. Background and objective

72. Certain responsibilities were assigned to the following bodies in accordance with the project's institutional arrangements:

(a) The Ministry of Environment and Forestry was the coordinating authority for the National Environmental Management Plan (NEMP), with the Inter-Ministerial Environment Committee playing the role of consultative body;

(b) The National Sustainable Development Advisory Committee (NSDAC) ensured the participation of the private sector and non-governmental organizations in the implementation of the NEMP;

(c) The Permanent Secretariat for Environment coordinated implementation of NEMP activities;

(d) The National Committee on Climate Change comprising all government ministries was involved at the technical level and with non-governmental organizations. The project management team and national study team, the project implementation units, were within the Permanent Secretariat for Environment dealing directly with the project.

73. A set of terms of reference for each body had been drawn up to assign individual project missions to each implementing body. The review of the effectiveness of these combined systems called for a scrutinization of each component individually and of the coordination within and outside UNEP.

2. Assessment of the institutional arrangement

74. The institutional arrangements for climate change activities in Cameroon evolved around the enabling activities project. From the organizational point of view, the Ministry of Environment and Forestry was the executing agency and played a supervisory role in the project implementation process. It is to be noted that this particular project benefited from the presence of the head of the department who despite his workload decided to personally supervise the project at the request of UNEP. This assistance boosted tremendously the implementation process by offsetting the institutional and financial shortcomings. It is worth noting (see also rating of implementation section) that the National Environmental Management Plan, the NSDAC and NCC did not play as active a role as anticipated in the project document due to the institutional context described above.

75. The Permanent Secretariat for Environment which had been in charge of the project implementation since the restructuring of the department of the Ministry of Environment and Forestry, played a crucial role in re-launching the activities. The project coordinator who was also in charge of an administrative unit at the Permanent Secretariat for Environment (see organization chart in annex) was fully responsible for the project implementation as well as financial matters. The project management team which was headed by the Permanent Secretariat for Environment and comprised the project coordinator and the thematic group leaders was essential as an operative unit in integrating this project with other environmental issues and activities. As a matter of fact, the delay in the project was engendered by the failure of the experts' leaders to encourage appropriate managerial attitudes. The national study team in turn played a key role in the project implementation with local consultants and non-governmental organizations who conducted all the studies and inventories. The institutional framework has shown its modus vivendi despite the freeze in the NCC and NEMP roles.

76. UNEP as an implementing agency, played a technical support and advisory role through its Atmosphere Unit with the support of the Regional Office for Africa and the UNEP Collaborating Centre on Energy and the Environment based in Denmark. While the task manager at the Atmosphere Unit was at the heart of the project implementation responding to project queries and requests for technical support and serving as the financial intermediary with the Fund Management Branch of UNEP, no specific request was put to the Centre. The finance department of UNEP lent significant support in transferring cash advances in a commendably speedy manner (three weeks or less from the date of submission of the request to the reception by the bank in Cameroon) and graciously assisting the project coordinator in his financial reporting. Funds were directly transferred to the project account. UNEP as a whole was very tolerant, extending the project duration three times in response to difficulties encountered by Cameroon.

G. Assessment of the stakeholders' involvement in the project implementation

1. Background and objective

77. Climate change is a vast topic which involves almost every government department, the private sector and civil society. For the implementation of this enabling activities project, selected teams were set up under the auspices of the Permanent Secretariat for Environment at the Ministry of Environment and Forestry, and a number of national consultants were selected from the pool of existing scientific and technical experts. The objective of the evaluation was to assess the level of these stakeholders' involvement

in the project implementation and to identify the lessons learned on how to improve such involvement in future projects. Particular attention was given to the issue of assumption and risk anticipated in this regard.

2. Assessment of the stakeholders' involvement

78. The implementing agency for the climate change enabling activities was UNEP, while the executing agency was the Ministry of Environment and Forestry. Both agencies played a crucial role in drawing up the country proposal for enabling activities. The key player in the implementation of the project was the Permanent Secretariat for Environment, which replaced the Department of Environment. The project coordinator was a member of staff of this Permanent Secretariat.

79. According to the project document, the project enjoyed wide national support, and was fully supported and endorsed at a high level in the Ministry of Environment and Forestry. Moreover, the active participation of NCC in the project design and finalization, as mentioned in the project document, gave realistic hopes for a successful project, and expectations for a sustainable institutional framework for dealing with the climate change issues. NCC which was created by the country case study was indeed active but was affected by three major events which took place simultaneously: the restructuring of the Ministry of Environment and Forestry in 1997, particularly with the transfer of the Permanent Secretariat for Environment to another building early in 1998; the completion of the country case study at the end of 1997; and the fact that NCC which was meant to constitute the basic forum for the participation of the various stakeholders, never actually had a formal legal existence. According to the project document, NCC should have had monthly meetings in order to provide relevant scientific, technical, policy and strategic guidance to the project implementation. It was not possible for it to meet as frequently as planned because of the mobility of its members resulting from the ministry's structuring exercise.

80. It is important to note the low participation of the government institutions themselves. In fact, those appointed by the ministries to act as their representatives on the National Committee on Climate Change, were inclined to take assignments as consultants on a contractual basis. This of course led to a restricted exchange of information from those executives to their superiors, and thus prevented any integration of the climate change concerns into the development strategies of those departments. Finally, the approach adopted by the project consisted in calling on both the administration employees and the consultants.

81. It is to be noted that the same team of experts, which had already participated in the country case study, were contracted for this project, particularly those trained in vulnerability and adaptation assessments. This team was strengthened by other new experts with a focus on inventory and mitigation studies.

82. The private sector was represented in the workshops by SONARA, SCDP, Brasserie du Cameroon, Ciment CAM which participated actively. The transport sector organized on its own initiative a workshop relating to climate change. This was proof, in addition to the active role played by the non-governmental organizations, ERA and les Amis de la Nature, of the participation of civil society in the project implementation. The representative of ERA for instance excelled through his contributions in the national study team as a consultant.

H. Assessment of capacity-building under the project

1. Background and objective

83. Expert groups (greenhouse gases, mitigation, vulnerability and impact assessment and adaptation, policy analysis and frameworks, etc.) assigned the tasks of carrying out the project activities, particularly thematic studies, needed additional technical background on methodologies and IPCC guidelines. What is yet to be determined is how and to what extent the project helped build the capacity of the participating national institutions.

2. Assessment of the capacity-building under the project

84. The project document put a strong emphasis on the need to draw from the available expertise in the country in both the public and private sector. The project also included budget provision for enhancing the capacities of the country experts in the various climate change issues, through group training workshops, as

well as through hiring national consultants and sub-contracting. On aggregate, the budget allocation for strengthening and consolidating national capacities represented around 68 per cent of the total GEF project budget (see also section on rating of the implementation).

85. The project, built effectively on the existing expertise and enabled researchers to apply or develop their skills in a fairly new academic science, that is climate change. The thematic teams (vulnerability and adaptation, greenhouse gases inventories, mitigation) were drawn from the experts who were involved in the few climate change related initiatives that had taken place previously in Cameroon. The expert groups were composed of both public (ministerial departments, academia) and private sectors (private consultants), as well as representatives of non-governmental organizations.

86. The final products of the technical teams provide sufficient indication of a fairly adequate establishment of a minimum level of expertise in the various climate change areas, and make it possible to draw a complete assessment of the adequacy of the capacity-building process in relation to the national needs. Three workshops were organized by the project on training sessions for experts on environmental impacts, IPCC models and methodologies, vulnerability assessment tools and reinforcement of the capacity to negotiate the Convention. The project coordinator attended one international training workshop in Senegal and another consultant attended one in Morocco.

87. Thus, while there was undeniable proof of technical expertise in climate change related areas, it was useful, for the sustainability of these capacities, to reinforce capacity, to identify vulnerability and adaptation measures, as well as response strategies, and to enhance the capacity of development planners and decision makers to integrate climate change concerns into the planning of the future priorities of the country in that area. This is a very sensitive topic, however, which requires more time at this stage in order to appreciate the country's needs, on the assumption that with its numerous universities and institutes the country has a good potential to build upon. Nevertheless, it would be worthwhile to include in the documents to be published by the project at a later stage, more information on the extent to which the capacities built have met the national priorities and reached the minimum level for ensuring sustainability. In short, capacity-building took place at the individual, as well as at the institutional level.

I. Assessment of the integration of the results into national policy-making and/or planning

1. Background and objective

88. Activity 6 of the project was aimed at building or strengthening the national capacity to integrate climate change concerns into medium and long-term planning through education and training in climate change for national development planners and policy and decision makers. A workshop on this particular aspect was to be held for the relevant targeted audience. The objective in this regard was to identify the measures that had been initiated to integrate the results and recommendations of the initial national communications into national planning.

2. Assessment of the integration of the initial national communications into national planning

89. If the workshop or the training of national development planners and policy and decision makers were to be used as indicators of the success of the project, then clearly the project would have failed. If the goal was to integrate the results and recommendations of the initial national communications into national planning, then since the initial national communications has just been finalized, the process of appropriation of its conclusions by national planning can only take place from now. The process of formulation of the initial national communications has, however, taken into consideration actual national development framework and targeted planning objectives. The integration would only be effective if the planners fed back into their model, the mitigation and response measures governing vulnerability and policy options identified and recommended in the initial national communications. That is yet to be done.

J. Assistance provided by the United Nations Environment Programme

1. Background and objective

90. UNEP initiated this GEF/UNFCCC enabling activities project from the formulation stage to its funding by the GEF secretariat. UNEP assigned a project task manager to supervise and provide technical assistance.

2. Assessment of assistance by the United Nations Environment Programme

91. UNEP support was considered by the project coordinating unit to have been instrumental in ensuring a prompt response to their requests. The UNEP project task manager provided timely assistance as requested by the teams as well as guidance in keeping the project on track and within the budget. The core technical advisors were not used, although they were available for consultations throughout the project duration.

92. Although the project document had stated that the UNDP office would be regularly consulted and that its support would be crucial during the implementation of the project as anticipated by UNEP, the project coordination unit expressed the need for more autonomy. It should be noted that the success of the previous country case study project on vulnerability and adaptation encouraged UNEP to consent to using the same direct contact between UNEP and the project coordination, excluding in so doing involvement by the UNDP office.

K. Effectiveness of the monitoring and evaluations systems developed by the project

1. Background and objective

93. UNEP entrusted the Government of Cameroon with total responsibility in the implementation process subject to quarterly progress reporting prepared by the project coordinating unit. These reports would enable the Permanent Secretariat for Environment to have an overview, on an ongoing basis, of the implementation progress and identify shortcomings at an early stage before reporting to UNEP. To assess the adequacy of the monitoring and evaluations systems developed for the project supervision and implementation, current practices and relationships need to be critically examined.

2. Assessment of the monitoring and evaluations systems

94. The coordinators in UNEP from the Atmosphere Unit, the Funds Programme Management Unit, and UNEP/GEF Coordination Office received timely progress reports from the project coordination unit in the early stages of the project implementation. When these were not received, every effort was made to obtain the latest information. Good project reports and timely completion of project activities, aside from the project break-off period, attest to effective monitoring and follow-up throughout the project.

95. According to the project document, the project coordinator was requested to provide a quarterly progress report to the Permanent Secretariat for Environment and UNEP, and, if possible to compile these reports into an electronic newsletter to be distributed to all participating institutions. This transparent communication approach would have enabled Ministry of Environment and Forestry and its supporting institutions to evaluate the implementation of the project on an ongoing basis, to assess the quality of the work and its conformity with the terms of reference and deadlines, and to identify difficulties and shortcomings early. Unfortunately, this approach does not seem to have been effectively adopted during the "breakdown period" of the project implementation which corresponded to the period of structuring of the Ministry of Environment and Forestry.

96. In fact, according to the project document, NCC should have met on a monthly basis. The minutes of those meetings were to be shared among all participating institutions, and quarterly progress financial reports should have been provided to UNEP based the UNEP standard format. By failing to deliver the required progress reports in time, NCC did not meet the reporting requirements.

97. The project document had also referred to cash advances that were to be made quarterly, subject to: confirmation by the Permanent Secretariat for Environment; a satisfactory financial report of the previous quarter expenditures; and timely and satisfactory progress reports on project implementation. The project coordinating unit could not satisfy the above second and third conditions. The second disbursement (\$101,000) would seem to indicate that these conditions were met only in May 1998, and that UNEP was compelled to continue with this good management practice approach given its distance from Cameroon, in addition to agreeing to the Government's request to quicken the process so that the initial national communications could be submitted to the Conference of the Parties at its fourth meeting in November 1998.

L. Technical and/or operational constraints encountered during project implementation

1. Background and objective

98. This project like any other was susceptible to encounter technical and/or operational constraints during its implementation. Did such constraints, if there were any, contribute to delays in implementing the approved work-plan? What, if that was the case, did UNEP or the Government of Cameroon do to overcome those constraints?

2. Assessment of the constraints encountered during project implementation

99. The first types of constraints were encountered during the greenhouse gases inventory activities according to experts' reports and workshops minutes. The group of consultants interviewed during an informal meeting confirmed that:

(a) The public at large was reluctant to communicate information on its activities, or at best complacent. This led to the issuing of contradictory data. With respect to industrial liquid wastes for example only scanty information was collected on the country's two biggest cities; no information on solid wastes was available on the secondary and small towns. There was a deliberate hold on information in the industry sector at large. The necessary data for calculating N₂O emissions is still not available up to now. Therefore, access to information was still a constant constraint and the studies relied quite often on the means used by the IPCC model;

(b) Other types of constraints: quality of the data (the last agricultural census was in 1992); discordance in the statistics (greenhouse gas emissions were different and varied from one ecosystem to another; since the consultants could not visit all the regions, the use of weighted average values and extrapolations was frequent in the calculations); lack of data in agricultural by-products and a lack of their guidelines in IPCC documents; estimation of carbon flows and costs associated with mitigation options for the land-use change and forestry sector was on the basis of models which required detailed data (models being tested mainly in developed countries);

(c) Time constraint: this was a debilitating factor in almost all implemented activities just as it had been anticipated; indeed the natural resources potential and the emerging enterprises in the industrial sector gave an illustration of the time limitations when the evaluator checked on that assertion with the group of consultants. The time frames used differed from one expert to another and all vis-à-vis the socio-economist who was responsible for projecting figures;

(d) Budget constraint: stakeholders never felt that resources were sufficient for implementing project activities; this was raised by the energy team which limited its inventory to TIRE 1 level instead of going up to TIRE 2. Yet, a comparison made with other ongoing projects like the GEF/World Bank biodiversity project showed no difference in dollar per unit of servicing the project.

100. The second type of constraints were mainly of an institutional nature. The mobility of the personnel in the public administration did not facilitate the monitoring of the representation of other departments in the committees or the follow-up of the project by these steering or advisory committees. Similarly, the structuring of the Ministry of Environment and Forestry which had been planned years before coincided with the commencement of the project and lasted several months, taking up time that was critical to the project implementation. These constraints induced a third category, relating more to personnel this time: the mobility of personnel brought together under the national study team, hosted by the newly settled Permanent

Secretariat for Environment, a reduced number of consultants with people from various disciplines at a time when anxiety was expressed over the project duration. This last situation brought about, as anticipated earlier, inadequate and irregular consultations among various stakeholders and thus a kind of stalling in the project during which time numerous claims were argued requiring UNEP intervention.

101. The fourth type of constraint was the issue of the format of the national communication, for which many of the consultants felt the need for clarification at the beginning of each component study in order to direct their analysis and outputs towards its structure requirement. This was strongly emphasized at the initial national communications preparation workshop held at Mbalmayo and repeated many times at the discussion session with the evaluator at the hotel, as well as at the meeting chaired by the Permanent Secretariat for Environment. One of the main obstacles which appeared to hinder the collaborative work in the preparation of the communication between Bureau d'Etudes d'Amenagements du Territoire et d'Environnement (BATE) and the consultants was ignorance over the initial national communications format. Yet, UNEP had provided a video cassette containing several prototypes and a hard copy of guidelines to preparing the communication.

102. All these constraints delayed the work plan originally spread over the period July 1997 to August 1999 and extended henceforth the project duration by 20 months, from August 1999 to May 2001.

M. Potential contribution of project to furthering the objectives of environmental assessments

1. Background and objective

103. Past and present activities relating to climate change as well as a legal framework served as environmental assessment yardsticks and tools. This project aimed to bring forth, through some enabling activities, ways of furthering the objectives of environmental assessments, policy frameworks and actions plans and strengthening the Convention.

2. Assessment of the results

104. This issue is addressed throughout the present evaluation, under the different assessment headings.

N. Assessment of the project's gender considerations

1. Background and objective

105. Although the gender issues were not included explicitly in the project document, household energy sources comprising charcoal and fuelwood which emit greenhouse gases, and project activities suggest women are top of the list of stakeholders in this type of project dealing with climate change. The report will therefore determine the extent to which gender considerations were incorporated into the various operational aspects during the project implementation.

2. Assessment of the results

106. It is not certain whether the project design and implementation took place before the UNEP guidelines on gender sensitivity were established or not. However, options on abatement of greenhouse gas emissions, and response measures to vulnerability assessment would seem to suggest the need to shift from traditional fuel wood consumption as an energy source to new emissions-free technology which would ease efforts made by women.

107. To demonstrate its commitment to this ideal, the Government of Cameroon designated a woman as coordinator of the project. In all project workshops also, women participated with an attendance estimated at more than 25 per cent.

O. Rating of the project implementation

1. Background and objective

108. The results of the project were evaluated against its objectives and achievement indicators listed above in section D of the introduction. This task was difficult due to two different management styles adopted during the implementation stage. There will be a presentation or an explanation of this rating, however, throughout the evaluation.

2. The evaluation rating results

(a) Timeliness: meeting of the schedules and implementation timetable set out in the project document

109. The project was expected to last two years from July 1997 to July 1999. As a result of the ministry's reorganization, which took over a year, from December 1998 to February 2000, significant delays were incurred in the implementation of project activities and additional ones were expected. This new structuring of the department produced the Permanent Secretariat for Environment under which all the environmental projects including the UNEP/GEF E-A project were placed. Before the commencement of this operation and after its completion there was no stalling in the project as such. It was indeed during this same period that the project underwent a replacement at the management level much like any other office in the ministry. The evaluator considered these delays independent of the project implementation actions since no other project had demonstrated better performance during the same period in the Ministry of Environment and Forestry. Otherwise, the work carried out during the two periods of project management ran normally. The following table presents the preliminary time frame of the project.

Table 1: Implementation timetable

26 December 1996	Formal request from Cameroon received by UNEP
First quarter 1997	Negotiation of enabling activities project proposal for Cameroon (Ministry of Environment/Forestry and UNEP)
2 July 1997	Project proposal sent by UNEP to GEF
16 July 1997	GEF/CEO approval
13 August 1997	Enabling activities project document signed by Ministry of Environment/Forestry
29 August 1997	Enabling activities project document signed by UNEP and starting date for the project
16 September 1997	First disbursement (\$75,000)
16 October 1997	Establishment of the project management team
April 1998	Presentation of the first version of the inventory (Douala workshop)
15 May 1998	Second disbursement at the request of Minister of Environment that Cameroon was speeding the activities to submit initial national communications to UNFCCC at COP 4 (\$101,952)
11 December 1998	The hand-over between the coordinators
15 January 2000	Third disbursement (\$30,000)
April, 2000	Early draft edition of the initial national communications of Cameroon
April 2001	Fourth and last disbursement (\$28,048)
11 April 2001	Submission to UNEP of the draft edition of the initial national communications of Cameroon
15 July 1999; 28 August 2000; 31 December 2000; 31 May 2001	Expected completion dates of the project

110. Based on the above analysis, a rating of 2 corresponding to very good and a scale of 80 per cent achievement on the timeliness are given. This rate could have been improved if the whole department of Ministry of Environment and Forestry had demonstrated more stability in shortening the structuring period.

Table 2: Rating on the timeliness

Excellent 1 90 - 100 %	Very good 2 75 - 89 %	Good 3 60 - 74 %	Satisfactory 4 50 - 59 %	Unsatisfactory 5 < 49 %
	√			

(b) Achievement of results and objectives

111. The objectives already reviewed above were attained and 90 per cent of the results achieved leaving 10 per cent of uncompleted activities such as the newsletter and the media programmes. Unless the quality of the initial national communications does not meet the required standards, there is no reason to downplay Cameroon's overwhelming achievement in this regard. A grade of 1, that is excellent, is given as 90 per cent of the objective was achieved.

Table 3: Rating on the achievement of results and objectives

Excellent 1 90 - 100 %	Very good 2 75 - 89 %	Good 3 60 - 74 %	Satisfactory 4 50 - 59 %	Unsatisfactory 5 < 49 %
√				

(c) Completion of activities

112. Just as stated in the preceding paragraph, the public awareness channels were not fully utilized and the initial national communications has just been submitted. Therefore, what will be taken into consideration will be the completed 90 per cent since all other activities have been completed, this would lead to a grade of 1, that is, excellent.

Table 4: Rating on the completion of activities

Excellent 1 90 - 100 %	Very good 2 75 - 89 %	Good 3 60 - 74 %	Satisfactory 4 50 - 59 %	Unsatisfactory 5 < 49 %
√				

(d) Attainment of outputs

113. The major outputs set for individual activity, apart from those referred to in the preceding indicators were attained. This means a grade of 1 since 90 per cent may be considered as having been attained.

Table 5: Rating on the attainment of outputs

Excellent 1 90 - 100 %	Very Good 2 75 - 89 %	Good 3 60 - 74 %	Satisfactory 4 50 - 59 %	Unsatisfactory 5 < 49 %
√				

(e) Project executed within budget

114. This is by far the worst indicator where the project faced some bottlenecks because of the national institutional arrangements. The project was nationally executed by the Permanent Secretariat for Environment. A bank account was opened by the project and transfers were made directly to this account by UNEP. The full responsibility had been given to the project coordinator to implement the activities and to proceed with the expenses.

115. Given the sudden change of the project coordinator, there was a lack of supporting documentation in terms of reports relating to the period April to December 1998. UNEP sent a fax immediately to the Minister of Environment expressing its serious concern at that stage. It was later discovered during the evaluation that one of the reasons for the dismissal of the first coordinator was the frequency of his meetings and official missions abroad.

116. In March 1999, UNEP expressed concern regarding a transfer of a number of budget items and some significant over-spending in some other items, without prior authorization from UNEP. Those excesses were justified by the costs of the maintenance of equipment (under miscellaneous component) and the consultants' allowances, which had been underestimated in the initial budget estimates. Yet, despite the three budget revisions, each individual component maintained a variance of zero, save for training and equipment, which underwent a transfer from one line to another. Variations in budget votes showed a deficit in the consultants vote which clearly had been underestimated in the project document due to the length of the inventory as well as mitigation studies. Other variations occurred in budget components engendered by year reporting of unspent balances.

117. The availability of consistent records on the changing budgets and expenses under the project implementation process has been difficult to trace. A better system for internal bookkeeping has been presented by the evaluator to the national project coordinator, in application of the UNEP principle of evaluation as a learning process. The following table presents a tentative synthesis of the final financial situation of the project's various budget revisions:

Table 6: Budget revisions

Components	Projected figures	Executed figures	Variance
PERSONNEL	94 250	94 250	0
SUB-CONTRACT	77 750	77 750	0
TRAINING	41 000	35 681	5 319
EQUIPMENT	4 000	9 319	- 5 319
MISCELLANEOUS	18 000	18 000	0
TOTAL	235 000	235 000	0

118. All disbursements were made on time at the request the Government of Cameroon and consent of the project task manager. Three budget revisions were carried out during project implementation to carry forward unspent balances from one year to the next against respective items of expenditure, or to extend the term of the project.

119. The project document expected in-kind support from the Government of Cameroon amounting to \$70,000 for the duration of the project. This contribution covered the salaries of the technicians and other supporting staff, vehicles for field trips and their maintenance, office rentals, library and information facilities, insurance and other items. At the request of UNEP, the Government doubled this amount (\$138,000) for those items but also provided the funding of three additional workshops (\$4,000), public awareness campaigns (four television programmes, over 10 radio broadcasts), and office equipment (\$13,644). The project document had not made provision for the acquisition of office equipment and supplies (in particular computer and printer, telephone and internet connections), because it had been mutually agreed between UNEP and the Ministry of Environment and Forestry, during the formulation of

the project document, that the equipment left by the country case study would be taken over. The former coordinator had effectively benefited from the use of this equipment which was transferred to the Department of Forestry at the time the new coordinator was appointed, UNEP being consulted as was required. This, of course, had considerably affected the performance of the project. Due to all these reasons a rate of 4 is awarded, to express satisfactory completion only.

Table7: Rating on the execution within budget

Excellent 1 90 - 100 %	Very good 2 75 - 89 %	Good 3 60 - 74 %	Satisfactory 4 50 - 59 %	Unsatisfactory 5 < 49 %
			√	

(f) Impact created by the project

120. The greatest impact of the project was in the area of capacity-building where a group of experts developed tremendous qualifications in climate change concept and applications. Public awareness, database (greenhouse gases inventory, vulnerability assessment, mitigation measures), framework options and response strategies as tools for further analysis and comprehensiveness of climate change were all considered valuable impacts of the project particularly in this country with a high carbon sinks potential. A rating of 1 is awarded therefore since the expected impact was achieved up to at least at 90 per cent

Table 8: Rating on the impact created by the project

Excellent 1 90 - 100 %	Very good 2 75 - 89 %	Good 3 60 - 74 %	Satisfactory 4 50 - 59 %	Unsatisfactory 5 < 49 %
√				

(g) Sustainability

121. The project document referred to a National Committee on Climate Change that was formed in 1994. This NCC, however, was only informal and was not really active during the project implementation. Some of the members were involved both as consultants and representatives of their respective institutions, others bore only one of the functions.

122. According to the project document, the NCC was to meet once a month to review the project implementation and provide guidance. However, because of the restructuring of the ministry which lasted over a year from April 1997, it was not possible to hold any regular meeting of this steering group. On the other hand, the Minister of Environment and Forestry kept some of the major stakeholders at political and decision-making levels informed of activities initiated by the project. For instance, through the systematic government missions reports prepared after each international event, some selected stakeholders such as the Prime Minister or the President of the Parliament were regularly apprised of the project activities.

123. The project set out as its main sustainability indicator, the strengthening of scientific, technical, and institutional capacities in various aspects of the proposed activities, and this was properly addressed. Indeed, over 68 per cent of the budget was devoted to this objective (see table).

Table 9: Budget allocations to enhancing and consolidating national capacities
(US\$)

	Consultants	Sub-contract	Group training	Total
Total	47,429	77,750	35,681	160,860
% share of the total project budget	20%	33%	15 %	68%

124. One of the project’s intended outputs was also to set up a data collection and management system aimed at regularly updating the greenhouse gases inventory and helping to sustain one of the major components of the climate change process. This needs to be examined in the communication’s final report. Thus, a rating of 2 is awarded with a possibility of increasing it to 1 if this updating mechanism is provided in the initial national communications.

Table 10: Rating on the sustainability

Excellent 1 90 - 100%	Very good 2 75 - 89%	Good 3 60 - 74%	Satisfactory 4 50 - 59	Unsatisfactory 5 < 49%
	√			

(h) Overall project rating

125. The project has achieved a rating of 1, four times, 2 twice and 4 once, giving an overall calculated mean grade of 3.3 on a scale of 4 to 1, that is, between very good and excellent. Unless the quality of the final product (the initial national communications) is undesirable, which would downgrade the whole project rating, this grade corresponds to the general appreciation of the project by the external observers, notably some international partners and private alert individuals.

Table 11: Rating the overall project

Excellent 1 90 - 100%	Very good 2 75 - 89%	Good 3 60 - 74%	Satisfactory 4 50 - 59%	Unsatisfactory 5 < 49%
	√			

II. LESSONS LEARNED FROM THE PROJECT

126. The project experienced many ups and downs from which future UNEP projects could draw valuable lessons. Some positive lessons which can be duplicated and others that can impact on future implementations are listed below without any sequential order.

127. Each of the various study groups underscored the value for various team members of visiting institutions, villages and inventory sites as well as attending training sessions. They noted that this whole exercise had been a sort of learning process from which they had greatly benefited particularly through the interactions, contacts and training.

128. The assessment of the stakeholder involvement in the project implementation has shown a fairly unbalanced representation of the private sector in relation to the public sector, and a similar imbalance in the gender issue as well. Of the various project components this is the area where composition of the country teams requires more attention in the future to ensure a better appropriation of the project by the different

groups identified. In this regard, the government disengagement policy should encourage more participation of the civil society.

129. The various national workshops were well attended and contributed greatly to interactions between disciplines, among government ministries, non-governmental organizations and the private sector, and between scientists and the media. In each case, the workshops represented important vehicles for generating public awareness and building capacity for future climate-related assessments.

130. Assistance provided by UNEP: Regardless of the inconvenience of transferring project management responsibility to the host country this approach is welcomed by many observers and particularly by the host country. However, despite its ability to enhance country control over the project implementation this approach implies a simultaneous loss of influence of the implementing agency over the monitoring of such sensitive issues as finance. The lesson to be learned in this regard is that there is a need to tighten financial procedures so long as UNEP maintains its decentralized principle in finance management.

131. The effectiveness of the monitoring and evaluations systems developed to help supervise and implement the project was curtailed by the failure by the Government of Cameroon to apply the systems. The quarterly reports were not sent to UNEP on a regular basis and the lack of reports complicated the evaluation of the project implementation process. The lack of objection to expenses referred to above would help improve conformity with current procedures governing monitoring and evaluation. A proposal in this regard could enhance the effectiveness of the monitoring and evaluation systems to be developed in future projects.

132. The main technical and/or operational constraints encountered during project implementation including those that contributed to delays in the implementation of the approved work plan were data quality and the institutional framework. While the former arises from a classical set of problems which may never receive a standardized answer, so long as these change in conjunction with their settings, the latter, on the contrary, falls into managerial issues easy to deal with. Indeed, the appropriate late action taken by the Minister of Ministry of Environment and Forestry to keep a close watch on project activities suggests that top management involvement was effective.

III. GENERAL CONCLUSIONS AND RECOMMENDATIONS

133. At national level, more transparent and participatory management practices are recommended, as well as active involvement of stakeholders. Official representatives of the public stakeholders on the National Committee on Climate Change and the national study team should have reported systematically and frequently on the project development and results to the decision makers at high political levels.

134. With regard specifically to stakeholder involvement, the government disengagement policy should induce greater participation by civil society but with a higher representation of the Government at the decision-making level. Particular precautionary measures and devices should be borne in mind when determining the project participants and selecting national expertise. Somehow complaisant familiarity-driven criteria and/or attitudes are adopted when selection is carried out by the project host country alone. The implementing agency can play a precious role of referee in this matter.

135. The UNEP decentralization policy encourages a certain degree of active involvement and responsibility on the part of the project host countries. To ensure that funds are well managed and properly directed to project activities, project payments should be subordinated to a no-objection provisional condition by UNEP. This would entail more administrative work for UNEP, which could be covered by the project budget, but is a way that might improve the delivery of UNEP assistance in similar future projects.

136. The effectiveness of the monitoring and evaluation systems would greatly benefit from additional assistance in the form of a national consultant who would be hired to act as an advisory-early-warning body for UNEP with the status of an evaluator. This would enforce greater accountability on the part of the local project implementing unit.

137. Set out below are specific recommendations regarding potential follow-up evaluation measures that would enable UNEP and GEF to gauge the longer-term benefits and sustainability of project activities:

- (a) A follow-up review of the project and its impacts on policy-making, capacity-building and public awareness after a year or so is critical; the most effective method would probably be through the project task manager or a national consultant who would be assigned a catalytic role;
- (b) It is useful, for the sustainability of the project results, to reinforce capacity to identify vulnerability and adaptation measures, response strategies, as well as to enhance development planners and decision makers' capacity to integrate climate change concerns into the planning of the country's future priorities and assistance;
- (c) It is expected that there will be little voluntary investment in impacts and adaptation by the Government. Financial and technical support will therefore be needed to consolidate the actual project results for two years. GEF and other financial mechanisms could be urged to support Cameroon in this regard;
- (d) Some of the stakeholders suggested that it would be useful if a specific part of the project could be devoted to generating awareness, following the completion of the project. Some funds from the project should be designated at the outset for this exercise;
- (e) A concluding report as planned in the project document should be made available well before the final evaluation of the project is undertaken, so that the assessment of the project can be more comprehensive.

Annex I

NATIONAL COMMITTEE ON CLIMATE CHANGE

Ms Catherine Okotiko	Ministry of Environment and Forestry
Mr Jean Bosco NGOA BIDOUNG	Ministry of Public Works
Mr Léopold Noël BOUMSONG	Ministry of Industrial and Commercial Development
Ms Moussa LASSOMME	Ministry of Social Affairs
Ms Dorothy Eta TAKANG	Ministry of Women's Affairs
Mr Samuel BETAH SONA	Ministry of Energy and Mines
Mr Dieudonné BITONDO	ACAMELE
Mr jean MADOU NDENGUE	BATE (consultant company)
Mr DIKONGUE MATAM	Ministry of Agriculture
Dr TAIGA	Ministry of Breeding and Livestock Production
Mr Théodore Nkoa Timi	Resource person

Annex II

LIST OF PERSONS INTERVIEWED

Ministry of Environment and Forestry:

H.E. Sylvestre N. Ondoa,	Minister of Environment and Forestry
Mr Lazare Mpouel Bala,	General Secretary
Professor Tchala Abina François,	Permanent Secretary for Environment
Mr Emile Amougou,	Chief, Study and Planning Unit - GEF Focal Point/MINEF
Ms Catherine OKOTIKO,	Project coordinator
Dr Efendene Blaise,	Project unit advisor
Mr Billong Jacques,	Project unit advisor

UNDP-Yaounde Office:

Mr Martin Zeh-Nlo,	Sustainable Development Advisor
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Representatives of other bodies:

Mr Debroux Laurent,	World Bank
Mr Klaus Mersmann,	GTZ
Dr Fondo Sikod,	University of Yaounde II
Mr Honoré Demenou Tapamo,	Directeur Général adjoint de Arsel
Mr Blaise Bignom	Independent
Mr Noumsi Emmanuel,	Non-governmental organization
Mr Hell Jean Claude,	PSFE

Consultants:

Mr N'Gnikam Emmanuel,	Non-governmental organization
Mr Sama Dudley Achu	Independent
Mr Tanawa Emile	Independent
Mr N'Gange Martin	Independent
Mr Tiki Manga Théophile	Independent
Dr Joseph AMOUGOU,	University Yaounde I

Others:

Mr Jean Madou Ndengue,	Consultant, B.A.T.E
Mr Theodore NKOA TSIMI,	Consultant, B.E.T.E
Mr Jean-Claude Bilana,	Non-governmental organization
Mr Agbor Joseph Nkongho,	Biodiversity project
Mr & Mrs Fotzo	Yaounde
Mr Jean-Claude Mende Yaounde	
Mr Ekouedon J.	Douala
Mrs Rose Madou	Douala
Scierie Douala	Douala
Mr Mensa	Journalist, Yaounde

Annex III

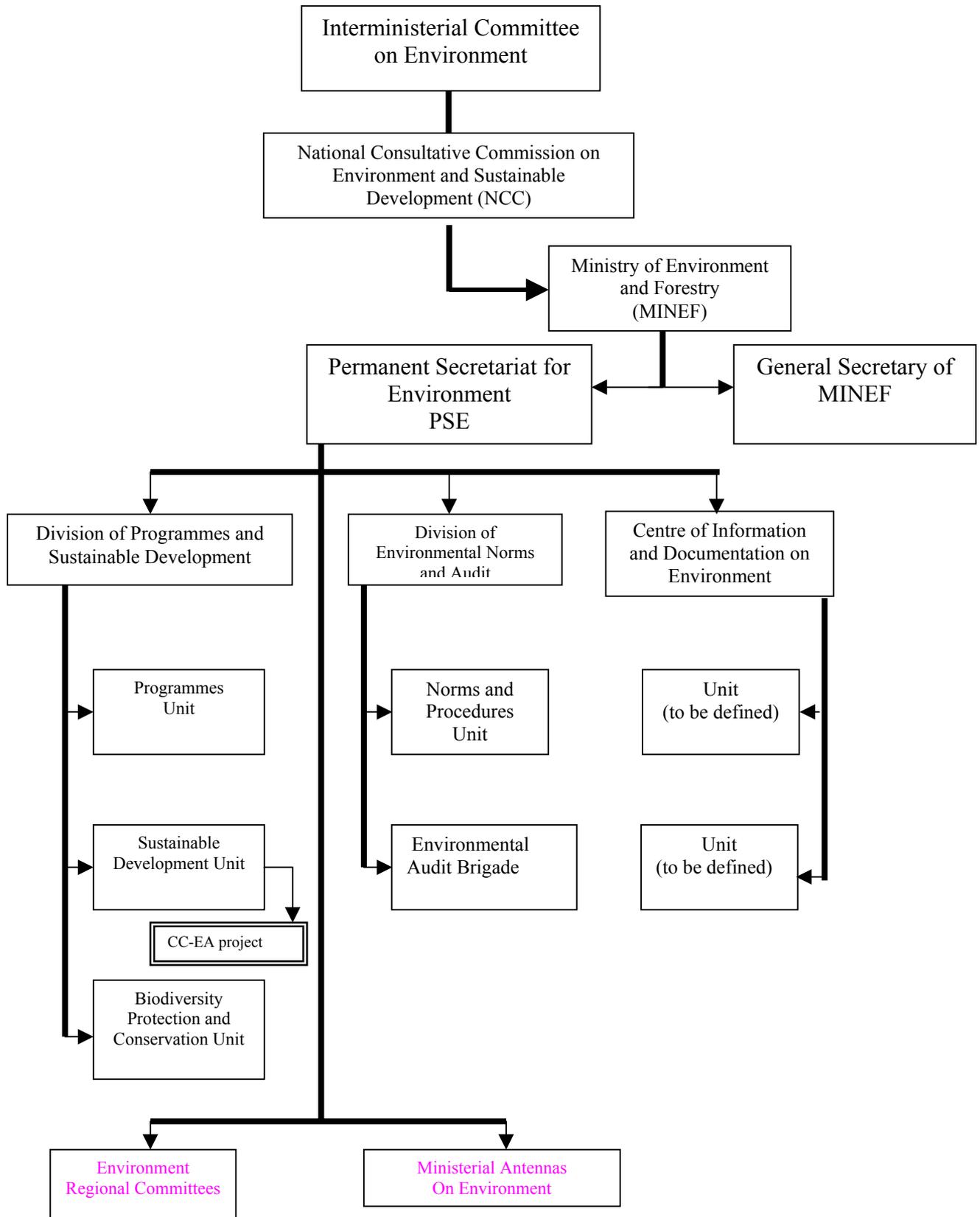
COUNTRY VISIT SCHEDULE

11-18 February 2001, Cameroon

11 February Sunday	8:00 - 18:00	Country visit to Douala
12 February Monday	8:00 - 17:00	Country visit to Douala and Yaoundé
13 February Tuesday	8 : 30 - 9 : 30 10:30 - 14:40 14:40 18:00 - 21:00	Meeting with Mr Martin Zeh-Nlo, UNDP Project Coordinator, PSE Members of the project team: Dr Efendene and Mr Billong Pr Tchala A. François, Permanent Secretary of Environment Meeting at the hotel with consultants
14 February Wednesday	9:30 - 11:45 12:00 - 12:45 13:00 - 13:40 14:00 - 15:30 18:00 - 21:30	BATE, Project coordinator, PSE Mr Emile Amougou Chief, Study and Planning Unit - GEF Focal Point H. General Secretary of Ministry of Environment and Forestry Mr Demenou Tapamo. H. Agency for Regulation of the Elect Sector & Mr Blaise Bignom, Ministry of Mines, Water and Energy Meeting at the hotel with consultants
15 February Thursday	9:00 - 10:00 10:00 - 12:15 12:25 - 15:00 15:00 - 15:30 20:00 - 22:00	World Bank, biodiversity project coordinator Meeting with consultants and BATE chaired by PSE GTZ , PSFE; Telephone communication with UNEP H.E. the Minister of Ministry of Environment and Forestry Meeting at the hotel with consultants
16 February Friday	8:00 - 8:45 9:00 - 10:30 10:45 11:00 - 19:30	Meeting with Mr Martin Zeh-Nlo, UNDP (debriefing) Meeting with PSE and project coordination unit (debriefing) Telephone communication with UNEP Project coordinator, project advisors and secretary, PSE
17 February Saturday	7:00 - 10:00 10:00 - 11:30 12:00 -	Project coordinator, project advisors and secretary, PSE Project advisor Country visit to Douala
18 February Sunday	8:00 - 11:30 12:00	Country visit to Douala Return to Nouakchott

Annex IV

ORGANIZATION CHART OF THE IMPLEMENTING STRUCTURE OF
THE NATIONAL ENVIRONMENTAL MANAGEMENT ACTION PLAN
(NEMP)



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3. Project Coordination Unit documents:
 - a. Secteur des déchets - wastes January 1998
 - b. Secteur de l'utilisation des terres et forêts
 - c. Secteur de l'industrie
 - d. Secteur agriculture
 - e. Current Government policy options with direct impact in the reduction of GHG emissions from the land-use change and forestry sector
 - f. Rapid assessment on industrial processes , Nov 1007
 - g. Report on the level of climate change awareness with respect to the energy sector - Yaoundé
 - h. Rapport Général du séminaire de concertation sur le processus de validation de la communication initiale nationale sur les changements climatiques - Mbalmayo, Cameroon - Yaoundé Juin 2000
 - i. Exposé sur les politiques du Gouvernement Camerounais en matière des changements climatiques , Yaoundé 2000
 - j. Emissions des gas à effet de serre du secteur de l'énergie - les mesures d'atténuation, Yaoundé 2001.
4. Several documents commissioned by UNEP:
 - a. UNEP evaluation guidelines
 - b. Cameroon Enabling Activities for the Preparation of initial national communications related to the UN Framework Convention on Climate Change (UNFCCC) - Approved Project document; August 1997
 - c. COP guidelines for the preparation of Initial Communications by Parties not included in Annex I to the Convention
 - d. Operational Guidelines for Expedited Financing of Initial Communications from Non-Annex I Parties - GEF, 1997
 - e. IPCC Guidelines for GHG Inventories , volume I, 1995
5. Composantes forêts du Cas III - Programme sectoriel Forêts et Environnement, 2000
6. Programme sectoriel Forêts et Environnement, document d'information, 2000
